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# NATIONAL SERVICE CORPS

GOVERNMENT

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## HEARINGS

BEFORE THE

### SPECIAL SUBCOMMITTEE ON LABOR

OF THE

### COMMITTEE ON EDUCATION AND LABOR

### HOUSE OF REPRESENTATIVES

#### EIGHTY-EIGHTH CONGRESS

FIRST SESSION

ON

## H.R. 5625

A BILL TO PROVIDE FOR A NATIONAL SERVICE CORPS TO  
STRENGTHEN COMMUNITY SERVICE PROGRAMS  
IN THE UNITED STATES

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### PART 2

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HEARINGS HELD IN WASHINGTON, D.C.,  
JULY 17, 18, 30; AUGUST 8, AND SEPTEMBER 12, 1963

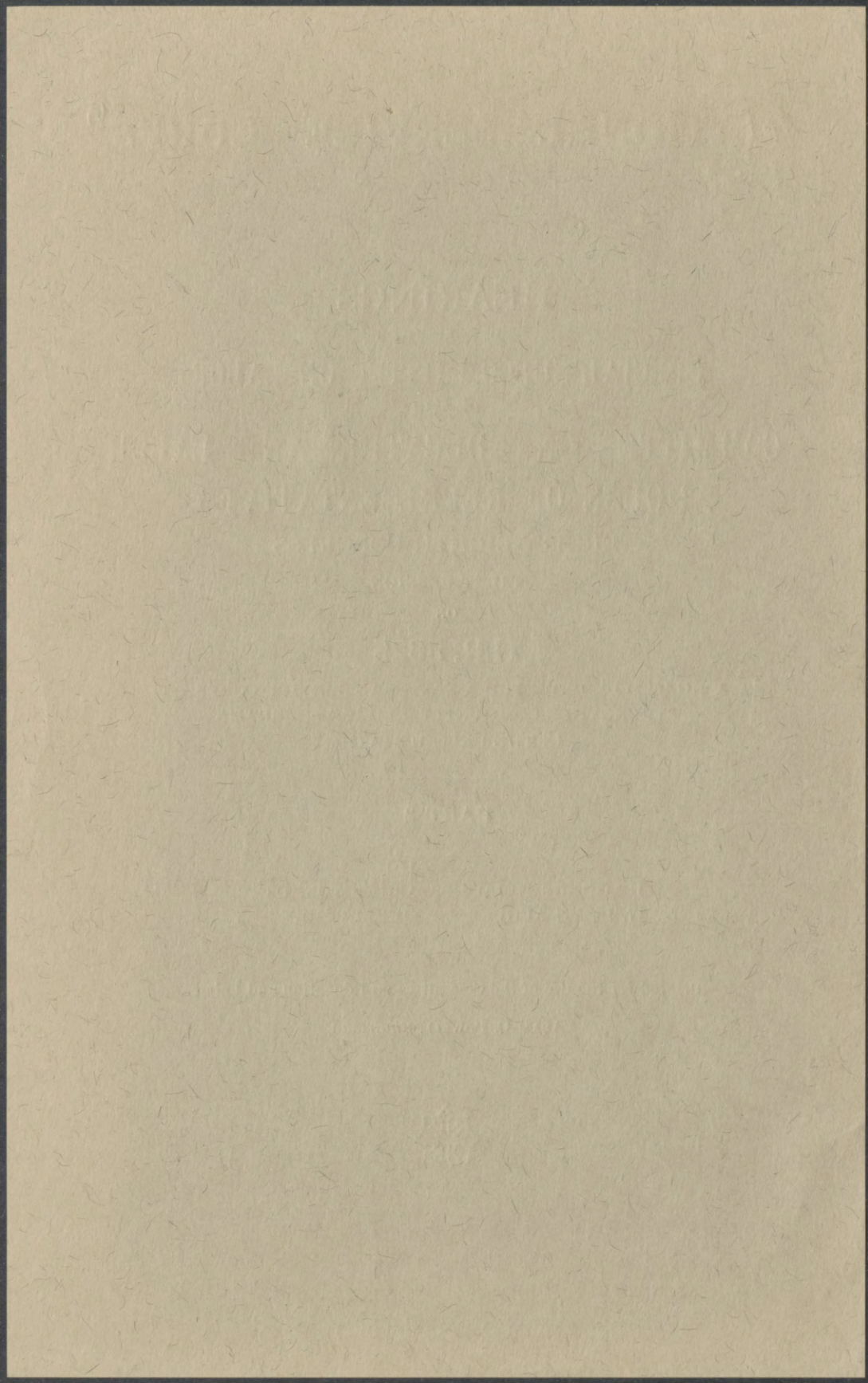
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Printed for the use of the Committee on Education and Labor

ADAM C. POWELL, *Chairman*









# NATIONAL SERVICE CORPS

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U.S. GOVERNMENT PRINTING OFFICE  
WASHINGTON : 1963

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## NATIONAL SERVICE CORPS

WEDNESDAY, JULY 17, 1963

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

The subcommittee met at 10:30 a.m. pursuant to call in room 356, Cannon Building, Hon. Frank Thompson, Jr. (chairman of the subcommittee), presiding.

Present: Representatives Thompson, O'Hara, Carey, and Taft.

Also present: Representatives Halpern, Hansen, Ryan, Vanik, and Pepper.

Staff members present: Robert E. McCord, subcommittee director.

Mr. THOMPSON. The subcommittee will be in order to continue hearings on the National Service Corps legislation. Our hearing this morning is for the purpose of hearing testimony from our colleagues. Before proceeding with our first witness I would like to read the long and imposing list of Members of the House who have joined as cosponsors of this legislation. In the order of introduction they are:

Mr. O'Hara of Michigan, Mr. Sickles, Mr. Roosevelt, Mr. Dent, Mr. Brown of California, Mr. Gill, Mr. Hawkins, Mr. Blatnik, Mr. Macdonald, Mr. Fogarty, Mr. St Germain, Mr. Vanik, Mr. Udall, Mr. McDowell, Mr. Gilbert, Mrs. Hansen, Mr. Moorhead, Mr. Diggs, Mr. Dingell, Mr. Rodino, Mr. Daniels, Mr. Joelson, Mr. Minish, Mr. Patten, Mr. Ryan of New York, Mr. Hechler, Mr. Dulski, Mr. Olson of Minnesota, Mr. Staebler, Mr. Ashley, Mr. Stratton, Mr. Matsunaga, Mr. Pepper, Mr. Libonati, Mr. Bass, Mr. Senner, Mr. Farbstein, Mr. Olsen of Montana, Mr. Halpern, Mr. Gonzales, Mr. Fulton of Tennessee, and Mr. Rosenthal.

We have the pleasure this morning of having one of the original cosponsors of this legislation, Mr. Pepper of Florida. We welcome you this morning, Mr. Pepper, and please proceed in any manner in which you desire.

### STATEMENT OF HON. CLAUDE PEPPER, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF FLORIDA

Mr. PEPPER. Thank you very much, Mr. Chairman, for the privilege of being here and associating myself with you and all of those who have become the sponsors of this National Service Corps, which I think is one of the finest proposals before the Congress today.

You and I and all of us, I am sure, are pleased at the information we have that a subcommittee of the Committee on Labor and Public Welfare of the other body has by a 3-to-1 majority, I believe, reported



favorably the substance of the National Service Corps legislation which is the subject of your bill and the bills of the rest of us associated with you in the House.

I understand with satisfaction also that it is contemplated that perhaps this week the full Committee on Labor and Public Welfare in the other body will consider this subject and that it may come to an early hearing in the other body itself.

Mr. Chairman, I have before me, by your kindness, a committee print of the bill which was sort of a modification of the original S. 1321 which was reported out, as I understand it, by the Subcommittee on Labor and Public Welfare in the other body.

I think we could not have a better statement of purpose and policy for this proposed legislation than is contained in that declaration of purpose in that proposed substitute and, if I may, I shall read it here for the record:

The Congress finds that the United States today, while enjoying the greatest general prosperity of any nation in history is still faced with a lengthy catalog of critical human needs, that community services designed to meet these needs are seriously undermanned, that at the same time human resources for strengthening such community services exist in abundance and that greater citizen action for the general welfare would be stimulated by a National Service Corps composed of a limited number of carefully selected men and women of all ages to be made available to serve for a limited time in projects directed toward the critical human needs of our countrymen.

The Congress finds that these needs include the health and education needs of migratory workers and their families, Indians living on and off reservations and residents of depressed areas and rural and urban slums, the training and education of youth, particularly of school dropouts, and the care and rehabilitation of the elderly, the mentally disabled, and the mentally retarded.

This measure, I believe, Mr. Chairman, challenges the finest there is in the spirit of the American people. Our people are a generous people. We have shown in the last few years since World War II that we not only try to help one another at home but we have spent \$100 billion of our hard-won substance in trying to help people in other parts of the world, not because we want to exploit them or to get anything back from them but because we wanted them to be able to live as free people in a good world and to live a better life.

That is an attitude that is, in my opinion, consonant with all of the ethical and religious standards which civilization has cherished from the dawn of history and all of us share a pride that our country has taken that generous attitude toward people in other parts of the world.

That does not, in any sense of the word, diminish our obligation to look after our own people which we must realize is our primary responsibility and there are pockets of need that are unmet all over our country. I am particularly interested in these general objectives and purposes of the measure that are outlined in both the bill from the other body and in our bill, because my State is so directly affected by those purposes.

For example, one of the groups mentioned is migratory labor. We have a large vegetable industry in our State and we employ a large number of migratory workers who come in largely from the Caribbean area. There have been pitiful instances of neglect of those people, pitiful instances of lack of providing for them the way human beings should be provided for.



We have made some progress over the later years in providing better health and community services for them, a more wholesome environment for their children, but these people don't vote, they don't have any political power or pressure to exert, they are not rooted in any community by the very nature of their work; in a way, they are sort of the flotsam and jetsam of the economy of our country and it seems to me they particularly appeal to us to be attentive to their human needs and to their requirements. So my State would certainly profit, as would many other States similarly situated, by having young and middle aged and older members of the Corps attentive to the needs of these people and simply showing human kindness to them, trying to help them, to make things a little better for them.

Another category are Indians living on and off reservations. We have a number of Indians in the vicinity of my district, in fact, there are some living in my district in the western part of Dade County, some living in Mr. Fascell's district off of the Tamiami Trail. If you have driven from Tampa to Miami along the Tamiami Trail, you have seen Indian villages and other Indian establishments along the highway.

Mr. THOMPSON. Are these Federal reservations?

Mr. PEPPER. Some of them are around Lake Okeechobee. The Federal Government has a regular agency down there to look after these people. So we have them on and off the reservation and they have not yet in any sense of the word really become assimilated into our citizenship and a great need exists among them for the sort of services that dedicated corpsmen could render to them.

Mr. THOMPSON. Some of our colleagues seem to worry about the scope of this legislation and are seemingly to me, at least, probing for areas in which the Federal Government now has an existing interest and responsibility such as in the Indian reservations. My view is that under the welfare clause as well as under the traditions of our Government that we have a responsibility for people who live in poverty whether they live on private or Federal or any other lands, but we do have this problem with our colleagues.

We have had testimony, for instance, from the Farm Bureau, one of the few groups opposing this legislation, on the ground that they fear that service corpsmen have no real place, that there is no real Federal responsibility.

They, of course, welcome the Federal Agricultural Agency and any agricultural assistance that the Federal Government can give them but somehow or other, they don't make any distinction between their needs which they ask the Government to fill and the needs of others whom they would have denied on the ground that the Federal Government has no business doing it.

Mr. PEPPER. Mr. Chairman, I am glad you suggest that and I would like to address myself to it in a moment.

Let me finish references to these categories of need here. The next one is the training of residents of depressed areas and rural and urban slums.

I would read into that aid to the Cuban refugees, over 200,000 of which have come to my country of Dade in Florida, and between 125,000 and 150,000 of which are still resident there. Those people came to us destitute and the only help they are getting, aside from the



jobs they are able to find in our economy, is a maximum of \$60 a month per person for an adult from the Government of the United States, if they qualify, or a maximum of \$100 a month for a family.

Now, for a large family, you can imagine what the problem of living on \$100 a month is. I am not overlooking the fact that a lot of our own people don't have that much, and that presents another problem which should also be the subject of our concern, but here a lot of these people have been forced out of their country by a Communist tyranny, bringing with them only the clothes they had on their back—they used to be permitted to bring out \$5, I don't know whether they can bring that much out now or not—but they come practically destitute to our hospitable United States of America. Well, certainly those people must have many problems in finding homes and in finding a normal life here among us.

In addition to the services that the corpsmen, under the conditions of this legislation could render to those people, the corpsmen could certainly render a most useful service in the resettlement of those Cuban refugees in other States of the Union where from our point of view, there is such a need for that thing to be done.

The resettlement program now is largely in the hands of three religious groups—the Catholic, the Protestant, and the Jewish religious groups—and they find areas in the United States, communities, to which these people could resettle where they can get jobs, where they can find a normal and decent living conditions. Well, you can imagine how these religious organizations, in my opinion, would welcome the assistance of competent corpsmen in performing this resettlement function. So leaving out those who are the victims of slums and depressed areas generally, I emphasize that it would be meaningful to our State to have these corpsmen assist the Cuban refugees that are resident among us and in the resettlement of Cuban refugees to other parts of the country.

Next is the training and education of youth, particularly of school dropouts.

Well, we all know that one of the tragic phenomena there is in our country today is the large number of school dropouts. We know that a lot of those boys and girls are losing an opportunity to live a better life that their education would otherwise afford to them. Maybe if somebody had the time to go talk to them on an impersonal basis, maybe if they could have association with the people of the character that will be members of this Corps, they could be induced to go back to school or at least they could be induced to try to take some out-of-school training that would keep them from being some of the job-handicapped people of our country in later years, and be a food for the grists of delinquency by not having an opportunity to get a decent job.

Then it says, "And the care and the rehabilitation of the elderly." Well, in Florida, we have over 600,000 senior citizens that we call the elderly, and many of those people are lonesome, many of them don't have recreational opportunity. It would mean much just to have somebody come and meet with them, show kindnesses to them, somebody to show interest in them would mean opening new windows of life and hope to those people. I have not mentioned the disabled,



the mentally ill, and the mentally retarded to whom the Corp could mean so much.

So, it seems to me that this legislation calls for and forth the very finest there is in the spirit of America and if I know of anything that is imbedded in the heart of America; it is this humanitarianism that is characteristic of our society and of our conduct throughout the whole length of our history.

So instead of this being contrary to national objectives, this is simply an encouragement of private impulses of religious and charitable character, of humanitarian character.

Now, Mr. Chairman, addressing myself to this argument that some of the opposition makes, and incidentally, I spoke in Miami day before yesterday to a national convention of the Woodmen of the World. There were about 1,300 present from all over the country, this organization has several hundred thousand members all over the country, and I took occasion at that time to emphasize the significance of this bill, that this was not some Kennedy scheme to do this, that or the other, to extend the power of Government, that this was a fine opportunity to serve the American people through enlisting the services of those anxious to serve their fellow citizens if they were properly directed into such services.

Incidentally, I spoke to a lot of our senior citizens of Florida, a lot of those senior citizens are not doing anything, some of them have annuities that are adequate for their maintenance or substantially so, some of them live on social security under which they get along, and instead of being out on the shuffleboard court, which is fine, I think a lot of those people would welcome an opportunity for dedicated national service, serving their fellowmen, and they would feel better about life, they would feel that there was something for them to do, that somebody wanted them, somebody cared about them, that they were not washed out, that they still had a mission to perform of life, and I think it would not only improve their morale but would stimulate their health as well.

I started to say that I mentioned the subject to that representative audience, I believe, and they seemed to respond favorably to the idea and I think all of our people will when the bill is properly understood.

Now, to the argument that this is another intervention of the Federal Government in the affairs of our local people. I recommend to the honorable chairman that consideration be given to inserting into your bill, the House bills, the provision that is in the substitute reported out by the subcommittee of the Committee on Labor and Public Welfare in the other body, which reads—it is on page 4, and it is subparagraph C:

The President shall request the Governor of each State in which one or more requests for corpsmen have been initiated to consult with the Corps and the groups or agencies making such requests and submit recommendations to the President concerning each request; before undertaking a project, the President shall assure himself that any recommendations received from such Governor have been given appropriate consideration and that such projects will not displace regular workers or duplicate or replace an existing service in the same locality.

In other words, for all practical purposes, the matter of whether a project should be initiated in a State should rest with the Governor of that State. I assume, perhaps, the way it would work out would



be that if, for example, in Dade County, we wanted to get some corpsmen to help us with our Cuban refugee problem or our migratory worker problem, that the appropriate people would submit a request to the Governor, "Would you please submit to the President our request for the assignment of some of the corpsmen under the National Service Corps Act to this service here?"

If the Governor did not think well of it, he would not bring it to the attention of the President, or he would turn it down. In general, the President would not initiate, as I understand this language, a project unless it had been the subject of consultation between him and the Governor. In that way, the Governor of the State would, for all practical purposes, determine where corpsmen went, what projects were undertaken and the degree to which the Corps would participate in the affairs within the several States of the Union.

Now, that seems to me, together with the other limitations and restrictions provided in this legislation, to afford an adequate safeguard, that the Federal Government is not going to inject these corpsmen into a community or into a State, the Federal Government is simply training them and making their services available. The initiative will come from private sources and public agencies, perhaps political bodies that wish to address themselves to the subject, but it would all funnel up under this provision through the office of the Governor, then he would initiate the contract with the President and in that way, you would have the finest kind of consultation between the highest authority of the State and the President.

MR. THOMPSON. I think, Mr. Pepper, that the language is constructive and it goes a long way to answering some of the fears expressed by earlier witnesses.

What the mechanics would be remains to be seen. There is some fear that if the Governor has a veto there may be an instance in which the mayor of a major city with whom the Governor has no particular rapport, makes a suggestion and that the Governor could veto it. We want to avoid situations like this, but at the same time, we do want them to feel that the States have something to say about this and can take some initiative and I think for my part, at least, I can accept this language and I thank you for your suggestion.

MR. PEPPER. Mr. Chairman, I think the contingency to which the chairman adverted is taken care of in the latter language:

Before undertaking a project the President shall assure himself that any recommendations received from such Governor have been given appropriate consideration and that such project will not displace regular workers or duplicate or replace an existing service in the same locality.

It would not be that the Governor would necessarily have an absolute veto. If there were a case where the President were satisfied that the Governor was probably wrong or took an arbitrary position, or there were politics too evident in the Governor's decisions, which are unlikely cases, of course, then the President could act accordingly, but I am sure that the President would not act until he had fully heard the Governor and so in that sense—

MR. THOMPSON. That is the guarantee we want to provide.

MR. PEPPER. I think the President would always be careful, of course, to give the consideration to the strong feelings of the Governor in opposition to the initiation of a project.



Now, Mr. Chairman, I am very pleased to see, to have brought to my attention by my staff an article that appeared in the Miami Herald of July 15 of this year in which the headlines "Plan Awaits Congress Approval, Home Peace Corps Might Help Refugees."

Now, this is a large paper, the largest paper, I think—I guess it is a paper of the largest circulation in my State, a very fine paper, and it is pointing out to our people the possibility that we might get some help in the handling of the Cuban refugees from these corpsmen—and, mind you, Dade County did not bring these refugees over, they were brought over by the Government of the United States pursuant to a national law, pursuant to action of the President, and pursuant to appropriations made by the Congress of the United States—so we are simply hoping that we may get personnel trained by the Government of the United States to aid in handling a problem created by the policy of the Government of the United States to which we, of course, heartily subscribe.

Then it goes on to say that volunteers may train at Tampa, and the article refers to a fine community nearer St. Petersburg than Tampa, called Largo, but the interesting thing is that the article points out that at Largo the 21-year-old community service foundation—now, that is a local service agency made up of local people—at Largo the 21-year-old community service foundation has offered to train corpsmen in social work for underprivileged persons at the rate of 25 trainees each 6 weeks, the foundation agreed to pay nearly half of the training costs, some \$223 per corpsman.

Now, instead of objecting, instead of saying the Government is trying to intervene again in our local affairs, here is a fine social agency composed of local people, that is offering publicly, and it has already notified the Government of that proposal, offering to the Government its facilities to train these corpsmen and offering to pay substantially half of the training cost. I like to think that that is really typical of the reaction of the people of this country toward his humanitarian proposal.

Mr. THOMPSON. I think it is proof that this program would be in the nature of catalytic agency and would draw many more such offers. We have had several, the Governor of Kansas said, for instance, they have a very outstanding mental health program that he is very sure that the mental health authorities in his State would be pleased to train corpsmen there. So, I think that this is a very splendid thing from both sources.

Mr. PEPPER. May I add only one other thing, Mr. Chairman.

A lot of people, it seems to me, forget the Constitution of the United States when they are criticizing the efforts and activities of the Government of our country. The Constitution of the United States provides that all persons born or naturalized in the United States are citizens of the United States and of the several States in which they reside. They are citizens of the United States as well as citizens of the States in which they reside. They are amenable to the call of their country to die, if necessary, in their country's service. So whether the State likes it or not, they are citizens of the United States. "We, the people," are the ones that formed the Constitution of the United States; and so when the Federal Government proposes to do something that will make life a little better and richer, particularly with all the safeguards:



that are thrown around the effort in this legislation, it would seem to me simply another instance where the Government of the United States recognizes that it has the responsibility for a measure of moral leadership of this country.

Who would deny that one of the important functions of the President of our country is to afford unofficial, totally uncompensated for, moral leadership of our country? How would our country like to have a President who disdained religion, who flouted morality, who had no sense of ethics and public propriety and private virtue? Why, it is unthinkable that those characteristics should be in the President of our country, so we recognize that he is a great moral leader and our Presidents have generally lived up to that high expectation of our people.

The same applies to the Government of the United States. I think all of us, as citizens, have a right to be proud, at the things the Government of the United States has pioneered, that have stimulated activity by the States and municipalities and by private groups and held up a sort of a light to be followed as it were toward a higher objective; because the moral fervor of the American people, I think, is the most noticeable and conspicuous and distinguishing quality there is in our people.

The instances in our history where we have been stirred to a great moral fervor in behalf of causes that we deemed just, seem to me, to bespeak what is the essential moral quality of our country; and the Government of the United States has a duty, it seems to me, in a proper way, with proper safeguards, to stimulate these great moral forces in our country. That is what this bill does—it summons people to come into a participation; in these projects it gives them appropriate training, and it says your services will be available where the need is.

Now, we are starting off with only 1,000 in the fiscal year beginning July 1, 1963, the bill provides that there will be a maximum of 5,000 altogether. My opinion is not because we here in Congress want to expand our power or want to spend more money, but that if we respond to the need and the call for these corpsmen from the country, from people, it will be extended far beyond 5,000. But that will depend on our experience.

Let us see how the people in the Corps are going to do. We are not going to have but 1,000 the first year. If nobody wants them; if they do not serve any useful purpose; if they are not competent; it will be a good experiment, we made a good effort, but the Corps will be dropped. On the other hand, if it succeeds, if the people say we have not got nearly enough, we want more, they will call on us here in the Congress to expand to the maximum permitted of 5,000, and we will decide after that what is the appropriate thing to do.

I thank you, Mr. Chairman.

Mr. THOMPSON. You have stated the case very, very well, Mr. Pepper.

Mr. O'Hara, do you have any comment?

Mr. O'HARA. I think this is the most eloquent statement we have had the privilege of hearing, Mr. Chairman, on behalf of this bill. I would like to comment that if I had not been convinced of the need for this legislation, I would be now.

Mr. PEPPER. You are very kind. Thank you.



Mr. O'HARA. I refer particularly to the gentleman's experience with Indians, migrant workers, and refugees in his own home State. They give us some excellent examples of places where a National Service Corps could do good work and work that would give us, the Nation, a benefit that vastly exceeds any possible or potential cost of this program.

I thank you very much.

Mr. PEPPER. Thank you very much, Mr. O'Hara.

Mr. THOMPSON. Mr. Carey.

Mr. CAREY. Last evening, I was going over some testimony in the Congressional Record referring to a debate in the other body that took place in 1947 during which time the distinguished gentleman from Florida was serving in the other body and before we gained the benefit of his service here in the House as we have this year. He has lost none of his effectiveness, in fact, over the years I think, if anything, your eloquence and your approach to problems of this kind stands greatly improved if that is possible as evidenced here before this committee today.

I would certainly not care to engage the gentleman in debate on the merits of the legislation either here in the committee or on the floor.

Mr. PEPPER. You are very kind.

Mr. THOMPSON. We are glad to have you here.

Mr. PEPPER. I certainly have as fine colleagues as anybody could have anywhere in the world. Thank you a lot.

Mr. THOMPSON. The next witness is Mr. Ryan of New York. Mr. Ryan is also one of our cosponsors.

#### STATEMENT OF HON. WILLIAM F. RYAN, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF NEW YORK

Mr. RYAN. Good morning, Mr. Chairman, distinguished members of the subcommittee, I appreciate the opportunity to appear here this morning and testify in support of this legislation. I have introduced H.R. 5650, which is a companion to the bill sponsored by the distinguished chairman of this subcommittee.

Critics have charged that there would be little interest in the proposed program among college youth and retired citizens—the two groups which would probably compose a majority of the Corps. It is reasoned that without the romance of “faraway places with strange-sounding names” the program will not get off the ground. This is refuted with an established display of enthusiasm. Of 10,000 college students surveyed, 70 percent of them would be willing to join or consider joining the National Service Corps, while 57 percent of more than 4,000 senior citizens polled said they would consider joining.

As was so well stated by the gentleman from Florida this morning, the American people are willing to respond with their time, money, and constructive efforts. Indeed, a program such as a National Service Corps could not even have been conceived without a history of community service behind us. Only an assurance of the support and enthusiasm of the American people could make this a successful venture. The New York City Board of Education has pointed out the need to mobilize volunteer services:

The board of education officials noted that the New York school system had experienced a “remarkable outpouring of volunteer assistance” for its higher



horizons cultural enrichment program for potentially able children from underprivileged homes. But in many cases volunteers had had to be turned away for lack of "proper organizational channels" for utilizing their services. (Editorial Research Reports, vol. 1, No. 13, Apr. 3, 1963.)

Through the National Service Corps volunteer support can be channeled, organized, and used to its fullest capacities. This is one of the prime purposes, it seems to me, the national service program hopes to serve. Volunteer activity often will fail to touch deeply some of the more pressing social ills such as the depressed people in our urban slums, the deprivation of the American Indian, the rural poverty existing in out-of-the-way areas, the migrant laborers whose wanderings prevent any sort of cohesive program from being carried out among them. While volunteer agencies exist to deal with these groups, they cannot begin to cope with the problems. And there is an overwhelming shortage of professionals to deal with them.

In the report to the President from the Study Group on a National Service Corps is a statement which underscores the inadequacy of existing facilities:

In the spring of 1960, about 105,000 social workers were employed. There were some 12,000 social work vacancies. Up to 1958-59, fewer than 2,000 workers were being graduated yearly. Yet by 1970, public assistance and public child welfare agencies alone estimate they will require 34,000 more trained workers.

In a recent article in the *Saturday Review*, Attorney General Robert Kennedy calls attention to the scope of some of the problems of the groups with which this insufficiently large army of social workers must deal:

The average life expectancy of an American Indian is 42 years. Living conditions among the Indians are among the worst in the Nation.

And again:

More than 5 million Americans—3 percent of our population—are mentally retarded. With rare exceptions, the institutions for these people are helplessly overcrowded and understaffed. More than half of the mental patients in State hospitals receive no active treatment of any kind.

And again:

Half our Nation's poverty is rural poverty. In the past 12 years more than 1 million people have moved out of one rural area—the eight-State, 148,000-square-mile Appalachian region—because they could not survive there. Similar conditions exist throughout rural America.

The people who would compose the volunteers in a National Service Corps are not alone in regarding the idea with interest and support. In the city and State of New York there has been an enthusiastic reception for the plan. I have mentioned the position of the board of education, which found itself with volunteers, but without a coherent plan or adequate facilities for utilizing their services. Since that time, the board has submitted for consideration, should the National Service Corps materialize, a program for developing the use of volunteer assistance. Among the tentative plans is aid by volunteers as tutors for high-potential underachievers in the board of education's higher horizons program. This program deals with the problems of youths of average or above-average intelligence who tend to drop out of school through discouragement or through family pressures to contribute to the family income. Particularly suited to New York City, which has a large Puerto Rican population with a definite language



problem, is the plan to arrange preschool tutoring for children who have little contact with English in their homes and among their friends.

This is a necessary program, for without the kind of help it offers children with language barriers between themselves and their teachers and fellow students are defeated before they have a chance to begin. Largely unfamiliar with the medium of instruction and understandable slow to adjust, they are more or less doomed to fall behind in schools where they cannot grasp the basic tool for learning.

The United Neighborhood Houses of New York, an organization composed of neighborhood settlement houses and community centers, has presented a plan outlining several specific areas in which it feels a National Service Corps could help: as case aides to work with youthful offenders, as schoolwork helpers, as workers with senior citizens in a neighborhood, as relocation aides for families who have been displaced because of substandard housing or urban renewal projects, as preschool and parent education assistants, as school dropout counselors, as aides to retarded and handicapped children.

They feel their member organizations could constructively use several hundred volunteer corpsmen in these and related programs. One aspect of their proposal deserves a closer look in that it stresses developing services within the neighborhood so that the necessity for outside help is diminished. In the senior citizens mutual aid program, volunteers would recruit, train and organize elderly neighborhood residents to provide special services for less able aged. Such a project highlights the catalytic effect it is hoped that a volunteer Service Corps would have.

Another New York City project, mobilization for youth, has already begun to cope with the tremendous problems of an underprivileged youth in the Lower East Side of New York—school dropouts, unemployment, lack of recreation facilities. This pilot project supported by Federal, local and private sources is unique in that it has succeeded in marshaling the forces of the community to contribute to the success of the program.

Besides proposals to use volunteers to supplement the work of the school system, mobilization for youth intends to make the volunteers an integral part of the community. "If you asked professionals to live in the neighborhood," said the director of the program, "you just wouldn't get them in significant numbers" (New York Times, Nov. 23, 1962, p. 31).

Corpsmen would live within the neighborhood, with families, under the same conditions as the people with whom they work. According to the Director, this would develop within the worker an understanding for the different values and expectations of the group with which he would work, a better conception of the needs of an underprivileged neighborhood. Few professionals have this kind of close contact with the people in an area. Living with a family in the neighborhood could help to overcome the suspicion of the "outsider" which hampers so many who try to cope with the problems of underprivileged people in slum neighborhoods.

The Police Athletic League of New York City with 35 full- or part-time centers in the metropolitan area has also indicated its interest in the Corps. It expressed a particular interest in retraining programs,



especially for "young men and women either in school or school drop-outs up to the age of 21."

The lack of workers handicaps it in operating placement units and playstreet projects, limiting its action to the recreation and unemployment problems of the youth who attend their centers. The Police Athletic League has stated the following about volunteer assistance in its playstreet program:

An interesting aspect of this program is the effort on the part of the leaders to get adults on the block interested in the playstreets. Our most successful programs have been on those blocks where this has worked out.

It is believed a National Service Corps would stimulate greater activity of this sort.

The problem of narcotic addiction is one of the most serious problems in the country. At last, we are beginning to deal with it as an illness. In my congressional district the New York City Department of Health is experimenting with clinics which provide psychiatric help and guidance and vocational counseling for narcotic addicts. This is an imaginative approach which has been developed in cooperation with local civic and political groups which comprise the West Side Narcotics Council. I have worked closely with those involved in this effort in presenting the program to the mayor and board of estimate.

National Service Corps volunteers could play a major role in expanding this program. I recommend that the proposed National Service Corps develop a project to work with narcotic clinics to provide aftercare and rehabilitation services for addicts.

The projects submitted from these different sources in New York City—the New York City Board of Education, the United Neighborhood Houses of New York, Mobilization for Youth, the Police Athletic League—indicate the variety of groups interested in the program and the diversity of possibilities for action.

Besides promoting more self-help and volunteer projects within a community, a National Service Corps can inspire many people to continued action beyond the scope of their contact with the program. Few young people, with their strong enthusiasms and loyalties, have an opportunity to experience challenges such as those that the program would present. Given the opportunity to devote their time to Service Corps projects within the framework of specifically organized fields of endeavor, many young people, as they have already indicated by their overwhelming response to questionnaires, would be willing to serve.

This applies as well to the older citizens who have retired. Many of them are at loose ends, plagued with the discouragement of advanced years, uncertain of how to fill their days. These are two sizable groups whose services and activity would be welcome in work with the underprivileged, the handicapped, and the disturbed—by virtue of the innate zeal and idealism of the youth and the years of experience of the senior citizens. The National Service Corps would be the catalyst for the activity of valuable segments of the population who have not thus far been represented in sufficient numbers in services.

Do we need a National Service Corps? The answer is an unequivocal "Yes." Some of the reasons have already been given: the existing



facilities do not meet the need; volunteer response, while encouragingly sizable, is not adequately organized to utilize it to its fullest capacities; it would spark the interest of the community. I hope we will recognize the problems which confront us in our big cities, in our rural slums, on our Indian reservations, in our mental hospitals and manifest the concern these problems deserve.

Last fall, a group of Peace Corps volunteers which were headed eventually for Colombia conducted their training programs among New York's Spanish-speaking people. The experiment was felt to be a successful one both by the trainees and by the people with whom they worked.

Quite frequently, they admitted, they had been asked why they were going abroad when there is so much to be done here at home \* \* \* (Christian Science Monitor, Nov. 3, 1962, p. 1).

I think one way we can answer that question is to pass this legislation and to provide an answer in our cities.

Like the oversea Peace Corps which has had virtually undisputed success in its short term of existence, a National Service Corps will achieve results in proportion far exceeding the investment of time and money required. The program will be an educational experience, not only for the population which is served but for the volunteer and professional elements in the community, in learning to work together to achieve the maximum in service and efficiency.

Mr. Chairman, it gives me a great deal of pleasure to appear here this morning and to urge favorable action on this legislation.

Mr. THOMPSON. Thank you, Mr. Ryan, as usual, you have made a splendid statement.

I have one question to you as a sponsor of this legislation. Do you find acceptable the language which Mr. Pepper read us from the Senate committee print which would give the Governors of the several States the right to have a look at the projects to go into their States?

Mr. RYAN. I think this raises a very serious problem, Mr. Chairman. As I listened to the distinguished Representative from Florida, I thought about the experience New York State has had with the Manpower Development and Training Act.

This is an act which has been established by Congress and which has required, generally, State participation. New York State has failed to take full advantage of the act. New York State ranks somewhere, 46th or 47th among all the States in using the Manpower Development and Training Act. One reason is because of the failure of the State government to take advantage of it. It seems to me that we may very well encounter the same problem if we set up a program which gives the Governor, or the State government, even if it is not a veto, a procedure whereby he evaluates and analyzes and passes upon projects.

I would like to analogize the National Service Corps to Federal programs in which grants are made directly by the Federal Government for State and local needs, such as urban renewal, and which are not cleared by State government. I think it raises a very serious question—

Mr. THOMPSON. I think it is one we are going to have—

Mr. RYAN. Where there is a large metropolitan city in a State dominated by a rural oriented legislature, where there might be a



different philosophy between the city and the rest of the State, then there are problems.

Mr. THOMPSON. There have been some very serious suggestions raised by some of our colleagues who ask at least that the Governors be apprised of what is going on. Now, I am not in favor of giving them a veto because I can see in the case of the State of New York and others where this would cause tremendous problems.

One of the subcommittees or the committees of the Governor's concerns has endorsed this legislation but has requested that we give very serious consideration to having the State governments in some measure, at least, participate.

Mr. O'Hara, do you have any questions?

Mr. RYAN. May I make one response, Mr. Chairman? I think that the language on page 2 of the bill which speaks of a program which shall be made available upon local invitation and in cooperation with interested governmental and nongovernmental agencies, does make it clear that the localities are expected to be involved, and I certainly do not think a program should be imposed upon a community.

Mr. THOMPSON. No; neither do we.

Mr. RYAN. But I do question the language as suggested this morning.

Mr. THOMPSON. Mr. O'Hara?

Mr. O'HARA. Mr. Ryan, I share your misgivings about requiring the approval or cooperation or request of a local governmental unit, whether it be the Governor or the mayor or the city council or the State legislature. I think that sometimes we might want to work with local voluntary agencies, private agencies, on a demonstrated need. I would not like to think that in Salt Lake City we would be dependent for any project we might find to be necessary in Salt Lake City on the approval of the mayor of that community or perhaps I would have been hesitant about it some years ago when, I believe, Mr. J. Bracken Lee was the mayor of Salt Lake City.

Newburgh, N.Y., is another passing example of another place where I would not want to be dependent on the approval—

Mr. CAREY. Will the gentleman yield to me? Where you using the past tense?

Mr. O'HARA. Yes, I was; I said a passing example. I hope these examples will pass from the scene completely in a reasonable length of time, but I do not expect it.

It has been charged by those who have expressed doubts about this program that introduction of National Service Corps men into a local community would stifle local initiative, would kill the volunteerism of the residents of the community. Do you believe this would be the result in your community?

Mr. RYAN. No; I think quite the contrary. I think it would stimulate local volunteer organizations and agencies to do more.

For instance, there is a limited program which is taking place in New York City now called Action which has trained some volunteers who have been assigned by Action to work with some of the hospitals in New York, with some of the voluntary agencies in New York, and this is increasing the capacity of those agencies and hospitals to deal with the problems with which they are confronted.



Mr. THOMPSON. I think there has been a lot of confusion in people's minds between the volunteering to the local hospital for 2 hours a week occasionally and a full-time worker. There is obviously a tremendous need for the full-time worker.

I think the gentleman is quite correct; that would have a catalytic effect.

Mr. CAREY, do you have any comment?

Mr. CAREY. Thank you, Mr. Chairman, I want to welcome my colleague from New York here this morning, he has not lost his ardor that goes to the particular needs of his people. I am particularly interested in an appeal that I consider him to be a particular authority, that of relocation of families from slum areas to other areas of standard living accommodations and you mentioned that possibly corpsmen could be of assistance in aiding on relocation. How, specifically, do you think they could aid?

Mr. RYAN. Thank you, Congressman Carey, for your kind remarks. I think there is a real need, which urban renewal administrations in our localities are not able with their personnel to satisfy, for family counseling, family guidance, and assistance to the family which is being displaced from an urban renewal area. I have seen this idea in action where volunteer civic associations and political organizations have worked directly with tenants, in the first place, explaining to them their full rights as an urban renewal project comes into an area, secondly, explaining to them the timetable of it, and helping them to find new housing and to adjust.

This is an area in which corpsmen could do a great deal. There is a great need for it, particularly in cities where there are new migrants, where people have the handicap of a language barrier and need the friendly hand of help which would be extended by members of a volunteer National Service Corps.

Mr. CAREY. I assume you would visualize a system where they would cooperate and assist and abet the activities in New York, say, of the New York City Office of Relocation.

Mr. RYAN. Certainly, the housing and redevelopment board, I assume, would be delighted to have domestic Peace Corps volunteers assigned to it. Their services would be very effective.

Mr. CAREY. It will be assigned, I assume to the presently existing office of relocation which is now in existence?

Mr. RYAN. Oh, yes.

Mr. CAREY. I want to make this clear, it is the idea of legislation never to intervene or ever interfere with existing organizations?

Mr. RYAN. Relocation is carried on in New York not only through the housing and redevelopment board but also with the assistance of settlement houses and community organizations. National Service Corps volunteers could be assigned to either or both, but they would be working through an established organizational setup.

Mr. CAREY. You mentioned mobilization for youth and its need for volunteer assistance. There is nothing now to volunteer for mobilization for youth yet?

Mr. RYAN. This National Service Corps contemplates a program which sets up a whole pattern of help and assistance.

Mr. CAREY. I want to make clear that right now, anyone who has the spirit and the interest in assisting the work of an organization like mobilization for youth can volunteer his services at this time?



Mr. RYAN. Or to any hospital or other agency. The point is that here we are establishing a program which would channel the volunteers, which would plan their services and in which they would be involved over a long enough period of time to make a significant contribution.

Mr. CAREY. One other point, Mr. Ryan.

The good fortune to represent a multilingual district, I believe, where you have a considerable number of Spanish-speaking persons who also now are linguistic in English and a good number of other languages spoken in your area where people have developed an aptitude in English and accompanying language. Would not yours be a good seed ground for volunteers who could assist by reason of their multilingual capacity as tutors in spreading the language to other parts of our city where we do not have multilingual capability.

Mr. RYAN. I think that is true and a very good observation.

Mr. CAREY. Thank you, I appreciate our colleague coming in today.

Mr. RYAN. Thank you, Mr. Chairman, I ask unanimous consent to revise and extend my remarks.

Mr. THOMPSON. Without objection you may.

Mr. THOMPSON. Our next witness is Mr. Vanik from Ohio.

Mr. Vanik is a sponsor of the legislation and is indeed very welcome.

#### STATEMENT OF HON. CHARLES A. VANIK, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF OHIO

Mr. VANIK. Mr. Chairman and members of the committee, I am grateful for this opportunity to testify on this measure which I am pleased to cosponsor with your chairman and other members of your committee. I will say at the outset I do not intend to restate some of the arguments that have been made in support of this legislation. I heartily endorse them.

I want to say this, that in my district unemployed youth under 24 ranges somewhere between 8,000 young men and women to 10,000 young men and women.

In the present state of despair, they run into a collision course with trouble day and night. The need for income has propelled many discouraged young men into certified employment adventures such as a system of exercising street tolls, they charge admission of entry and departure into certain streets, mostly on departure.

This extends also to such small business enterprises as tire and battery larceny. These activities flourish and have been costly to me. There are areas in my city—

Mr. THOMPSON. You mean personally, Mr. Vanik?

Mr. VANIK. Yes, I will talk about that. There are areas in my city where ingenious young men have learned how to remove a new spare tire and wheel from the trunk of an automobile in just about the time that it takes for you to wait for the change of a traffic light and they can do this without even scuffing the paint on a trunk lid.

There are some young men in my district who can strip and disassemble an automobile with such speed and dexterity which would be, indeed, humiliating to the masters of automated construction in Mr. O'Hara's Detroit. In a matter of hours they can strip a complex automobile into a useless skeleton without destroying the usefulness of a single part.



I think it is tragic that such skill and talent is not more usefully and properly employed and I think it is tragic that our society does not provide a better chance for these young people to earn the money it takes to go to school, the money it takes to buy the simple needs of life, the little money it might take to give them the opportunity to become useful, orderly citizens into the antisocial persons that they have become.

I certainly hope that the language in the bill before you retains the language permitting the qualification of projects submitted without local government certification, local or State government certification. In my State, provincial, petty, and political policies at the State level and other levels are currently denying the citizens of Ohio the benefits of such important programs as aid to the needy children of unemployed workers, we cannot fully employ the manpower retraining program because State requirements have required a high incidence of gainful employment of the persons trained at levels that are not at all comparable with those demanded upon private training agencies, and we fail to use any fees of the medical aid program.

So, I would say that while we are practicing a program of State level austerity, which we are making a shambles of the central city governments which can hardly afford the bare essentials of local governments such as garbage collection and fire and police protection which are very sketchy, let alone the tremendous problems of caring for the needy and the unemployed.

The trim physical tidiness of our statehouse on State Street has made for us a social mess on Main Street. Now, the unaudited items in the State physical integrity include an unprecedented neglect of the insane and mentally retarded. Economy in my State began with a massive layoff of the personnel of the mental hospitals.

And the degeneration of concern for the mentally disturbed has proceeded to a point where we confine our cases, it is a purgatory rather than any institution for any custodial care.

The criminally disturbed have a greater chance of treatment and cure than do those who suffer a mental disturbance more likely to be curable and who are civilly committed. If these young men of my community, young men and women, were permitted to participate in programs committed to the social betterment the yield would be incalculable and far disproportionate to the cost.

We have a metropolitan park system which surrounds the inter-urban complex, which could provide use for several thousands. To update this great development we have a fine way we call a park necklace, it is an emerald necklace of our beautiful park system.

The last great developments of this park system occurred in the thirties. This must be updated, to build trails, we have countless needs in the local government for tidying up the city with the use of these people both in improvement and in the social work that needs to be done.

We have hundreds of organizations who are highly public spirited who would call upon participation in this program and would really put it to good purpose. If it is the purpose of this bill to develop opportunities this is commendable. Community experience will stimulate in my community, I know, the development of



permanent programs to utilize the dynamic reserve of the enthusiastic energy of our youth.

In my judgment and from my experience the most critical need, and I admit that there are needs in Appalachian, and there are needs on Indian reservations but I think the most critical need, and I think this bill ought to be designed to that end, is for the Service Corp to be established in the service of the central city.

There is the greatest social need, and it coexists with the greatest concentration of unemployed youth who contribute to the problem, and I think through this program our most critical problems could be solved by the utilization of our own resources which are conveniently at hand and I just want to say as I close that I hope and pray that you can guide this vital legislation to a course which will soon make it the law of the land.

Now, I would like to submit as a part of my statement and I ask unanimous consent to revise and extend my remarks. I would like to include with my statement a letter which was addressed to this committee by the superintendent of schools of Cleveland, Mr. Levenson, in which he talks about the school program and he says in the second paragraph:

In Cleveland, for example, whereas the recommended professional staff of 50 per 1,000 pupils, we unfortunately have only 39.

Our suburbs run as high as 62 per 1,000 pupils. To supplement our efforts, an activity such as the national service program would be highly desirable. The personnel would be used with our overcrowded classes through individual tutoring, guidance, etc.

I want to report to this committee that some of the students from Western Reserve University have created a volunteer extra hour teaching program, they are using one of the schools in our very critically troubled Hough area and they are on a voluntary basis providing adequate education and training during the summer season to try to develop the skills and the capacities of the young people in the area in addition to providing themselves with a very suitable and important program of community work.

I also would like to submit as a part of my statement a letter which I have received from the Welfare Federation of Cleveland which represents over 100 association agents in the community, which gives us their enthusiastic endorsement of this legislation.

Mr. THOMPSON. Without objection, the gentleman may revise his statement and include such materials as he wishes.

(The material referred to follows:)

BOARD OF EDUCATION,  
Cleveland, Ohio, June 5, 1963.

HON. FRANK L. THOMPSON,  
House of Representatives, Washington, D.C.

DEAR CONGRESSMAN THOMPSON: As you know, the urban schools of America face serious problems, financial as well as educational.

In Cleveland, for example, whereas the recommended professional staff of 50 per 1,000 pupils, we unfortunately have only 39. Our suburbs run as high as 62 per 1,000 pupils.

To supplement our efforts, an activity such as the national service program would be highly desirable. The personnel would be used with our overcrowded classes through individual tutoring, guidance, etc.

Your help in this regard will be greatly appreciated.

Sincerely,

WILLIAM B. LEVENSON,  
Superintendent of Schools.



THE WELFARE FEDERATION,  
Cleveland, Ohio, June 5, 1963.

Hon. FRANK THOMPSON, Jr.,  
Chairman, Special Subcommittee on Labor of the Committee on Education and  
Labor, U.S. House of Representatives, Washington, D.C.

DEAR CONGRESSMAN THOMPSON: The Advisory Committee of the Central Volunteer Bureau of the Welfare Federation of Cleveland has given careful consideration to H.R. 5625, to create a National Service Corps. We are strongly of the opinion that in order to accomplish the worthy aims of this legislation, it is imperative the following provisions be included:

High quality supervision should be a requirement for approval of projects. The effectiveness of performance, and the value of the experience of corpsmen, will be dependent upon the quality of supervision which they receive in the operating agencies to which they are assigned. By and large, local agencies would require financial supplementation to secure sufficient staff to assure such supervision.

In view of the fact that most corpsmen probably will be working in conjunction with existing operating agencies, it is important that the local agency have the prerogative of final selection of corpsmen referred and of supervisory personnel.

In promotion of this program from the national level, it is important that Federal agency contacts with the local community be through an existing central coordinating agency in order that we avoid inadvertent overlapping and conflicting planning.

The concept of full-time employment for corpsmen during their term of duty is essential. This work should be distinctly unique when compared with the ordinary concept of voluntary service which, in most communities, is very extensive, and must not be confused or undermined.

It is preferable that assignments of corpsmen be made in a community other than the individual's home community.

The potential of this program, both in terms of its productiveness and its values in development of community leaders, will be found in the quality of the personnel selected. We would hope this program would be most attractive to college graduate as an extension of their experience and education. They would be able to make the best contribution toward work to be done. We would not see this program as a solution to the youth employment problem.

The legislation suggests partial local financing of projects. While this seems reasonable in principle, we believe that extension of the principle of direct Federal-local relationships in the financing of community services should be given thorough study. There are some indications that inducements to take advantage of Federal funds complicate local financial planning. It may be that the State should be the channel for Federal programs which contemplate local financial participation in operating costs.

We believe the greatest value which may emerge from a National Service Corps program will be development of a corps of civic leaders, who, in the future, from this experience could carry on most effectively in their own communities when the federally sponsored program is terminated.

Sincerely yours,

JANE M. KING  
Mrs. Martin R. King,  
Chairman, Advisory Committee,  
Central Volunteer Bureau.

Mr. THOMPSON. I would like to say as usually this is a very eloquent statement, there is an element of humor, very tragic humor in the skills that these youngsters have developed in order to be able to steal and subsequently be able to sell parts of automobiles and other things, and it is a great tragedy that people with such mechanical aptitudes are put in a position that really they almost have to resort to such action in order to get along.

Mr. VANIK. I would say, Mr. Chairman, that this exists at a time when we have a need for trained people in this very work. We have a need for developing training programs for young people who can make automobiles run and keep them going in an assembled position.



Mr. THOMPSON. I gather from the gentleman's remarks that he has lost a battery or two.

Mr. VANIK. I have lost three tires and a battery in just a short span of several months in my district. I might tell the committee that one day I parked my car on the street and I lost a new tire and I came back a week later, this near my own home, I lost another new tire and finally a serviceman told me to put my new tire on the car and keep an old tire in the trunk.

A short time ago my trunk was broken into and the old tire was permitted to remain. I lost a battery 3 days ago so this is a fresh experience.

Mr. THOMPSON. The gentleman's colleague, one of his colleagues from Ohio, a member of this subcommittee, commented on a number of times that they wonder whether existing volunteer organizations in urban areas can't do the job, and I am particularly glad that coming from Cleveland as the gentleman does, that he produces for the benefit of his colleagues whose attention will be called to it, the evidence that they want help, they want additional assistance.

I thank you very much for your statement, Mr. Vanik.

Mr. O'Hara?

Mr. O'HARA. Well, Mr. Vanik, I think it was a fine statement and without condoning it at all I just wanted to say to you I hope you are not too harsh on these people that are disassembling these automobiles because it provides at least some small part of the demand for new cars which is so important to my constituents.

Mr. THOMPSON. Most of the cars built in the gentleman's district will disassemble themselves. [Laughter.]

Mr. O'HARA. Mr. Chairman, I hope you do not want to interfere with the economy of the auto industry insisting upon products that will be used for some time, although I might add in response to the gentleman's remark that on occasions when his automobile has broken down and not in running condition I have driven him to the Capitol from his home in my 1948 Plymouth with 130,000 miles on it.

I might say that driving that 1948 Plymouth has not contributed very much to the progress of the economy.

Mr. THOMPSON. No, but it has helped the life insurance industry.

Mr. O'HARA. I want to thank the gentleman.

Mr. VANIK. Thank you.

Mr. THOMPSON. Mr. Carey?

Mr. CAREY. Thank you, Mr. Chairman. There is very little I can add to the extremely well worded statement by the distinguished gentleman from Ohio and I just would note that anything which would tend to impair the mobility of the distinguished gentleman from Ohio is a great loss to the country, because the more he can get around his district and the more he can do to bring his presence to as many areas as possible is a good prospect for the good of our country. I think we should have a standby battery or tire ready—

Mr. THOMPSON. We will make reprints of this available to you. [Laughter.]

Mr. VANIK. I want to point this out that I have a large city district as has the gentleman from New York and the gentleman from Michigan, and in my office we have a daily office visit count of 65 people per day. These are young people and old people with problems.



The business of my office is greater than the business of any other Federal office in Cleveland.

Our volume of problem and most of this problem, the great part of it, the distressing part of it is the tremendous problem of the unemployed young people to whom we can give very little encouragement, to whom we can point to no Federal program at the present time, the manpower training program with all of the great talk and all of the great hope has only trained 13 people in my city and this is not very much consolation when you have a total community unemployment that is in the neighborhood of 37,120 people.

Now, I think that this program is vital and that it is needed and that it should come very, very quickly, and that when it is established it should be established with as little restraint upon the administrator as can be given so that he can have a free opportunity for a trial period at least to show what can be done, what kind of programs can be of greatest productive yield to the welfare of the community.

Mr. THOMPSON. Thank you very, very much.

Mr. VANIK. Thank you, Mr. Chairman. Excuse me, Mr. Taft has a question.

Mr. TAFT. Mr. Vanik, you say the director should have broad discretion as to any kind of program he wants to go into; you have no limitation at all on this?

Mr. VANIK. I would like to see the administrator during this early period have the widest kind of discretion, and in this period we can observe him, we can decide whether or not any restraints should be placed upon him by any type of legislation, but I feel that in this beginning period to give this program the widest kind of opportunity I think he should have the broadest discretion that this committee and the Congress can give him.

Mr. TAFT. You don't think any local requirement of invitation should be extend then?

Mr. VANIK. We did this with the Peace Corp. I do not believe that any type of local invitation should be made a necessity under the law because the need is so pressing, the need is so obvious that I do think we can afford the time, really, to permit, make it necessary for local agencies and the State to devolve a lot of rulemaking power.

Mr. TAFT. You don't think any coordination with the local health and welfare agencies in your community might be desirable and necessary, and you have to have a request or at least some kind of commitment of such coordination before they come in with the program?

Mr. VANIK. I would assume that the administrator of this program, in order to give dignity and to establish a basis for the widest kind of administrative authority, would endeavor in the administration of his responsibility to develop the fullest confidence and respect of all of the local governmental agencies with which he would be doing business. After all, this program would be on trial.

Mr. TAFT. You would not require him to do that, consult with them?

Mr. VANIK. I do not at all. I think if we had required such things in the Peace Corp, it would have been devastating, it would have ruined the program.



Mr. TAFT. We do require it of the Peace Corp, actually, we are not sending any Peace Corps men to any nation that is not requesting them.

Mr. VANIK. That is correct, but we are not dealing with a foreign people, when we are dealing with citizens of the United States they are citizens of the United States, they are citizens of the Federal Government as well as citizens of the national and local communities, and we are not dealing with strangers, we are dealing with people.

Mr. TAFT. Do you think that a National Service Corps should be able to come into a community even though the health and welfare agencies in that community don't want the National Service Corps to come in?

Mr. VANIK. I don't believe that the administrator of this program would go into a community in which he did not feel welcome, I do not believe that he would abuse his discretion or his authority.

Mr. TAFT. How about into a State where he did not feel welcome?

Mr. VANIK. I would feel that in a State like Ohio this might be a very, very serious problem, as I stated in my earlier testimony, Mr. Taft, I pointed out that the people of my community of today are denied aid for the children of unemployed workers, the needy children of unemployed workers in my community.

Mr. TAFT. You have a public relief program in Ohio?

Mr. VANIK. And our public relief program as I indicated in my statement which I hope the gentleman will read when it is printed or when it is available to him, I said in my statement that the orderliness of the affairs of the statehouse has made a small shamble of Main Street of my town. We are up against a wall, the city of Cleveland is cut back, the relief allocations to the needy today I think are 60 percent of need.

Mr. TAFT. Have any appropriations been levied on the people of Cleveland?

Mr. VANIK. I think I speak with propriety about the people of my community. I have watched their activities very, very carefully, I think the people of my community are contributing, yes, there have been special relief levies, we are contributing as any comparable community in this country. We are up against a wall. We are in a position to appreciate the development function, we are taking money that should be used for ordinary urban development. And we are converting those moneys into the support of the needy. I do not think this is a city function because the people in my community—they are people who have come from other States, they have come from other parts of Ohio.

Mr. TAFT. There is an aid for dependent children program there in your community, is there not?

Mr. VANIK. Yes.

Mr. TAFT. An aid for the aged?

Mr. VANIK. Yes.

Mr. TAFT. All the Federal categories?

Mr. VANIK. Yes, except the people on aid for dependent children have just suffered a cutback of their allocation so that these people—

Mr. TAFT. Is that a Federal or State cut?



Mr. VANIK. A State cut because of a reduction in the State's allocations. This is a terrible thing and I wish the gentleman from Ohio would try to help me convince our State legislature that this is a problem. In my district I have a concentration of these problems and I would invite the gentleman to look at the first—at the despair and the dreadful considerations under which the people have to live.

Mr. TAFT. You understand that the problem has arisen because the State has been running in the red, it had to cut back under its constitution, it had to balance the budget. Is the gentleman aware of that?

Mr. VANIK. We have balanced the budget in Ohio at the expense of food for the needy, of decent shelter for those without adequate, decent homes, and I think we are balancing the budget at a terrible, dreadful price—

Mr. TAFT. Do you know how much the welfare expenses in Ohio today are compared with 4 years ago?

Mr. VANIK. Well, I think they have risen a little bit.

Mr. TAFT. More money being paid out for welfare today in Ohio than 4 years ago?

Mr. VANIK. That is correct, but there are more people and there are more cases and the proportion of people and cases is not the same as it was 4 years ago. I think when you make a comparison you have to study your population and the needs of 4 years ago as compared with your population and needs of today.

Mr. TAFT. Do you think that the economic situation in Ohio is better than it was 4 years ago?

Mr. VANIK. I think that the economic condition in Ohio is perhaps better today than it was—yes, it is better than it was 4 years ago, decidedly, yes, and I hope it is going to improve considerably in the future.

Mr. TAFT. One other question I would like to ask you. That is, do you see any reason why the director in this program should be responsible to the President rather than to a bipartisan commission picked, say, from experts in the health and welfare field or in the mental health field or the various independent fields or other fields of expertise, do you see any reason why an independent commissioner or bipartisan commission, say, three of one party, three of another, set up with those requirements would not be a better way to have the district director responsible to a policy determining body rather than having this in the hands of the President, to have the responsibility for making these determinations?

Mr. VANIK. I might say to the gentleman that I believe sincerely in a system of responsibility in government, and there is not much responsibility in any bipartisan commissions. I believe this is a program for which we ought to name an administrator named by the President, who will be able to be responsible to the President for what he does, if the program is a failure, it is the President's, it is the administration's failure, if it is a success, it is a successful program that can be encouraged and developed further, but I believe in a concentration of responsibility.

Mr. TAFT. Let me point out to the gentleman one thing, however. The kind of activities that you are talking about here are not in the mainstream of administration of a governmental body; they are supplemental activities, out to take care of particular needs of



people in particular areas of concern. They do not relate to the conduct of government, the concepts of responsibility the gentleman speaks of. I acknowledge where you are talking about regular governmental activities. This goes not in the nature of that, this is an independent activity, it seems to me, actually if you could get the private agencies and private foundations in this country to concern themselves with this area rather than bring the Federal Government into it at all, would you not be better off?

Mr. VANIK. I want to say to the gentleman that I disagree. I think this is an effort to undertake a neglected public responsibility, this is not a private activity that I expect these young people to be engaged in. This is public work to which there will be public advantage, to which there will be in the longrun public savings. This is entirely a public program, this is not any private thing.

Mr. TAFT. Do you believe that we should abandon all of the activities by 133,000 welfare workers, 200,000 clergy as not being governmental activities, we ought to get them out of these fields and turn it all over to the Government?

Mr. VANIK. Well the recommendations of my local social agencies are, as I have submitted in a letter to this committee, by the welfare organizations of Cleveland, is an endorsement of this program, and they feel they can make great utility.

Mr. TAFT. Have they endorsed the question as to whether this should be responsible to the President or to an independent commission?

Mr. VANIK. I do not think they have gone to making recommendations that minute or go into the details of the legislative program, but they have pointed out the great need and great utility to which they believe such a program could be developed. I think that—

Mr. TAFT. Do you know about the dropout program presently being conducted by the Cleveland School Board?

Mr. VANIK. I am fully aware of the dropout program and I think it is a commendable program, but it is only scratching the surface.

Mr. TAFT. How many National Service Corps workers do you think you could expect to bring into that program?

Mr. VANIK. We have a need in my community right now, right now we have a need for 5,000 workers—5,000 people that would be a part of this program in Cleveland right now, most of them in my district.

Mr. TAFT. Are you for setting up a corresponding proportion on that size throughout the United States and if so have you figured out how many National Service Corps workers it would take?

Mr. VANIK. I believe the Corps should be set up wherever it is needed, and I feel that the need in my community is so great that we can conceivably see a need involving this many people in the work of the Corps in my community. I do not know about the rest of the country, but I think the need of my city is greater than the need of all of the Indian reservations, I think it is greater than the need of all Appalachia, I think that the concentration of the problem is so great in Cleveland and in Detroit and Chicago and in New York that we need every bit of this eventual 50,000 people that might be involved in this program. I can see them usefully doing a job and this is something else, the Peace Corps is developing people as it is for ultimate



usefulness in government, I think we are developing a Service Corps for this which will give us a reservoir of trained, useful people, who can be brought to places not only in private industry but who can develop into candidates for government positions.

Now, until something like this is done in my district the problem is going to be completely out of hand, we need this very, very desperately.

Mr. TAFT. I don't think anybody is anticipating sending 5,000 of these people into Cleveland to solve the problem. I think that is entirely beside the point. If you are going to need that much and your need is that great you better turn to some other resources.

Mr. VANIK. I think we ought to do some things, Mr. Taft. I think we ought to try to get some of the contracts that Cincinnati has been getting and some of the institutions have been gathering around your side of the river. Maybe we have not bargained sufficiently for these things.

You know, it is a strange thing, but I made a study on the Environmental Health Center, and I studied. It was going originally to Cincinnati, then this would involve 2,500 jobs and in doing my research in how the Environmental Health Center was going to be scheduled for Cincinnati, 2 or 3 years ago, I found that it was the work of your distinguished father that had paved the way for the transfer of the Environmental Health Center to this community.

Mr. TAFT. I hope you will continue to cooperate with us in keeping it there.

Mr. VANIK. I want you to remember that the 21st District of Cleveland is also a part of Ohio and our problems are even more complex and concentrated.

Mr. TAFT. I thank you.

Mr. O'HARA. Mr. Chairman, I wanted to thank the gentleman from Ohio, Mr. Taft, for his stirring support of the independent agency and I note that it comes at the same time that one of his colleagues on the committee is trying to destroy one of the independent agencies, the NLRB, and the next time, Mr. Chairman, we are called on to defend the NLRB you will invite Mr. Taft.

Mr. THOMPSON. I will. You are invited, Mr. Taft.

Thank you very much, Mr. Vanik.

Our next witness is our distinguished colleague from Washington, Mrs. Hansen, who was a member of this committee and we miss her very much.

#### STATEMENT OF HON. JULIA BUTLER HANSEN, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF WASHINGTON

Mrs. HANSEN. Mr. Chairman and fellow colleagues, may I say that I miss the committee very much. I sat here today and thought time had not passed at all, because it was just last year we were sitting here listening to another bill. Unfortunately some of our bills never get places and for that I am truly sorry.

Mr. Chairman, in order to conserve the committee's time as I have sat here and understand your problems, I would like to ask you for unanimous consent to place in the record my formal statement but I would like to make a few comments.

Mr. THOMPSON. Without objection that will be done.



(The document referred to follows:)

STATEMENT OF HON. JULIA BUTLER HANSEN, A REPRESENTATIVE IN CONGRESS  
FROM THE STATE OF WASHINGTON

Mr. Chairman and members of this committee, I am pleased to have this opportunity to present this statement in support of the National Service Corps bill, H.R. 5625. As you know I introduced, on April 11, a companion bill, H.R. 5641.

Essentially this legislation would provide a volunteer community service program in the United States. It would offer to volunteer citizens an opportunity of helping this Nation overcome some of its more serious social and economic problems. The Peace Corps, which has proved to be so successful in its operation in foreign countries, offers eloquent testimony to the value of volunteer individuals in attaining certain basic social objectives.

Our population is growing rapidly. Our people's needs are changing, expanding, and taking different form. We need new schools, new homes, new factories. Never before has the average American lived so well. But still the disparity between those who live well and those who live not so well is very apparent.

Large numbers of our people live well below accepted minimum levels. Some are not able to eat the required amount of food to remain healthy and productive members of our society. Some live in homes which fail to meet the required minimum standards of cleanliness and decency. Still others are badly clothed.

This bill before the committee today will provide a vehicle by which an attempt may be made to raise the standards of our communities, to improve the lives of many of our people, to improve the social climate in which many of our young people are raised. A National Service Corps will provide another tool we can use to make our Nation a better place in which to live.

Members of this Corps can work in our Nation's rural areas. For here one will find many families living on the marginal edge of human existence. Migratory workers are a good example of a group which could benefit from Youth Service Corps members. Most of these migratory members do not enjoy the living standards accepted by most of us as necessary and desirable. Community services such as health care, child care and similar services are not always available to these people. They are not always in one place long enough to qualify for welfare aid. Certainly the conditions under which many of these people exist are a challenge to those who would serve in the Youth Corps.

Our Indian citizens are another group which could benefit considerably from this legislation. Many of the Indians living on reservations are illiterate. Their health standards are woefully inadequate. They need better sanitary facilities and public health care. They need better facilities to improve the care of their children.

I don't want to leave the impression that rural areas are the only regions where social and economic conditions exist which lead to intolerable living conditions.

All of us are acquainted with the conditions existing in the urban areas. Juvenile and adult delinquency, in many of our cities can be traced directly to bad social conditions brought about by low living standards. Too many people living in too few rooms are common in many of our cities. Not enough food for too many people is another phenomenon leading to social unrest and to subsequent crime.

Our urban areas would be an excellent place where our National Service Corps men may find opportunity to serve for they could provide leadership, guidance, and stimulation which would create a new effort at the local level to raise living standards.

There are many people living in areas which have been bypassed in the general progress our Nation has made. They are the technologically unemployed and their dependents. Here, too, the Youth Corps men will find a fertile field for service.

Our mentally ill and mentally retarded can be helped to live a more productive life by our Youth Service Corps. There are about 5½ million mentally retarded people in this Nation and these young people in the Service Corps could provide a variety of services both inside and outside hospitals.



There are about 4 million children whose mothers work and these youth corpsmen could find service in this field.

The National Service Corps would provide a means of bridging the gap between the many Americans who are living well and comfortably and the relatively few who live under conditions which most could not and would not tolerate.

Volunteers would be provided whose aim would be to introduce to those living on the marginal edge of existence new ideas of living, to encourage them to raise their standards, to aid them in lifting themselves out of unnecessary and often tragic situations in which they find themselves.

These young corpsmen can stimulate the creation of ideas in a community to rebuild a school, a hospital, a sewage plant, or a factory. They can stimulate a community to create new employment opportunities.

This is a great Nation. There are many problems we face. This Youth Service Corps would be another tool we can fashion for ourselves and we can use it to make our Nation an even better one.

Mrs. HANSEN. I was extremely interested in Mr. Vanik's remarks and I have been interested in a youth training program all my life. I had the privilege and pleasure when I was in college myself at that time of the great depression, when I was a home economics major, of serving in a rather unusual sort of activity assisting in the purchasing and planning of meals in the groups that did not understand either purchasing or planning of their own limited food budgets. I know from experience how tremendously useful this kind of service can be.

Also, in the many years that I had the opportunity of serving in the Washington Legislature I continually noted that I felt not only our State department of public assistance but many other State departments of public assistance could well use a group of trained young people with enthusiasm and ability to go out and work with the people on many assistance programs to make their living richer through assisting them in knowledge about purchasing, about plain ordinary housekeeping, holding home economics classes, and many functions. This would, in turn, assist the very taxpayers that also feel rather burdened sometimes, and this is one of the tremendously useful programs.

Then, one of the programs in our State that has been of extreme value has been that conducted by the University of Washington where they go into a community at the community's request, review the assets of the community, and these are depressed type of communities, review the community's assets, review its liabilities and make suggestions on the planning level. Some things can be done that are very simple, some things take a group of organized activity. Young people in the communities can assist in a tremendous amount of this type of work. Although I recognize the need of the cities, these urban areas do have this tremendous need. Mr. Vanik escaped before I could remind him of the Indian reservations in the smaller communities and in the migratory workers of our Nation are tremendous fields for this enthusiasm, these enthusiastic, trained young people to serve.

I will also recount a little visit I made last year to a spastic center in one of my communities. They are doing a very outstanding job. They took the old hospital that had been left to the city for community purposes and they have organized classes there, spastic training classes. The need for volunteer workers, though, or for coordinated workers, people who understand, can work with these



young and older people, has been tremendous. This is another area wherein a service corps could be extremely useful. I think in the field working with our mentally retarded—in all these phases.

I want to bring out one more subject and that is recreation.

Of course, America at times neglects our young people, perhaps it is because the young people under 21 don't vote, at least that is what I used to tell my legislature sometimes when we had rough going on education problems. It seems to me in the recreational field in all areas, urban and nonurban, that there is a need. Actually in some of the smaller communities there are less opportunities for recreation and so on than there are in some of the urban areas, but swimming pools that are properly supervised, the play programs that can be useful to develop strong citizens, I think many of you have or may have seen the piece in the paper the other day commenting on the rejection of so many physically unfit people in our draft service, and it is a combination, a total of these things that I think will benefit the Nation—urban and nonurban, Indian reservations, Cleveland, any other city. I think that most communities would welcome the opportunity to participate; and there are groups now in most cities struggling with the problem and trying to work with it. And, further than this, it is going to do one outstanding thing that I personally have never forgotten—it makes our young people conscious of the social problems that are before the people, not only of this Nation but of every nation every day of our lives, and I do again want to express my appreciation, Mr. Chairman, for the opportunity of appearing and I want to say that you have my enthusiastic support of the legislation that will enable young people to assist themselves and the Nation, and thank you very much.

Mr. THOMPSON. Thank you, Mrs. Hansen, for a splendid statement.

Mr. O'Hara.

Mr. O'HARA. I want to say we miss you on this committee very badly and we wish you would not have left, but we do have additional confidence with you being assigned to the Appropriations Committee.

Mrs. HANSEN. I will say there, Mr. O'Hara, I am one of the very new members, and as you know, new members do not get the same privileges as members in Education do. However, I can assure you that my mind is ever on the money for the program for young people.

Mr. O'HARA. We will accept no excuses, we are expecting you to get the funds for this program if it is voted.

Thank you very much.

Mr. THOMPSON. Mr. Taft?

Mr. TAFT. Mrs. Hansen, may I certainly just echo you on your statement as to how well the new members of the Education and Labor Committee are treated?

Mrs. HANSEN. It is a very marvelous committee.

Mr. TAFT. From my personal experience.

Do you have any thoughts on the question I asked Mr. Vanik about whether or not this program should necessarily have the Director reporting to the President or whether he should perhaps report to a nonpartisan committee?



Mrs. HANSEN. I, in fact, was a sponsor of a highway commission in our State and it ends up finally as a kind of creature of the Governor, at least he appoints this one who is going to do what he says and so on; sometimes I have mixed feelings, as anybody that works in government very long does.

The thing that I believe that the President in this case, where you are beginning a new experimental program, that a direct administrator with some flexibility, certainly I believe that a community group would want the groups in there and I cannot imagine a State not wanting groups working in there, but I think the community has to weigh very heavily the experience of commissions before they place it in the fact, because sometimes these get to be just debating societies as we discovered when we were placing the commission law in our own State in various affairs and we visited something like, talked with something like 27 States in evaluating whether it should be commission type or single director. The only thing to be said for a commission is a continuity. When you have an established program and a failure of continuity in administration has occurred then you turn to the commission type of government for the continuity. Now, when you are going—when you are beginning a new program there would not be that same reason nor the same validity for the argument, perhaps after the administrator had worked you would want to move to a commission, or perhaps you would want the administrator to work with an advisory committee or commission.

Mr. TAFT. I think you have not seen what I think one of the principal objections might be; I think whether you like it or not that the accusation, particularly in the domestic as compared with the international scene, the accusation of political use of this program is likely to come in and may well hinder the development of the program.

Mrs. HANSEN. Well, I would think that perhaps the happier compromise would be an administrator with an advisory council made up of our outstanding people, but again, as I say, this is something that the committee will undoubtedly want to debate and evaluate because no one likes to have a program fail just because of a political accusation or as happens in the House repeatedly where a gentleman from Iowa places amendments preventing something from even being tried and you would hate to have that occur, and there are a tremendous amount of very well-meaning people that do turn activities into debating societies because you get five viewpoints and you just can't ever get anywhere because nobody agrees on how they are going to start and when they are going to start, but certainly I would think that an administrator in the beginning is the better way but very often have, if you please, have an advisory council, have him serve with an advisory council so this may give a broad viewpoint and there can be no accusation.

Mr. THOMPSON. There is considerable precedent for this thing. I would like to assure the gentleman from Ohio that the Chair is going to provide every opportunity for a full discussion and for very careful consideration of his suggestions as well as the other members of the subcommittee. We want very much to develop a constructive and workable and acceptable piece of legislation and if it—it is not my intention and I am sure it is not the intention of any of my colleagues who cosponsored this to use this as a device to build any sort of a political empire.



Mrs. HANSEN. When you are starting on a program like this, one of the things I failed to mention was to join Mr. Vanik on employment. The Longview area of my district is an area of high employment at the present time yet they carried a three column story stating that never had American youth in their area suffered from so few opportunities of employment or an opportunity to serve, and that this was going to be a continuing problem and gives young people a tremendous feeling of frustration, it was done by the editor, who is not a Democrat.

Mr. TAFT. Of course, the people you are talking about here, Mrs. Hansen, if I may, Mr. Chairman, the people you are talking about here happen to be people who are relatively expert, I mean college graduates; it seems to me the more we get into this it seems to me they have to be college graduates or more. Now, if they have a desire to serve in one of these areas, mental health, social work, or anything else, they have ample opportunities. There is a great shortage of social workers in this country, not just trained ones, I mean just ordinary college graduates, who, if they permit themselves to go on with further training, are welcomed with open arms in social work in this country.

Mrs. HANSEN. Not always in all communities and not in all places. There sometimes is a failure of a community—

Mr. TAFT. They sure are everywhere else; all you have to do is get all the professional trade publications of the social workers of this country and look at page after page of want ads of positions.

Mrs. HANSEN. I don't think you are going to want all social workers.

Mr. TAFT. I don't either, it depends on the particular program you are talking about. If you want to work in mental hospitals, there certainly are many places to work in mental hospitals.

Mrs. HANSEN. I think there are places for home economics people, places for some recreation people. The thing you are going to have to do, I would assume, is use some of these unemployed young people perhaps as aids to these trained people. This is one of the things.

Mr. TAFT. This is something else again. We are getting confused here as to whether this is an unemployment program—

Mrs. HANSEN. No; I do not say an unemployment program.

Mr. TAFT. Or a service corps program.

Mrs. HANSEN. It is a service, but don't you think isn't part of the program of any group to try and use every available sort of resource?

Mr. TAFT. I don't think that of the 5,000 Peace Corps men they would get under this program, that you will take more than 10 off the unemployed rolls; I hope you would not. I think it would be very confusing; I think you are getting into the area that the President got into in one of his news conferences where he said he was going to take the juvenile delinquents off the street and put them to work in the mental hospitals.

Mrs. HANSEN. If you will review the work done in the State mental hospitals, the net result of that in several communities where they have used this has been the subsequent employment because of the type of activity that they suggested and worked with.



Mr. THOMPSON. I am afraid we have to move this on.

Mr. CAREY, do you have any comment?

Mr. CAREY. Thank you, Mr. Chairman. I want to welcome back my colleague who sat with me on another committee; we miss her over there also. I am interested in the observation of my colleague from Ohio and we have an old saying back in New York where we have had considerable experience with committees and it has said the only time a committee can function very well is when there is one vacancy and one absent. I think that the President indicates his willingness to accept the responsibility for this program, to make it work under the intense scrutiny of his critics taking into his own hands the individual responsibility for the effectiveness of this program is something which we in the Congress should recognize. Now, if you want the President relieved of that responsibility I think that probably that your idea has some merit, but the fact he wants to take it on, the President feels after due counsel with his Cabinet that he can effectively run this program is something that mounts a challenge to him and if he is willing to accept that challenge I for one would like to see him meet it and attempt to work it.

Mrs. HANSEN. You are quite right.

Mr. CAREY. I was interested in one observation with regard to the University of Washington, Dr. Odegaard's compass, I believe, that you have there a system of community engineering, is that it?

Mrs. HANSEN. Yes.

Mr. CAREY. I think community engineering is a field that has not been too well developed here, in terms of what a National Service Corps man could do, a trained National Service Corps man could do. We find even in sections of a city communities take on projects without prior or proper advice and guidance and often run into snags and pitfalls where community engineering could be a useful thing.

Mrs. HANSEN. The best part of this program was that they came into the community, met with the community leaders and together developed this with the trained advice and leadership, and it created a tremendous atmosphere.

Mr. CAREY. Just one more question, Mr. Chairman, which I direct to my colleague from Ohio. I observed with great delight and, somewhat I might say, admiration the gentleman's own press conference on "Meet the Press" last Sunday, and I detected there a welcome note, I felt, of approval for the bill under certain conditions; you said in areas where the Federal Government now had exercised legal responsibility and had long traditional responsibilities, such as Indian reservations, there could be a need and desirability for this legislation. Was that correct?

Mr. TAFT. I thank the gentleman. I don't know the quote was exactly correct, but in general that is what I said.

Mr. CAREY. I was glad to see that approval at least for the thrust, I guess, is the right word for the text of this legislation. In my city we sort of have reservations, too. We have Puerto Rican reservations; we don't call them that, but they don't have the protection of the Government. We have Negro reservations in some of our areas; we would like to get some help there. While the Government has not exercised its responsibilities there.

Mr. THOMPSON. How do they treat the Irish in New York?



Mr. CAREY. We got off the reservation a long time ago, Mr. Chairman; now we are in Congress, on the bench.

Mr. THOMPSON. I often think maybe we are better back on the reservation.

Mrs. HANSEN. Again, my pleasure to be here.

Mr. THOMPSON. Our last witness this morning is a very patient colleague of ours, Mr. Halpern, of New York. I welcome you, Mr. Halpern, and I might say that I would like to express my respects to you for your cooperation with me personally on many matters, including our interest in the establishment of an advisory council on the arts, and so on.

#### STATEMENT OF HON. SEYMOUR HALPERN, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF NEW YORK

Mr. HALPERN. Thank you, Mr. Chairman and members of the committee.

As a cosponsor of H.R. 5625 I welcome this opportunity to testify before your committee. For over a year I have been firmly convinced that we would be denying ourselves the many benefits of one of our own best ideas if we did not set up a Peace Corps concept—a National Service Corps—at home.

My legislative interest in this plan goes back to the 87th Congress when I introduced H.R. 12981 to set up a so-called Domestic Peace Corps. My first bill in this Congress was H.R. 338 which was similar to my earlier bill. And, the first special order of this Congress, which incidentally happened to be my own, was on this subject. Then, last April, after a gracious invitation from the Attorney General, to discuss the program with him, I joined, in sincere bipartisan spirit, in cosponsorship of the bill before you, my measure being H.R. 5852.

So, Mr. Chairman, you can see that I have had a long and continuing interest in formulating a national program to aid the needy that the "affluent society" again has forgotten. I firmly feel that failure to enact such a program, or Corps, would indicate the continuing social near sightedness we have been guilty of in the past. This is the time for far sightedness.

But we must be careful that we do not enact a Home Corps solely because the Foreign Corps has had such stupendous success. Although the two must and should draw upon the same kind of idealism and spirit, they basically are quite different ideas about achieving different goals in a different context.

Heaven only knows, we have plenty of chronic unmet domestic problems which need help desperately. And, we have at home a vast reservoir of idealistic and dedicated men and women, young and old, with proper background to help tackle these varied needs. There is no question in my mind that this idealism can be intelligently harnessed and utilized for maximum effort. I urge this committee therefore to examine the National Service Corps on its own merits—which, I am convinced, are more than adequate to warrant its approval.



I think a brief summary I read recently in the Congressional Quarterly weekly paper of April 13 exactly pinpointed this distinction in purpose and scope. It said:

While the Peace Corps has been approached as a large new program in which numbers of highly trained Americans could teach others needed skills, the National Service Corps is being sold as the modest program to supplement existing efforts in which persons without advanced training would help the needy and stimulate the national conscience (p. 633).

I think if one examines most of the standard arguments against the National Service Corps in light of this realistic understanding of what is intended, some of which are not necessarily arguments against, but views expressed, some of which I heard this morning, one grasps very quickly that they are quite specious and that the Home Corps is not only a possible, but a highly desirable piece of legislation that should be enacted by the Congress.

In other words, this legislation should not be thought of as fostering more Federal interventions, creating an army of Government social workers, duplicating existing effort, or establishing another amorphous bureaucratic structure. It simply does not. To the contrary, it is a conscious effort to avoid just these things. The bill is very definite in stating that its intentions are to be limited in size, not to duplicate, but to stimulate; not to discourage, but to encourage private community initiative. And I am certain that is just what it will do.

But the major thing about the bill is not the dangers it avoids but the painful social problems it meets head on, and the last few years have seen at all levels of government and civic interest a reexamination of the national conscience. Are all Americans as well taken care of as we think? Do we have a right to be complacent about our progress and prosperity as a nation? I think in answering these questions we learn not only a lot about ourselves but also about the nature of complacency in America today.

Certainly at this point in our history, our prosperity is not pervasive; too many deprived groups remain to which little thought or attention has been given. There are such urban problems as the delinquency and detachment of youth, dependency, and despair of whole families. Many of these problems are the product of progress and require a new concept which will utilize available man and woman power to meet the problems at their source.

Moreover, concern over these urban problems is not generated by the nightmares of representatives from large cities because they have seen one or two isolated cases. Concern is generated because conditions of squalor and poverty are blighting whole blocks and neighborhoods. These people and areas need more than indifferent help. They need the kind of help that is generated from idealism and moral conviction—the kind the National Service Corps can give.

The other problems are no less important; the mentally retarded—I heard that discussed this morning—the mentally ill, the migratory worker and his family, the Indian living on and off the reservation, the care and rehabilitation of the elderly. And, of course, and in all of the aforementioned groups, except for the aged, there are young children who must have the education and care they need in



order to ever function as useful citizens. Surely, in connection with the last, it is important to keep in mind the startling initial statistics published by the President's Study Group for National Voluntary Service:

Every sixth citizen in the United States lives on submarginal income in a land of plenty, and lacks either the skills, the reading ability, or motivation to make a better life for himself. Tragically half of this group are children or are just beyond childhood.

And, as the report says, these "children present other problems." These are the mentally retarded children—126,000 being born a year—and these tragic children of God have limited public and private facilities and personnel to take care of them. Too, it has recently been discovered that the incidence of this problem is higher in "population groups where income is low, and where education and maternal care is frequently inadequate." These factors just compound the basic difficulties by retardation.

I might also point out another important factor; over 8 million Americans have less than 5 years of schooling and an astonishing one-third of our youth becomes school dropouts.

It is important to note, too, that some 225,000 children still live in families of migratory workers. They move about with their families and it is estimated 75,000 of them work in the fields beside their parents. The migrant worker and his children know almost nothing of the opportunities that we claim are the basis of living in America. Educationally these children are 2 to 5 years behind the average child. Commonsense health and diet provisions are foreign to them. Thus, as they travel about, their communicable disease rate is exceptionally high, thus presenting not only a serious danger to themselves but to the communities they visit. And to make matters worse their transiency keeps them moving quickly out of all jurisdiction and ostensibly leave them the responsibility of none.

There are 13,000 unaccompanied Cuban children who have come as refugees to this country in the last few years.

Almost 57 percent of the Indian and Alaskan native population is under 20 years of age. Yet, most of them live in an environment where sanitation is inadequate, malnutrition is common, and per capita income is low.

According to a 1958 survey, about 400,000 children under 12 were expected to look after themselves while their mothers worked full time. This situation exists in light of the fact that the current day-care capacity of the country is 185,000 children. There is, moreover, no assurance that the children served by these centers are necessarily the unsupervised ones.

These young children and youth, then, along with their families will be a target for a National Service Corps, as I feel they well should be. And, although none of us expect the complexion of our cities or our poorer environments to be changed overnight by the injection of these volunteers into them, many of us believe that contact with these educated, optimistic, dedicated citizens will make a significant difference in those lives that will have this contact. As one Flint, Mich., publication put it while describing the initial belief that made a local hometown peace corps possible:

A fact that people frequently fail to appreciate is that the companions and friends that a young person accepts may determine in large part there



what he will see, hear, believe, and do in his daily living. Human beings are shaped much more than they realize by the image that they think others have of them. Rare indeed is the recluse who is not greatly moved by those whom he admires and inwardly tried to emulate. (The Community School and its Administration, vol. 1, No. 7, April 1963, p. 3, "Educators as Domestic Peace Corps Workers.")

As to the specific tasks that volunteers could perform in an urban setting like my home city of New York, I understand that the President's Study Group for National Voluntary Service has received materials from several groups with detailed and specific suggestions. For example, one group, United Neighborhood Houses of New York, Inc., outlined possible projects, already in operation or being contemplated by their member settlement houses, that could use volunteers from a national corps. They mentioned needs for case aids to help work with youthful offenders, for school work helpers, for relocation aids to help low income families move and get set up in new neighborhoods, for workers to supervise preschool age children and to counsel their parents, and for school dropout counselors.

The bill H.R. 5625 seems to clearly indicate that it intends to do just the kind of social work and assistance I have discussed. Moreover, the program as I envision it, could also conceivably help meet our vital needs in the fields of mental health, geriatrics, correction, sanitation, education and training, general health and physically handicapped. I can see no complications arising from any provisions in the bill to prevent any of these areas from being within the Corps' activity.

The volunteers, or corpsmen, would get almost identical treatment as the foreign Peace Corps, the volunteers, except the length of the training period would be shorter. A long training period does not seem as applicable in this context since the volunteers will be remaining in their own culture and will, therefore, know the language, problems and more as part of their own general information.

Since the volunteers would only enter a community—and I believe this is important because this answers to a degree some of the points that have been raised—since the volunteers would only enter a community upon local invitation and after local initiative has already constructed a framework into which they can be placed, it seems to me to uphold the highest ideals of maintaining and encouraging local responsibility. The fact that careful advance planning would be required by the responsible local officials before the corpsmen arrived would insure that thinking and possibly even remedial action could take place before the corpsmen arrived.

By no means is it expected that the corps will solve all our domestic social problems any more than the oversea Peace Corps can end poverty throughout the world. But, these thousands of dedicated volunteers at home can give substantial aid in helping others help themselves.

The Service Corps' participation in the community is anticipated only for a limited time. This, too, will insure that cities will only use the Corps as a starting point or a necessary implementation after which they must continue the Corps' work on a self-sustaining basis. These points taken together seem to me to be basic to a viable and constructive Corps community relationship. The volunteers will be carefully selected from all age groups and will be carefully trained. There



will be no attempt to send untrained people to do jobs better left to professionals. Volunteers will work in jobs that they are fully qualified to perform. It is important to point out that no project would be approved that would result in displacement of workers already employed. At least what I am pointing out is the concept as I envision it. Because the corpsmen would be invited by the local community, no volunteer could be forced upon an unwilling locality or participate in any operations without local initiation, sponsorship, and cooperation. This effort will, therefore, act as catalyst to encourage, activate, and broaden local voluntary social services.

As I indicated earlier in my testimony, the program is not a costly one. It would begin with an authorization of \$5 million. Up to 300 corpsmen would be recruited this year. About 1,000 would be in the field or training next year and the number is expected to expand to an ultimate strength of 5,000. Also, I would like to add, the national service program would perform its vital services at very low cost to the Government, and I repeat, at very low cost to the Government. The corpsmen would be provided with housing, transportation, and maintenance, and provisions are made for an adjustment allowance not to exceed \$75 per month. They would receive no actual salary as such and their great reservoir of idealism and patriotism would be intelligently tapped and directed. Seldom has a measure provided for so much potential good by so few people at so little cost. And, I am convinced that whatever the investment, it will prove to be the most economical thing we can do.

Under the bill, as you know and I am sure the committee is familiar with the bill, the President may appoint, by and with the advice of the Senate, a Director of the National Service Corps. Further, a special National Service Corps Advisory Council of 25 persons may be established to advise and consult with the President with regard to the policies and programs designed to further the purposes of this act.

I am convinced without question that the enactment of this bill would be a fine example of this Nation's determination to end needless suffering at home. Its goals are consistent with the best of our democratic traditions; its work with the sick, the disadvantaged and the underprivileged; to motivate others to serve in their free time, to dramatize human need, to attract more Americans into professions where they can help.

Mr. Chairman, I take this opportunity to thank you for affording me an opportunity to present my views on this legislation. I commend you and the committee for holding these hearings and for giving such full evaluation to every aspect of this proposed plan. I sincerely trust that it will win the overwhelming approval and support of the committee and will receive a resounding vote of approval by this Congress. I add the hope that I will see volunteers at work in my home city no later than late this year or early next.

Thank you very much, Mr. Chairman.

Mr. O'HARA (presiding). We share that hope, Mr. Halpern and I wanted to comment that the very complete grasp that you have demonstrated in your testimony today of the complexities of this bill and the problems it will face and of the lack of substantiation and foundation for some of the objections that have been made to it are



certainly a demonstration of the thought and consideration that you have given this proposal and I want to say to you further that the committee is aware of the initiative and the leadership that you have taken in bringing about this proposed legislation and we appreciate that and we rely heavily upon your leadership in bringing this bill to a successful enactment.

Mr. HALPERN. Thank you very much.

Mr. O'HARA. Mr. Carey?

Mr. CAREY. Thank you. I want to add to the chairman's words a welcome to my distinguished colleague from the county of Queens in New York. It is so fruitful in the terms of its suggestions and helpful recommendations that I would not care to embellish them a little in there. I heard some Churchillian prose in there that no where no one needed so much from so few. I would just make this last observation. I think it is a matter of inviting the Peace Corps men into a community, it is pretty clear the domestic Peace Corps—the domestic Service Corps man will not go where he is not wanted, not invited and he will not stay any longer than he needs to stay to be effective so I don't see this matter of which community is going to desire the Peace Corps men and how they are going to get there without invitations is a very nettlesome thing. I think by sheer needs they will be invited in. If the community does not invite them in they will not be going there. I think with only a thousand corpsmen to begin with, meeting the needs of a community that invites them will be enough of a job for the Administrator to handle without seeking to send them into communities where they would not be desired at any given time.

Mr. HALPERN. Thank you very much, Mr. Chairman.

Mr. O'HARA. I wish to thank you for staying around and waiting for this opportunity to testify. I am sorry we fell behind in our schedule.

Mr. McCORD. Mr. Chairman, I would like to submit statements for the record at this point. The staff has them from Mr. Sickles, Mr. Roosevelt, Mr. Gonzalez, Mr. Stratton, Mr. Staebler, Mr. Boland, Mr. Multer, Mr. Joelson, Mr. McDowell, and Mr. Minish.

Mr. O'HARA. Without objection they will be entered in the record at the conclusion of Mr. Halpern's statement and the committee will now stand in recess until 10 o'clock tomorrow morning in this room.

(The documents referred to follow:)

STATEMENT OF HON. CARLTON R. SICKLES, A REPRESENTATIVE IN CONGRESS FROM  
THE STATE OF MARYLAND

Mr. Chairman, I am grateful for this opportunity to testify on behalf of legislation to establish a National Service Corps. As a cosponsor of this proposal, I feel very strongly that the creation of this domestic "Peace Corps" would strike at the roots of our social problems.

While people in foreign countries need help to reap the benefits of a simple productive society, many Americans need similar help to reap the full benefits of our complex society.

To many people in today's America, American affluence is a high-sounding phrase that means little, a synonym for disillusionment. With primary emphasis on the use and encouragement of volunteer effort, the proposed National Service Corps would be an ideal channel for those who wish to lend their talents in helping less fortunate fellow Americans. A corps of volunteers, working closely with State and local groups in mental hospitals, such as our own Rosewood in



Maryland, in migrant labor camps, and depressed areas such as the Appalachians, could do much to relieve and dramatize the problems of the neglected segment of our society sometimes referred to as "the other America."

This work would appeal to the idealism of our youth and the desire of our senior citizens to continue to serve their country. In a recent poll of 9,000 college students regarding the creation of a Domestic Peace Corps, 9 out of 10 said they would consider joining. Among over 2,000 elderly people who were polled, 8 out of 10 favored the idea and 3 out of 4 desired to serve in such a corps.

I would, for the record, like to include the results of a National Service Corps survey in my own State of Maryland:

| College                     | Students<br>polled | In favor<br>of Corps | Definitely<br>would join | Would<br>consider<br>joining |
|-----------------------------|--------------------|----------------------|--------------------------|------------------------------|
| Hood.....                   | 70                 | 67                   | 4                        | 55                           |
| Goucher.....                | 94                 | 86                   | 4                        | 72                           |
| College of Notre Dame.....  | 37                 | 37                   | 5                        | 24                           |
| University of Maryland..... | 387                | 354                  | 19                       | 243                          |
| Total.....                  | 588                | 544                  | 32                       | 394                          |
| Percent.....                | 100                | 93                   | 5                        | 67                           |

The National Service Corps idea has also been endorsed by groups such as the Baltimore Youth Commission, the Baltimore Commission on Youth Employment and the Maryland Department of Mental Health.

Of course, the National Service Corps cannot possibly meet and solve all of the problems of the underprivileged, but, in the words of Secretary of Interior Udall, "If we improve the lot of one, two, or a half dozen communities, that is a net gain for America." It would also serve to awaken those of more fortunate circumstances to the problems of the underprivileged.

We cannot remain the leader of the free world and neglect our people here at home. The time for action on this program is now.

#### STATEMENT OF HON. FERNAND J. ST GERMAIN, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF RHODE ISLAND

Mr. Chairman and members of the subcommittee, as a cosponsor of the National Service Corps Act, I am particularly pleased to have this opportunity to testify in its behalf.

Few measures before the Congress have captured the popular imagination of our Nation as has this proposal. The application of the Peace Corps ideal to the domestic scene is a noble undertaking to benefit the mentally ill, the migratory farm workers, the Indians, the elderly, and numerous unfortunate people in many parts of our own country.

America is the land of plenty. Our average national income, our industrial output, our prosperous economy, and our unexcelled opportunities for the personal development of our citizens challenge the imagination of the world's most advanced social and economic thinkers. This unequalled prosperity is the direct result of our democratic form of government, the capacity of our people, and our firm belief in the manifest destiny of the United States.

Much has been accomplished. We have not only advanced our own way of life, but we have played a large part in helping other nations to help themselves. For many years, this country has expended enormous sums for foreign aid. Most recently, we have augmented these efforts with the Peace Corps, an agency with a heart as well as a pocketbook, a group of dedicated individuals intent on meeting the human needs of mankind along with its material needs.

Ambitious and successful as these efforts have been, there is more to be done. The old saying "charity begins at home" is especially relevant to the proposal being considered this morning. When I use the word charity, I do not mean it in the sense of gift or donation; I mean it in its original sense, and that meaning is love. Love of fellow man is an obligation in conscience to men of good will. In no instance is this obligation any more pressing or real than it is with respect to our less fortunate fellow citizens.



There is no need for me to review the great need which exists today for a National Service Corps. The departmental witnesses who have already appeared before you have pointed out numerous instances of depravation and suffering which demand correction. Those who have testified on behalf of the President's Study Group have indicated the proposed procedure to be followed in meeting these needs. My purpose today is to urge this subcommittee and the Congress to take prompt and favorable action on this legislation. Convinced as we all are of the reality of these problems which face many of our fellow Americans, and of the necessity to solve them, we cannot afford to delay in providing the help which is so urgently needed. Let us extend a helping hand and an open heart in the best tradition of American brotherhood.

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STATEMENT OF HON. JAMES ROOSEVELT, A REPRESENTATIVE IN CONGRESS FROM THE  
STATE OF CALIFORNIA

Mr. Chairman, members of the subcommittee, as a cosponsor of legislation to establish a National Service Corps to strengthen community service programs in the United States, I thank you for the opportunity to testify in support thereof.

This country has always proudly challenged its most serious problems with dramatic programs for their solution. This country has always stood as a symbol of what a nation can do to ameliorate the distress that misfortune sometimes visits on its citizens. And this country has always willingly shared its wealth and power for the good of mankind.

Through the years, as our attention turned abroad and as our prosperity startled men everywhere, we have perhaps considered only circumspectly how the special needs of our own less fortunate people might best be met. I believe it is now time to reevaluate the focus of our political and economic attention to important human values.

Today over 3 million Americans serve the needs of the people of the United States through our Government. Countless others serve voluntarily outside of Government to broaden the scope and effectiveness of such efforts. Nevertheless, there remains much to be done. Help is desperately needed on Indian reservations, in mental hospitals, by residents of urban slums and those in depressed and isolated rural areas. Critical needs can be alleviated by social workers, nurses, physical therapists, home economists, and others.

I would hope you would all agree that it is necessary now to fight the distressing problems isolated in the pockets of misfortune in this country. And to build on the remarkable experience and example of the Peace Corps is most logical.

Thus it is proposed to establish a National Service Corps, and to inject into the structure of existing programs 5,000 dedicated citizens who will concentrate their activities and efforts in those areas at home which most require and deserve our full attention. The representative skills of members of the Corps will permit the reaping of enormous benefits as their efforts are channeled into a fresh approach and as they strike out in new directions.

Opponents of the proposed National Service Corps have offered what might appear to be convincing arguments; it is easy to prove that their fears are groundless. For example, it is argued that this new organization will go into communities with new concepts which will be unacceptable to that community. The fact is, of course, that no community will receive assistance unless it specifically requests such aid.

It is further argued that the organization will work where there are already established agencies performing social work, and that they will be supplanted and their long experience washed down the drain. Again, the truth is that National Service Corps will not go where an agency is already doing the necessary job. Even if requested, such application would be disapproved unless it could be clearly shown that the agency in question is actually failing to do the job.

An additional fear is that local organizations might lose some of their funds because the Federal Government project is entering the scene. Therefore, there would be no need or incentive to support such organizations as the United Givers Fund. Here again assurance is given that projects will be assigned only in areas where the necessary work is not being done, and certainly no project will be approved or supported which will supplant work already being carried out or planned by a local agency. National Service Corps intends



to focus on those areas which specifically lack the skills and manpower National Service Corps can offer.

The National Service Corps represents a novel way to make a determined frontal attack on the shameful domestic conditions that now exist in some areas. Here is an unparalleled opportunity to apply all that we have learned over the years to helping less fortunate Americans direct their energies toward a better life.

Let us serve our own people with the same material, skills, and enthusiasm with which we have been serving so many other countries. Let us dedicate our best resources to doing at home what we have been doing abroad.

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STATEMENT OF HON. DOMINICK V. DANIELS, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF NEW JERSEY

Mr. Chairman and members of the committee, as a cosponsor of H.R. 5625, providing for the establishment of a National Service Corps, I am pleased to appear here today and to express my support for this legislation.

The need for a National Service Corps is, to my mind, unmistakable. The mentally retarded, the poverty stricken, the unemployed, the underprivileged—that these groups should exist in a nation as affluent as ours is an inexcusable situation. To a large extent, such people suffer from deprivation through no fault of their own. Perhaps the best example of this is the mentally retarded, but they are not the only ones who are severely handicapped in bettering themselves. Migrant workers and Indians, for instance, lacking education and an awareness of the benefits of education, have neither the knowledge nor the incentive for self-improvement. If these people are going to ameliorate their condition, more than self-help is required.

But now the question arises: granted that there are these conditions of poverty and backwardness, granted that there is a need for providing education, guidance, and opportunities for many of our citizens, who bears the responsibility for solving this problem? To be sure, much has been done and is being done by private and public groups on the local level. Yet these problems are still with us, and it is questionable whether enough can be accomplished without some additional support and coordination from the Federal Government. Even when local organizations can supply the money and interest, often they lack the knowledge of the most modern, most effective methods of handling such matters as vocational training or guidance for delinquent youths. An organization like the National Service Corps, however, can draw upon the highest caliber of individual to carry out such work. Utilizing the knowledge and experience which accrue to a vast mechanism like the Federal Government, it can supply its corpsmen with the know-how which can then be passed on to the cooperating local organizations.

Yet the responsibility for improvement lies not merely with the individual or with any one group; it is a responsibility which all our citizens should share. Not only would a National Service Corps focus attention upon the existence of poverty and backwardness in this country, but it would also provide an impetus for renewed and larger efforts on the local level. In my opinion, it would serve as an example to all of us, and especially to our youth. For example, as a recent Presidential study reveals, at present there is an unfortunate shortage of personnel in the health professions. In order to insure the best national health standard, we need 600,000 new people to enter the nursing profession in the next decade. Unless by example we encourage service in such professions—well, we may survive, but not so well as we might.

Our high standard of living here in America has provided us with great benefits, but it has made many think that there are no more worlds left to conquer, and thinking this they retreat into their own world of private enjoyment. Yet political and social participation are essential to the health of a free society. Unless we encourage the ideal of service in our youth, America is very likely to develop a severe case of hardening of the arteries. A program like the National Service Corps, however, may serve to pump some fresh idealism into all of us.

As to the practically of such a program, I think there can be little room for doubt. On the whole, the Peace Corps has proved to be eminently successful in achieving its aims. There is no reason why a domestic counterpart would not be equally successful, especially since such barriers to understanding as different languages and widely divergent customs will, for the most part, be absent.



As for the cost of the program, it is very small in comparison with its benefits. It is the kind of program for which every legislator yearns; it is a program which benefits everybody. Directly, it gives aid to those in this country who need it most, as well as to the corpsmen who will derive rewarding experience from their efforts, and to the local organizations which will profit from the assistance they receive. Indirectly, by providing a national example of brotherhood and service, it benefits all Americans.

Here, then, we have a piece of legislation which will be both practical and beneficial. Still, some may wonder if it is really necessary. I would be the last to deny that America is not a great and prosperous nation, a nation which has gone further in solving problems of freedom, equality, and opportunity, than any other society. Yet America is still not the best of all possible worlds. Much still needs to be improved, and the creation of a National Service Corps will give a great impetus, on both the private and the public levels, to such improvement.

Mr. Chairman, and members of the committee, I urge you to give prompt and favorable consideration to H.R. 5625.

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STATEMENT OF HON. JACOB H. GILBERT, A REPRESENTATIVE IN CONGRESS FROM  
THE STATE OF NEW YORK

Mr. Chairman and members of the committee on education and labor, you have under consideration a most important subject. I introduced H.R. 5640, to provide for a National Service Corps to strengthen community service programs in the United States, and my bill and others providing for such a Corps are now before you. I am pleased to have the opportunity to speak in favor of this legislation.

Impressive testimony, overwhelmingly in favor of the Corps has been given by many persons from public and private life. The Attorney General, the Secretary of Labor, the Secretary of Health, Education, and Welfare, the Secretary of Agriculture, the Secretary of the Interior, the Director of the Peace Corps, community leaders, directors of hospitals, social service workers, religious leaders, national service organizations, industrial leaders, and many others, have been vigorous in their efforts in behalf of the legislation and enthusiastic in its support. I have received voluminous mail from individuals and organizations urging passage of the bill.

We have had graphically described for us the poverty in certain of our Indian reservations, among migratory farm laborers, and in our city slums. Millions of human beings in our country exist in a vacuum of despair. These are our fellow citizens who live under heartbreaking conditions. We must face the fact that in this land of opportunity of ours, one in six lack opportunity; 11 million boys and girls have almost no chance of being useful citizens. The sick and the underprivileged are begging for our aid. But in this affluent society of ours, we have ignored the deplorable conditions and the sufferings of the poverty-stricken; we have closed our eyes to the misery so close at hand.

We have been shown that there is need for a National Service Corps in every part of our country. Now that testimony and information received have spread the facts before us and have shown what must be done, if we have a national conscience, we should proceed with alacrity to do everything humanly possible to alleviate the woeful conditions which exist.

The national service program would help to show the American people the extent of the poverty and despair in our country, so that our resources can be used to the fullest extent possible to solve the human problems and so that there can be a new and concerted nationwide attack on the causes of such poverty and despair. It would enlist the aid of all citizens of our country to do their utmost about the causes. The problems are too overwhelming and too numerous to be solved by private and local efforts alone. The national service program would operate on a Federal level; it would provide a service and a hope; it would offer human minds, hands, and compassion, all inspired by a sense of patriotism and love for one's fellow man. We recognize the importance of stimulating community efforts in areas of critical human needs.

The Secretary of Health, Education, and Welfare has pointed out that there is a critical shortage of personnel to carry out needed community services—shortages of physicians, dentists, nurses, social workers, teachers, and others. The Corps would recruit skilled and dedicated persons who would be willing to give a year of full-time service as assistants in these shortage professions.



Mental retardation is a grave national problem and the Federal Government must help solve it. All States face the same burden, how to get dedicated people who can provide motivation instead of just custodial care. The National Service Corps would respond to requests by local communities for assistance in self-help projects. Study has shown many areas in which there is need for the national service program, among them, educational aid; communities would be happy to have the Service Corps aid in locally initiated projects aimed at keeping youth in school and otherwise helping people to learn. It is a shocking fact that there are over 8 million Americans who have less than 5 years of schooling; one-third of our youth become school dropouts; about 5.5 million suffer mental retardation. When we help these people, we help ourselves and our Nation. There is a monumental task to be done in our urban slums—child welfare work alone will require tremendous effort. We must help slum youth to break the cycle of poverty and deprivation. Corpsmen would help as instructors and recreational supervisors, in social work, in health programs. We find that our American Indians on reservations are suffering from malnutrition, inadequate sanitation, and lack of educational opportunity. They need to be taught how to help themselves, and will welcome such assistance. Migrant workers and their children need social work and educational aid.

Our Peace Corps has proved eminently successful. I feel certain that a National Service Corps would prove just as successful and would contribute inestimable help to our Nation. A perpetual problem of most communities is to try to get enough personnel with necessary education and motivation at existing wage levels in those positions directly responsible for rehabilitation, education, and understanding. The need is only partially met by part-time volunteers who donate their efforts in neighboring institutions for the aged, the mentally disturbed, the chronically ill. There is a great need for those who are idealistically motivated and with the proper background to tackle the many tasks at hand.

Those to whom money is not a primary objective but who seek to help their fellow men wherever they can, can be priceless assets, not only in the work they perform, but in the example they set. It is here that a domestic Peace Corps can prove meaningful. At a minimal cost the idealism and knowledge of the volunteers can be directed for maximum effect.

If we are to be successful in furthering the cause of democracy abroad, then we must fulfill our obligations to our needy citizens at home. Domestic Peace Corps volunteers working with our unfortunate people will be performing a valuable service for the vast numbers who cannot help themselves. Our citizens will be alerted to the duties they can perform, and we know that there is nothing more gratifying than to hold out a helping hand to a neighbor who needs us.

This proposed measure which can provide so much good at so little cost, should have our hearty support. We desperately need a National Service Corps. I urge your favorable action and am hopeful that the bill will soon become law, so that this valuable and important work can go forward.

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STATEMENT OF HON. HENRY B. GONZALEZ, A REPRESENTATIVE IN CONGRESS  
FROM THE STATE OF TEXAS

Mr. Chairman, I am pleased to have this opportunity to appear before you and present my views on the establishment of a National Service Corps.

I wish to say at the outset that I am in favor of this program. I believe in its possibilities enough to be a cosponsor of the bill that would establish it. The important consideration here is not really whether I support this program, but why I do. I believe in this program because there is a need for it. A National Service Corps can relieve some of the deepest problems which we face today.

Preliminary studies indicate that a service program like the proposed National Service Corps can be useful in many areas—Indian reservations, institutions for the mentally ill and retarded, in settlement houses, in slums, in underdeveloped rural areas, and in aiding migrant laborers. I do not pretend to be an expert in all these fields of need, but I do know a great deal about migrant workers and their problems.

My purpose here is to relate some of the problems in this single area and show how a National Service Corps can help alleviate those problems.

If there are degrees of poverty and degrees of degradation, I suppose that the migrant worker would be classified as among the poorest and most degraded



group of people in our society. The only group I know of which has greater problems are a few Indian tribes.

The migrant worker is plagued by the fact that he is caught in a cycle of poverty. It is a vicious cycle from which few ever escape; it is a cycle in which men and their children and their children's children are trapped.

This cycle of poverty is created by a set of circumstances over which the individual has very little control.

The migrant worker is poor because in the first place he is often without work or cannot find enough work to meet his daily needs. He is poor because he is drastically underpaid. One family I know of was making \$4 a day picking strawberries. This was the wage of the entire family. Another group was paid less than 25 cents an hour for vineyard labor. It is not at all unusual to find migrants who make less than 70 cents an hour.

Of course, there are some instances in which a migrant can make as much as \$2 an hour, but a job that pays like that doesn't last long. The wages are high in these cases, but it doesn't last more than a few weeks.

To make even these meager earnings, the migrant must travel often hundreds of miles, sometimes a thousand or more.

Second, the migrant is poor because he lacks education. He has seldom attended school beyond the fifth or sixth grade. But how can you attend school and follow the crops at the same time?

Poor education is perhaps the crux of the migrant's problem. He is more often than not a functional illiterate. Many migrants of Latin American origin cannot even speak English. We all know that a man who lacks education also lacks skills—and a man without skills is a poor man in our technical society.

The migrant worker is plagued by marginal health. He lives in camps. I use the word "camp" advisedly, for a migrant camp can be a hovel of the lowest kind. One camp I know of was described this way by a medical man: "You wouldn't keep a dog out there."

Being a poor man, the migrant often does not eat as well as the rest of us. To put it delicately, he suffers from malnutrition about as often as not.

And, as often as not, the migrant is unprotected by the vaccines that the rest of us take for granted. Thus he suffers from diseases that almost nobody else in this country suffers from—we know about and can afford those vaccines, while the migrant often does not.

I could go on into more aspects of the cycle, but will attempt instead to summarize why this thing is so difficult for a man to overcome alone.

A man travels to find work. He must take his family along, and so his children are taken out of school. One city near San Antonio has had 1,124 pupils withdraw between April 19 and May 16 of this year. This is a city of less than 50,000 population. And I can tell you that schools all over south Texas have just undergone the same experience. Why are the kids taken out of school? Because the pay of a migrant is low. A kid cannot produce very much, but every little bit counts, and may mean the difference between surviving and not surviving.

But if a child is removed from school, he is deprived of an education. He must leave school in order to survive, but in leaving school, he loses his chance to get a decent education. Without education, he will be unable to learn skills which would otherwise give him a better chance in life.

And here is the cycle, repeated endlessly. Without education, one cannot acquire skills—without skills, a man makes little money. A poor man cannot afford decent housing or food or medical care. In order to survive, he enlists his children in the struggle for survival. They, too, are then swept into the cycle.

It is obvious that the life of a migrant is not a pleasant one, and that many would escape this life if they could. But how?

The answer in most cases is that this cycle can be broken if a man wants to break it, and if he can get some help. The fact that so few can break out of this cycle without help points up the need for help.

Help is needed in the form of teachers, vocational instructors, and other members of the so-called helping professions. We all know that there is, today, a critical shortage of workers in the helping professions, and that this shortage will not be overcome in the near future. In addition to the need for more trained professionals, there is a need for more volunteers—people who can lend help with some skill, but who are either unaware of the need or just don't care.



I believe that one way to answer the need for help in this field is through the National Service Corps approach. We cannot hope to put enough volunteers into the field to solve all the problems in even the migrant worker field, let alone all the others. But the National Service Corps can guide people to the places where help is needed and wanted.

In addition to giving help, the National Service Corps would put a sharp focus on problems which we are so often unaware of. My experience in this country shows that when a need is pointed out, the American people respond generously with time and labor and whatever else is needed.

One of the primary goals of the National Service Corps is to bring to the attention of the American people a vast and continuing disaster—the tragedy of the lower third of our society. I believe that once the plight of the migrant worker and other members of this lower third of America's population is brought into focus, there will be a quick response from our people.

The question arises, Who wants the National Service Corps? I can tell you that I know my own district wants it.

Not long ago, I attended a meeting in my hometown for the purpose of determining whether or not a National Service Corps could help with some of the problems we faced. About 200 people attended that meeting, and their response was that they believed such a program would be very helpful. With your permission, I would like to read some excerpts from letters endorsing the National Service Corps, written by people from my district.

"We \* \* \* desire to see the Corps established, and would welcome any assistance it might offer to raise the educational level of our children \* \* \* who, by a combination of unfortunate circumstances, are receiving no school instruction."

Another writer said:

"\* \* \* it would be a wise investment \* \* \* the Corps can lay the foundation for skills (needed by) the coming migrant generations. \* \* \*"

A juvenile judge said:

"I am of the firm opinion that the encouragement of self-help is the greatest area of need. It is in this respect that the Corps approach has its greatest appeal. \* \* \*"

Another man said:

"\* \* \* The Corps could be used \* \* \* for training and rehabilitating migratory workers into \* \* \* skilled and unskilled labor forces \* \* \* (and would) eliminate the need for migrating. \* \* \*"

A youth organization director wrote:

"\* \* \* I am very much interested in the services of the National Service Corps to alleviate our critical problems. \* \* \*"

Finally, the real need for the National Service Corps was pointed up by the man who wrote:

"Here \* \* \* the schools, welfare agencies, courts, and the police find it very difficult to improve the lot of many of our children because they cannot provide the manpower. \* \* \*"

I would like to invite this subcommittee to come to south Texas and see what problems prompted these people to call for the National Service Corps. Such a visit would enable you to see firsthand the things which I can only say, and we well know that words cannot show as much as a confrontation.

I would like for you to see the problems and the people whom I have been talking about. But even if you cannot come, I think that I have shown that one community, at least, is enthusiastic about the prospects of getting National Service Corps volunteers to work in the area. Of the three model projects in Texas, all are in south Texas, and all are concerned with the migrant worker.

But even if there is a need, and even if the local community wants help, what could the National Service Corps do to help?

In the case of migrant workers, it could provide people in the field camps—and home bases for that matter—who could teach basic sanitation and hygiene practices. They could provide some of the education that could not be had in any other way. They could teach new skills necessary for breaking the migrant work pattern.

In a word, they could alleviate the problems which the migrants cannot solve for themselves, because they are too poor, too ignorant, too hungry, and too tired.

But in addition, the presence of the volunteers would throw new light on the vast and continuing problem of the migrant. I firmly believe that this will generate new interest in this problem, and that this renewed interest will result in an increasing number of people making their time, skills, and resources available to help the migrants—and others like them.



In conclusion, may I say that we cannot in good conscience send our skilled people abroad to solve this very same problem of poverty unless we are willing to do the same thing here at home.

We cannot deny that we have problems, and we cannot avoid acting to solve those problems. This is one way that it can be done, and I say that we should get on with the job.

I respectfully urge that you give quick and favorable consideration to the National Service Corps bill.

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STATEMENT OF HON. SAMUEL S. STRATTON, A REPRESENTATIVE IN CONGRESS FROM  
THE STATE OF NEW YORK

Mr. Chairman and members of the committee, I am pleased to appear today in support of the legislation to create a National Service Corps to strengthen community service programs in the United States. I have introduced a companion bill on this subject, H.R. 5656. In the field of foreign relations our Peace Corps has been one of our most successful undertakings in demonstrating the willingness of American men and women to help the people of foreign countries by providing them with technical and practical services in the fields of health, education, and welfare and in related ways. Peace Corps volunteers have shown clearly that they are ready to accept the challenge of assisting foreign communities in their fight to sweep away poverty and illiteracy, and to do so with virtually no interest in any monetary return for their services.

But here at home we are also faced with similar grave problems of poverty and illiteracy, and with situations that cry out for additional help and attention. Cannot the same kind of enthusiasm which has been evoked by the Peace Corps abroad also be stimulated for the challenges of local interest? Could we not make use of this same enthusiasm to push through local community projects directed toward meeting the critical needs of our fellow Americans?

This program, as you know, calls for an initial corps of 1,000 workers with the possibility of an eventual increase to 5,000 workers. It differs from the usual welfare programs in that it is designed to help local communities help themselves. The Corps would enter a community only upon the invitation of local authorities.

Working with local organizations, it would stimulate local interest in community projects while at the same time providing technical and practical assistance in these projects. Where no organizations exist to meet local needs, the Corps would establish such organizations and would encourage community participation in them. The aim of the Corps would not of course be to assume control over all local welfare projects but rather to spark the interest of local citizens and to put these projects on a firm base so that local authorities would be able to complete and administer the projects themselves. Once this spark had been planted and assistance provided, the Corps would then withdraw, thus allowing the community to complete these projects on its own initiative.

A National Service Corps will further emphasize America's concern in meeting critical social needs. Many individuals have expressed a desire to work in these critical areas, yet few can undertake this work alone. Our Government should and must provide an organization which is able to utilize the enthusiasm and skills of such people. Not only will the National Service Corps provide a pool of talent of those people now ready to enter into community service, but it will also provide a valuable incentive to young people, stimulating them to develop their own interests and to carry forward with careers in these or related fields. The Corps is a new concept of community service—a voluntary donation of vital services and energy to people in need as a civic responsibility under austere circumstances and with small remuneration.

Much must be done now to provide aid for the mentally ill, for the mentally retarded, for migratory workers, for Indians both on and off reservations, for residents of depressed areas, for urban and rural slums, for the elderly, for the young, for the disabled, and the dependent. We must act now as a nation to help improve our educational opportunities and our other vital needs.

A National Service Corps, as I see it, could provide a real challenge for Americans of all ages: It could challenge them to pitch in, to donate their energy, enthusiasm, and skills for the benefit of their fellow Americans. Indeed, one way to inspire service of any kind is to make people feel wanted; and this Corps would provide just that kind of inspiration to those Americans who are capable of giving aid but who need some small incentive or some small indication of inter-



est. Here is our opportunity to provide a real challenge and at the same time to meet urgent and vital needs, and thus enable us to expand our attack on deprived areas. It will increase the ability of local communities to help themselves. Most important—it can replace apathy and frustration toward local problems with a basic American pride in accomplishment.

I therefore urge the committee to report H.R. 5656, the National Service Corps bill, favorably to the House.

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STATEMENT OF HON. JOSEPH G. MINISH, A REPRESENTATIVE IN CONGRESS  
FROM THE STATE OF NEW JERSEY

Mr. Chairman and members of the subcommittee, as a sponsor of the legislation to establish a National Service Corps Act, I am happy to have the opportunity of presenting this statement to you. The legislation before you is a new and important approach to what Attorney General Robert Kennedy has called "the paradox of critical human need in the midst of general prosperity." While the United States maintains the world's highest standard of living, one-sixth of her citizens live in substandard conditions. These are the problems of individuals and of local communities but, as the whole is made of the parts, they are also of national concern.

This proposal recognizes the local character of social needs and its function is to serve as a national spur to local activity. By providing trained volunteers and organizational advice on request, it will enable recognized local agencies to undertake or enlarge their welfare activities. A second important function of the proposed National Service Corps would be to serve as an example of what is needed and of what can be done. Serving as a rallying force, it would motivate many to do volunteer work on a full- or part-time basis. Local part-time volunteers would form an integral part of many National Service Corps projects. The existence of a National Service Corps, and the publicity its activities would naturally receive, would increase the Nation's awareness of its social needs. Even the communities not directly served by the Corps would be inspired to follow its example of volunteer work.

The National Service Corps would serve the further function of inspiring more Americans to go into the service professions of social work, teaching, and nursing that are now so desperately short of personnel. Volunteers, many of whom before their service will have had little contact with deprivation, will be made aware of the great need for workers in these fields.

In these various ways the National Service Corps, though a low cost program with a maximum of 5,000 volunteers, would achieve very great progress in the field of social work. Its accomplishments would reach far beyond the original work of its volunteers.

One of the most unique and valuable features of the program is that it is based on the principle of volunteer work. This is a tradition basic to the American people and it will give the National Service Corps great strength. People are asking what they can do for their country and the Corps can provide them with an answer, whether they serve in the Corps itself, in a local agency, or independently. One of the important functions the Corps would serve would be as a rallying point for volunteer effort. People are willing but they need proper channels. Officials of the New York City Board of Education noted that there was a "remarkable outpouring of volunteer assistance" for its higher horizons program for underprivileged children but that in many cases volunteers had to be turned away for lack of "proper organizational channels" through which their services could be used. Mental health officials in Massachusetts also suggested to the Study Group that a National Service Corps could perform a valuable organizational function in that field. There is a need for a liaison between institutions needing volunteer services and those willing to serve. The Corps could coordinate the various volunteer programs of an area and mobilize more volunteers.

The National Service Corps would be in a unique position to mobilize volunteers. Suggested by the President, recommended by a Cabinet-level committee, and enacted by Congress, it would focus national attention on the need for volunteers. In this way it would tap resources that now go unused. The two largest groups of potential full-time volunteers are those just out of school or college and those who have retired. Many of our young people are anxious to make a contribution to the world they live in but they do not know where



to begin. The Corps would draw on their energy and idealism and give it direction. Many of our older and experienced citizens are looking for purposeful ways to spend their newly acquired leisure time and the National Service Corps would fill their need. Surveys of these two groups have shown their enthusiastic response to the concept of a National Service Corps. Among more than 4,000 senior citizens 57 percent said they would join or consider joining; 70 percent of the 10,000 college students surveyed replied that they would be willing to join or consider joining such a program.

Though a volunteer's term is only 1 year (renewable for a second), he will probably continue to serve the needs of the deprived in his own community once he is aware of the problems and knows how to approach them. It would be impossible to be untouched by a years' experience. Many of the younger volunteers may respond to the desperate need they see for the service professions.

The National Service Corps will also inspire those who cannot devote their full time to volunteer work to contribute in their spare time. This effect has already been provided in two communities that submitted model projects to the study group. Reports of these projects were carried in the newspapers and immediately local agencies were flooded with offers from volunteers eager to work part time. Most projects would be designed to utilize the services of part-time volunteers. The Corps man, serving as an example, would encourage them to volunteer and under the supervision of the local agency, he would organize and train part-time volunteers so that eventually they could take his place in the community. The Corps man can spark a far greater volunteer movement among a concerned public than he could if he were professional because his services point out the need and value of nonprofessional volunteer work.

Another virtue of using the volunteer is that it means that the Federal Government will not be competing with local agencies for scarce personnel. The shortage of professional social workers is very acute. In the spring of 1960 there were 12,000 vacancies. The volunteer can take some of the work off the shoulders of the professional, freeing him for the tasks that require his specialized education. The volunteer serves not as a second-rate substitute to the professional but as a valuable complement, often serving quite different functions. The volunteer, with a smaller caseload, performs much of his service through close personal relationships.

Volunteer college students of the Boston area, working closely with mental patients, have had such success that their program is being copied elsewhere. George A. Brager, director, New York's Mobilization for Youth Organization which is attempting to counter the causes of juvenile delinquency, pointed out another value of the volunteer. He is willing to live in the community and thus comes to a greater understanding of its people and problems. Brager has already started to employ nonprofessionals in social work jobs "because we have a basic need for the nonprofessional."

The need for the nonprofessional extends into all areas of social work. It is estimated that the demand for corpsmen will far outrun the supply. Already 40 agencies have submitted model projects that would require about 400 volunteers. They would serve in city slums and depressed rural areas, in migrant labor camps, and on Indian reservations, in homes for the elderly and in institutions for the mentally ill and retarded, and wherever else there are Americans in need. In every case these projects would respond to local need and avoid duplication with existing facilities. They would be locally initiated and supervised by responsible agencies. There is not time to cite many examples of invaluable projects which the National Service Corps would make possible but a few will suffice.

There is a severe shortage of personnel working with the mentally ill and mentally retarded. More than half the mental patients in State hospitals receive no active treatment of any kind for their illness. A proposal submitted by the head of a State mental hospital in Tennessee estimates that up to 25 percent of the hospital's 1,500 inmates might improve and be released if there were volunteers to give personal attention to their rehabilitation.

The Tribal Council of the Oglala Sioux on the Pine Ridge Reservation of South Dakota has stated that existing programs have only scratched the surface of their problems. Indian housing conditions are among the poorest in the country and they are anxious to improve them. The tribe provides building materials but they need people to teach basic construction skills. They also need people to teach methods of irrigation farming so that they can take advantage of an expensive, recently built, farm irrigation project that now lies idle. Their



project further includes the development of recreation programs and improved tribal administration.

The New York Board of Education has suggested several areas in which the services of volunteers working closely with students and dropouts are desperately needed. They could provide tutoring for those who are handicapped by coming from non-English-speaking or culturally deprived homes, and counseling for those whose emotional problems interfere with their studies. In this way they would help stem the tide of dropouts. An estimated 30 percent of the young workers entering the U.S. labor force in the 1960's will not have completed high school and our growing technology is seriously limiting the opportunities open to them.

The validity of the National Service Corps approach is illustrated not only by the enthusiastic response of individual communities but by the official endorsement it has received from concerned public and private bodies. So far 15 State Governors and the mayors of several of our largest cities have stated their approval.

The mayor of Newark, N.J., which it is my honor to represent, is strongly in favor of the plan and has a number of specific projects where volunteers could be used to great advantage. Some of the most prominent groups representing social services, churches, labor, Indians, teachers, students, senior citizens, and others have given their official endorsement.

The volunteers of the National Service Corps, while working with people in great need will achieve the three other goals of the Corps: to dramatize human needs, to motivate other citizens to give service, and to attract more Americans into the helping professions. In the words of the Attorney General, "the national service program will act as a catalyst to promote greater citizen effort toward the elimination of critical human needs." Though modest in size the National Service Corps would, by its work and its example, be an important step in resolving the paradox of poverty in the midst of plenty.

I urge your favorable consideration of this legislation which will help America meet the needs of this critical era in our history. Thank you.

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STATEMENT OF HON. EDWARD P. BOLAND, A REPRESENTATIVE IN CONGRESS FROM  
THE STATE OF MASSACHUSETTS

Mr. Chairman, it is a pleasure to offer testimony on H.R. 5625 that would establish a Domestic Peace Corps.

Also, I consider it an honor to join my voice with the many other voices that have expressed their enthusiasm for this bill before your committee.

Naturally, as a proponent of this piece of legislation, it is the opposition that baffles me. First, they cry the bill is too small to do anything; then, they worry about too much Federal intervention. Next, they claim it is too vague to achieve those ends it intends to, and some even advise us that those ends don't need achieving—that everything is just fine. Then, the final, famous, and usual cry: "Let somebody else do it." If the communities really need more local activity, let them foster it. Or why not the other Government agencies, many of whom already have Government programs in these areas and know the problems already?

Of course, each and every one of these arguments has its own separate answer but I think the three rebuttals that need to be emphasized are: that there is a tremendous need, that Federal participation can offer us certain advantages that no other type of operation can, and that the maximum amount of impact will be gained by a separate administrative unit, which will generate a special kind of esprit de corps.

Sometimes, it seems, it is hard for Americans to admit that there are areas and pockets of extreme need left right here at home. It was easier when considering a foreign corps to look at "the other guy," see his weaknesses and needs as so much more extreme than our own, and, then, offer our help. Moreover, that fact that it was easier to diagnose and minister to those abroad or outside our own borders does not in any way detract from the success of our foreign corps. It is our own best testimony that American idealism—young and old—and American willingness to help are two of our most valuable resources.

But it is time to use these same two resources at home. Recent and honest self-scrutiny has taught us that our prosperity is not as pervasive as we think and that there are groups and areas struggling in the wake of the Nation's



progress and only receiving scraps from its bounty. The President's Study Group for National Voluntary Service has published several small pamphlets that document this kind of need, but an article recently—"Unmet Need in a Land of Abundance," by Lenore A. Epstein—really brought home to me the implications of need and poverty.

I should like to include some statements from the article. For example, in education:

"It is estimated that, in the United States, 30 percent of the young workers entering the labor force in the 1960's will not have completed high school. Equally serious in an economy that has less and less place for workers without a high school education, almost a fourth of the youngsters now in the 12th grade have less reading ability than the average 9th-grade pupil."

On low income and poverty, the article pointed out that there were almost 33 million persons in the United States who lived in families where there was not even enough income earned to exceed the "taxable limit for income under Federal tax laws."

The article then asks, "Who are these 33 million?" and goes on to answer its own question:

"About half of them are city dwellers, and about a sixth live on farms \* \* \* almost three-fifths of the 33 million are members of large families (6 or more members). Probably more than a sixth are aged 65 or over. About half the total consists of children under age 18."

But low income is not simply one aspect of a life that can be overlooked when other aspects are fine; it is a condition—a pervasive condition—that permeates a life and has many facets and effects. It usually means little or no preventive medical care. In cities it means poor nutrition, overcrowded housing in rundown neighborhoods, with lack of privacy at home and lack of proper play space for children.

It often means pressure on the children or the mother to earn money to supplement the father's earnings, and, in this and other ways, can increase the probability of a child's dropping out of school before he finishes high school. It definitely means that there are almost one-half million mother-only families with children under age 6 and the mother working full or part time and leaving the children unsupervised. In fact, according to a 1958 survey, 400,000 children under age 12 were expected to take care of themselves while their mothers worked full time.

Moreover, poverty and low income, it has recently been discovered, have more sinister effects than appear on the surface. For example: "Among those 5 million persons who are considered as mildly retarded, there is a significantly higher prevalence in those population groups whose incomes are low, whose education is limited, and for whom prenatal and postnatal care is frequently inadequate."

All of these persons need services. Not that services are a substitute for a lack of income, but they can counteract some of its effects and, perhaps, break the cycle of poverty which often transmits itself through generations. In other words, there is room in all kinds of programs—public assistance, day care, child welfare, juvenile delinquency, special education for the retarded, regular teaching and tutoring—for aids, young and old, who approach their assignment with the proper spirit.

As to why the Federal Government should participate, I think there are several reasons. For one, 20th-century America is simply not organized in small cohesive communities where the best off feel responsibility for the less well off. There are bleak areas in both city and rural areas that are, as one article put it, "unleavened by middle-class families that have time for volunteer social work."<sup>1</sup> In addition, there are groups like the migrants, the mentally retarded, and the mentally ill for whom very few people, except those directly related (in the case of the latter two) feel any kind of responsibility. In some communities, programs are struggling to get started and staff themselves, but getting the kind of attention and publicity they need is an expensive and time-consuming proposition in itself.

A national operation would be able, by its very nature, to overcome these disadvantages. Working in conjunction with the rest of the Government agencies and being a part of the Federal Government, it would have by birthright a certain kind of perspective on national needs. Its projects and its purposes,

<sup>1</sup> "A Domestic Peace Corps," *Commonweal*, Apr. 26, 1963, pp. 131-133.



because part of a national endeavor, would automatically be the object of a certain kind of curiosity and publicity. And persons young and old, unsure about how to involve themselves in meaningful volunteer commitment, would have no trouble in contacting such a centralized and highly publicized group.

As for having a separate corps rather than several corps attached to different agencies, it seems to me clear that to distribute various corpsmen throughout the Government would just diffuse the potential impact that such a Service Corps might have.

I think the bill H.R. 5625 will achieve these purposes. Although it has been criticized for its vagueness, its present provisions foster a flexibility that will enable it to best accomplish its major goal, "to strengthen community service programs in the United States." After all, the variety of projects tackled will each present its own separate combination of challenges. The number of volunteers, the amount of money, equipment, and technical advice requested and needed to supplement the community's own efforts will differ in each case.

That this Corps should always operate on a local invitation basis seems to me imperative. Only this way can we be assured that it will be helping those communities who genuinely want help. Too, this type of provision insures that those communities that are inspired to emulate the National Service Corps projects, but without asking for help, will have this alternative protected.

My final word, naturally, is that I urge passage of this bill as quickly as possible. It is a good idea, a good bill, and is worthy of that kind of consideration and treatment.

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STATEMENT OF HON. ABRAHAM J. MULTER, A REPRESENTATIVE IN CONGRESS FROM  
THE STATE OF NEW YORK

Mr. Chairman, President Kennedy stated very explicitly in his youth message on February 14, 1963, that:

"The logic and value of a National Service Corps has been demonstrated by the work and success of our Peace Corps overseas. \* \* \* While admiring the work of these volunteers in carrying their skills and ideals to assist the needy in other lands, it is equally clear that the opportunities for service are also large here at home. Although the United States is the wealthiest Nation the world has ever known, the poverty of millions of our people, and the need for training, assistance, and encouragement in numerous corners of our country, from teeming slum areas to those depressed rural areas virtually bypassed by technological and economic progress, provide fertile fields for those citizens with the desire and ability to be of assistance."

I agree with the President. I think, however, the justification for a Domestic Corps—aside from the tremendous need—should be sought so much in the success of its foreign predecessor as in the inherent rightness of the idea it represents. That is: It is time for the Federal Government to give a boost of a very particular kind to the American volunteer social work tradition.

Why boost the American volunteer social work movement? Because the only reasons for not doing so are either that no need exists or that there is a better alternative. I would challenge anyone to assert that no such need for more workers in the social work fields exists. The need is blatant, and the question of its existence is simply not the issue. The issue is: Who is going to provide such workers? One small pamphlet recently published on the National Service Corps put it this way:

"Whether or not it is properly the business of the Federal Government to supply volunteers for local social service project, few persons question the value of work of this kind or doubt that more volunteers for it are needed." ("Domestic Peace Corps," Editorial Research Reports, No. 13, April 3, 1963, p. 255.)

The figures from the "Fact Sheet on Social Work Manpower and Social Work Education for 1962-63" describe just how severe this need is. In June 1962 2,318 students in the United States completed their social work education and received their master's degree in social work. Yet, the most careful estimates available indicate that upwards of 15,000 persons would have to be recruited annually to replace those leaving the field, to staff necessary expansion of existing services, and to man newly developing services. Moreover, this estimate does not take account of the full expansion of services that would be required by the rapid growth in population.

In addition, right now there are 10,000 current social work vacancies for which funds are available but for which qualified staff cannot be found.



There are no figures on how well volunteers are currently working to fill this gap. But when the President's Study Group for National Voluntary Service consulted State, county, and local officials and hundreds of organizations around the country, as well as the professional fields that would be most concerned with the use of volunteer workers, they not only got a response that expressed great interest but some organizations also submitted concrete proposals outlining projects where volunteers could be used.

For example, back in November, when the Domestic Peace Corps idea was first gaining ground, the mobilization for youth project on the lower East Side of Manhattan was asked for recommendations on whether and how they could use such volunteers. The directors replied that they could easily use as many as 30 Peace Corps Volunteers and said: "Almost any place you touch on our program you can find a use for Peace Corps men."

I think that it should be emphasized that the volunteers provided by the National Service Corps would be full-time volunteers. Most persons currently doing volunteer work are not full-time but part-time volunteers. This certainly is understandable in that for most volunteers, their volunteer work is only one item on a crowded schedule. But it also makes more attractive the idea of a Corps that would supply volunteers who could do what they do in the spirit of total commitment.

A director of mobilization for youth once again showed how this kind of commitment could be valuable. It would mean that these full-time volunteer workers could live with the people they were helping. He added:

"This way they would establish their own contacts and attachments—each within a different pocket of the neighborhood. We would want them to root themselves in the community, to understand and become part of its culture and climate."

He even concluded that this advantage of a Peace Corps man gives him a value in and of his own that is different from the professional worker who would not be willing to live in this manner.

I think another way to really appreciate the possible potential and value of a Home Corps to this country is to examine the alternatives. It has been generally admitted during the past few years by public welfare personnel that payments alone to the poorer part of our population are not enough. These people need rehabilitation to make a payment meaningful. We, as a nation, are coming to the point where our national conscience will not tolerate the mere transfer of money as an adequate method of improving the lot of the poor. We must provide the right social services to help people climb from the confusion and despair into which poverty has sunk them.

This could be done either by expanding our public welfare programs at a very high price to provide such services, or it can be done by enacting an idea like the National Service Corps, which would achieve many of the same goals, at a minimal cost. The special kind of commitment that characterizes such an effort is something that cannot be bought at any price, and yet is a tremendously valuable factor in the makeup of a program that aims at rehabilitation.

A most important consideration, of course, is how the potential volunteers and how the social work profession, in general, feel about the establishment of such a Corps. By now enough spokesmen have been heard from and enough surveys tabulated to make it possible to draw a fairly clear picture.

A recent publication of the President's Study Group, "Facts on the Proposed National Service Program," reports the following on a survey they conducted:

"More than 10,000 students at 65 colleges and universities replied to the questionnaires; 88 percent felt a national service program is desirable; 70 percent said they would join, or consider joining, such a program.

"Responses from over 4,000 senior citizens showed that 82 percent think the program desirable, and 57 percent said they would join or consider joining."

Not too long ago, the Social Welfare Assembly, speaking for the many groups that are its members, took a stand on the idea of a National Peace Corps. Cautious as they were in their statement, they explicitly and unquestionably endorsed the Corps. Their published position statement reads:

"The National Social Welfare Assembly believes that a National Service Corps under certain conditions can make significant contributions to the welfare, health, and education services of the Nation.

"We believe the National Service Corps should set forth sound goals which can be achieved. Under positive conditions the program will have significant value and merit \* \* \*."



Such support is valuable and should not be ignored.

I think we should be most encouraged and spurred to establishing such a Corps by the words of one of our fellow representative's daughters, Barbara Boggs, when she said the following in trying to capture the current mood of youth, and especially of those individuals in the organization she was discussing—the National Student Association. She described: “a growing willingness to act on social issues.” And mentioned: “The ‘good Joe’ idea, even the ‘ivory tower’ idea, is disappearing rapidly. There is a desire on the part of many college students to channel their new awareness into some type of socially worthy activity after graduating.”

This bill, H.R. 5625, would authorize \$5 million for the coming fiscal year. Although it is not specified in the bill, I understand that the goal is to get 1,000 persons at work by the end of fiscal year 1964, and perhaps, 5,000 by the end of 3 years. I agree with those who would keep the Corps small. It is highly desirable to use it as a catalytic agent rather than developing an army of workers upon which the whole Nation might ultimately depend. This latter development might also stunt the very kind of growth that it is trying to stimulate.

The provisions for the volunteers seem advisable, and the \$75 per month allowance, which had initially been considered at a figure less than \$75, seems fair. I understand that many have both speculated on and, then, argued about the contemplated length of the training period for these volunteers. In fact, the National Student Association representatives favored a 3-month training period like the foreign corps volunteers rather than the 1-month suggested by the President's Study Group. It seems to me that although the on-the-job difficulties of the foreign and domestic assignments will be equal, the preparation needed does not necessarily have to be. After all, this is America and the question of a new culture and a new language plus all the other general background information that can be helpful in this work will not need to be covered to the same degree as in a totally foreign land. Much that is known by any citizen will carry over although, naturally, particulars on different minority groups will have to be filled in.

I definitely favor also keeping the stipulation that no project be undertaken unless the local community has initiated the action and invited the Federal Government to come in. There is plenty of potential in this Home Corps and there is no point in stifling it by having it continually embroiled in disputes with localities claiming the Federal Government will try to impose its will on them. Also, to have the Federal Government force the issue is to deny the initial purpose of the legislation, which was to supplement, not coerce, local action.

I would like to conclude by saying that the time to pass this bill is now. The potential for social gains inherent in it is great, and the expenditure is small. I urge the early enactment of H.R. 5625.

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STATEMENT OF HON. CHARLES S. JOELSON, A REPRESENTATIVE IN CONGRESS FROM  
THE STATE OF NEW JERSEY

The success of the Peace Corps has proven the value of establishing national programs on the principle of volunteer work. There is an almost unlimited number of people willing to help those in need and they are capable of very great contributions. In organizing the Peace Corps we have drawn on this reservoir of manpower to help people of many foreign countries. It is logical that we should now draw on it to help us with our own very great domestic problems. H.R. 5625 to provide for a National Service Corps, gives us a means of doing this.

There can be no question of the need for more social work. An estimated 32 million Americans live on submarginal incomes. They suffer from inadequacies in education, health care, and living conditions and, as the President has emphasized, they must have “training, assistance, and encouragement” to help them improve their situation. The areas of need are numerous. They range from city slums to depressed rural areas and include many special groups such as migrant workers, Cuban refugees, and Indians on reservations. There is also great need among our many institution dwellers; the orphans and the elderly, the convict and the mentally ill or retarded. A few random figures will give some idea of the dimensions and variety of need.

In October 1960, 32 percent of the young people in the United States between the ages of 16 and 24 were not in school and had not completed high school. They are going out into a world of rapidly advancing tech-



nology where there is less and less need for the unskilled and the uneducated worker.

Many children are left to take care of themselves. There are now about 15 million children under 18 years whose mothers are working.

More than half of the mental patients in State hospitals receive no active treatment of any kind.

The average life expectancy of an American Indian is only 42 years. Their living conditions are among the worst in the country.

The average income of the migrant laborer's family is under \$1,000 and their children, forced to shift from school to school, are generally from 2 to 5 years behind the average child.

More than 165,000 Cuban refugees have migrated to this country in the past 2 years and among this group are 13,000 unaccompanied children.

Working to alleviate these and similar conditions are a dedicated group of professionals and volunteers. The purpose of the National Service Corps is not to compete with them but to supplement them. In the spring of 1960 there were 12,000 vacancies for professional workers and uncounted opportunities for volunteers.

The volunteer tradition is basic to the American principle of the individual's responsibility for his country. In the field of social work the volunteer can play a very important role and we must encourage him to do so. He can help to lighten the load of the professional but he is also valuable because, as a non-professional, he can approach problems from a somewhat different angle. In mental hospitals student volunteers working with just a few patients have been able to develop close personal relationships leading to remarkable recoveries. Volunteers are more willing to live in the communities (such as slum communities) in which they work, and thus become deeply involved in the problems they are working with. George Brager, a director of New York's Mobilization for Youth explains that his project has already started to employ nonprofessionals in social work jobs "because we have a basic need for the nonprofessional."

Brager's statement that "almost any place you touch on our program you can find a use for Peace Corps men" could be applied to the national scene. The Study Group has already received over 40 model projects from communities throughout the country and it is expected that once underway, the National Service Corps would receive many more requests for volunteers than it could supply. These requests cover a wide range of activities. Cities have asked for volunteers to serve as tutors for gifted children and for those who are falling behind or who have dropped out and want to return to school. An Indian tribe has asked for volunteers to help them improve their living conditions and organize their tribal government. Mental hospitals have asked for volunteers to work with their patients. A project to help California migrant workers asks for education aids, health aids, and community development aids. The wide response from local agencies to the idea of a National Service Corps shows both the need for such a program and the confidence these experienced agencies have in the work of the volunteer.

The National Service Corps would be a small and inexpensive program, closely tied to local needs and initiative but its work would be of national import. It would make a valuable contribution to the welfare of the Nation's needy both in itself and by its example. Being a national program it would be able to inspire and organize volunteer effort as a local agency cannot. The Study Group points out that until now many Americans have had "a desire to serve but no clear path to meaningful volunteer commitment." H.R. 5625 provides the path. It calls national attention to the need and would serve as a rallying force for volunteer effort. Dean Munroe, of Harvard, has noted that this generation of college students is social-service minded. The Corps would give them a way in which to carry out their desire to serve. Many older retired people would also find, in the National Service Corps, a way to contribute the experience they have gained over the years. As President Kennedy said in his message to Congress on February 14:

"The National Service Corps \* \* \* is designed for those citizens of every age, young and old, who wish to be of help—whose present skills, jobs, or aptitudes enable them to serve their community in meeting its most critical needs, and whose idealism and situation in life enable them to undertake such an assignment on a volunteer basis."

The National Service Corps, by providing minimal subsistence, will make it possible for many of these people to volunteer. Many young people, on leaving school or college, though anxious to serve the world they live in, feel that they



can no longer ask for their family's support. The financial provisions of H.R. 5625 give them the necessary independence.

It has been argued that it is the glamour of foreign lands which has attracted Peace Corps volunteers, and that there would be little interest in a domestic project. The figures, however, do not support this statement. A survey of over 10,000 college students showed that 88 percent felt a national service program was desirable and 70 percent said they would join or consider joining. A similar survey of more than 4,000 senior citizens showed 82 percent in favor of such a program and 57 percent ready to join or consider joining. The enthusiastic response to these surveys shows that it is not the interest that is lacking, but the organization and this is exactly what the National Service Corps would provide. It would recruit and train volunteers and place them at the service of the communities that needed them.

The National Service Corps is a program of very modest size (envisioning a maximum of 5,000 volunteers) and the work it does in individual communities will constitute only part of its contribution. The Study Group has said:

"The major value of a national service program resides in its exemplary nature and the extent to which its performance helps generate more powerful local attacks on the problems of our people \* \* \*. Both the corpsmen, by their service, and the communities, by their display of concern, can serve as examples to the Nation \* \* \*. A national service program must be considered as a fuse. When lit, it can explode the latent desire of the American citizen to help out his countryman."

This has already begun to happen. Two communities that submitted model projects have reported that when local newspapers carried stories on their proposed projects, they were immediately swamped with volunteers willing to contribute their time even if the projects did not become part of a national service program. States and even communities have considered creating local service corps on the lines of the proposed national one and are looking to it for guidance. The creation of a National Service Corps would give impetus to the formation of these local ones, and thus enlarge the volunteer movement. It would also inspire the development of more community projects by demonstrating what can be done and how it can be done.

In addition to both directly and indirectly enlarging the number of volunteers in social work and the scope of their projects, the National Service Corps would tend to increase the number of persons entering the service professions. Volunteers will become aware of the very severe shortage of personnel in such fields as medicine, nursing, teaching, and social work. Their year of volunteer service may well give many the desire to continue their much needed services.

It is within our power to light the fuse that will set off a great development in volunteer work in areas of social need. It is our responsibility to light it.

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STATEMENT OF HON. HARRIS B. McDOWELL, JR., A REPRESENTATIVE IN CONGRESS  
FROM THE STATE OF DELAWARE

Mr. Chairman, as we consider this National Service Corps legislation, we would do well to dwell for awhile on the success of the Peace Corps which today is everywhere acknowledged. Even its strongest critics at the time it was under consideration by the Congress have become its friends and supporters in the light of its accomplishments in scores of nations around the world. It has done much to overcome the image of "the ugly American," and it has done so because it has enlisted the dedication and the idealism of the American people.

Attorney General Robert F. Kennedy has described this National Service Corps bill, which I have cosponsored, as "a call to service. It is a challenge to people of all ages to follow the example of those in the Peace Corps—to serve their Nation by helping other citizens to help themselves."

A Cabinet Committee was appointed by President Kennedy to study the feasibility of a Domestic Peace Corps. This Committee was made up of the Secretaries of Agriculture, Commerce, Labor, Interior, and Health, Education, and Welfare. The Administrators of the Housing and Home Finance Agency, and Veterans' Affairs, and the Chairman of the Civil Service Commission were also included.

The areas which needed the kind of service which such a Domestic Peace Corps could give included millions of Americans living in city slums, and the depressed areas of Alabama, Kentucky, West Virginia, and Pennsylvania.



Mental health, mental retardation and other factors have blighted the lives of millions and here the National Service Corps could make a definite contribution, just as it could to the lives of the more than 400,000 domestic migratory workers.

Our country has a continuing problem with illiteracy and many other matters.

The Attorney General has summed up the case for this legislation in these words:

"In the same way that thousands of our people have volunteered to serve in remote, dangerous and almost unknown corners of the world, we are convinced that Americans are equally willing to take on the toughest jobs in this country, whether in a city slum, an Indian reservation, or a mining town."

It is my belief that desirable as placing a man on the moon may be, we must also be concerned with the basic strengths of our Nation, and with the further economic growth and development of our people here on earth.

The Peace Corps, our defense systems, the man-in-space programs are our sword and our shield. However, we cannot rest while poverty and want continue to oppress millions of Americans.

We must do everything we can to aid those who need aid, those who, to quote from the President's letter transmitting this legislation to the Congress " \* \* \* live below minimal levels of health, housing, food and education—in the slums of cities, in migratory labor camps, in economically depressed areas, on Indian reservations. In addition, special hardships are faced by our senior citizens, dependent children, and the victims of mental illness, mental retardation and other disabling misfortunes."

Much of the one-third of the Nation over which President Franklin Delano Roosevelt expressed such deep concern in the 1930's still is in need of aid and assistance, is still suffering from dire deprivation alongside great and growing wealth, despite 8 years of so-called Republican prosperity under President Eisenhower.

We cannot rest on our oars or our laurels, no matter how great and glittering our achievements are, while these problems of our millions of underprivileged stalk amongst us in our so-called affluent society. We must not become calloused, as some other nations and societies have been, to those who suffer the hardships of unemployment and underemployment, and those who daily face hunger, poor housing, and other deprivations often near ostentatious displays of great wealth.

I am, therefore, pleased to support the legislation being considered by this subcommittee, and hope you will favorably report it in time for consideration by this Congress during this session.

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STATEMENT OF HON. NEIL STAEBLER, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF MICHIGAN

Mr. Chairman and members of the subcommittee, thank you for the opportunity of presenting a statement in support of H.R. 5625, a measure which would establish a National Service Corps.

That there is a need for such a program in Michigan is evident in the response to the President's Study Group on a National Service Program, which has two fully developed project models in Michigan. One is a project to aid the mentally retarded in Detroit, and the other is with the Retired Workers' Center of the United Auto Workers' Union. It has further received requests from Ann Arbor, St. Joseph, and Traverse City for projects to work with migrant farm laborers and their children. Van Buren County has requested volunteers to work with the residents of its urban slums.

The Honorable Jerome P. Cavanagh, mayor of the city of Detroit, warmly endorses the bill. He has listed a great many needs which could be met by a National Service Corps in urban areas. Among these are the following: Supplementing existing teaching programs, particularly with adult illiterates and retarded children; programs for children of families on welfare; organizing volunteer units for hospitals and nursing homes; nursery programs for underprivileged children; aiding through work programs in the probation periods of juvenile delinquents; preventive work with first offenders; work with the



physically handicapped; and so on. Mayor Cavanagh sums up his attitude toward the National Service Corps in the following paragraph:

"I wish to emphasize \* \* \* my unequivocal support for the National Service Corps to augment and broaden existing programs in urban areas. The unfinished business of our society; namely, the disadvantaged of our cities and rural areas, requires such a broad gaged, well-considered program if we are to solve these problems."

At this point I would like to include in the committee's records the full text of a letter from Mayor Cavanagh to Attorney General Robert F. Kennedy on the National Service Corps, along with an accompanying memorandum.

CITY OF DETROIT, December 31, 1962.

Mr. ROBERT KENNEDY,  
Attorney General,  
Department of Justice, Washington, D.C.

DEAR MR. KENNEDY: I appreciate the opportunity to comment on the National Service Corps proposal and its importance to the city of Detroit.

With the assistance of my staff, I have prepared the enclosed evaluation of the program as it affects the city. The Detroit public school system and private agency representatives, as well as members of city departments, have given us the benefit of their thinking on this important proposal.

It must be noted that there has already been some confusion in the reporting to the public on this proposal as to the role of voluntarism in America, as well as the effect of the National Service Corps on such important pending legislation as the Youth Employment Opportunities Act. To obtain appropriate support, this confusion must be eradicated, and the goals of the National Service Corps must be clarified.

I wish to emphasize, however, my unequivocal support for the National Service Corps to augment and broaden existing programs in urban areas. The unfinished business of our society; namely, the disadvantaged of our cities and rural areas, requires such a broad gaged, well-considered program if we are to solve these problems.

The attached memorandum spells out some of the problems that must be considered prior to submission of this legislation to Congress. It also details some of the programs that we believe would be appropriate under the National Service Corps.

Please be assured that the administration of the city of Detroit is willing to take the lead to coordinate activities and formulate programs for this community.

May I commend you for your support of this important program, and I trust that some of the suggestions will be incorporated in your legislative proposal.

Very truly yours,

JEROME P. CAVANAGH,  
Mayor, City of Detroit.

DECEMBER 31, 1962.

To: Mr. Robert Kennedy, Attorney General of the United States.

From: Jerome P. Cavanagh, mayor of the city of Detroit.

Subject: National Service Corps proposal.

#### I. AREAS THAT NEED RESTUDYING

A. Clarification of the difference between the Youth Employment Opportunities Act and the National Service Corps.

1. Types of personnel: It is our understanding that the Youth Employment Opportunities Act will serve out-of-school unemployed youth, age 16 to 21, and will provide them with work and training opportunities. The National Service Corps will use as personnel those already professionally trained or skilled, or capable of being so trained.

We recommend that the volunteers in the program be at least 21 years of age and college graduates or possess a high level of special skills. We suggest that an excellent source of personnel would be retired senior citizens who could bring to the program the special skills and/or training that they have accumulated during their work years.

If those under 21 be included in the program, they should be a separate category, where their work would be a part-time or vacation supplement to an existing college program and provide on-the-job preparation for professional



training. It is our belief that youth having the special aptitudes required for this type of position should acquire college and even graduate training to acquire essential skills in these jobs. Therefore, we question setting the age lower than 21, except under these special circumstances.

2. Types of jobs to be performed: The Youth Employment Opportunities Act will provide training opportunities that will prepare youth for jobs in our economy. The National Service Corps will provide opportunities for people to prepare for semiprofessional or professional jobs working with the disadvantaged in our cities and rural areas. The long-range purposes will be to encourage continued voluntary service and to prepare for full-time professional or semiprofessional service to those critically needing service. It is conceivable that volunteers under the National Service Corps can act as leaders to those working under the Youth Employment Opportunities Act.

B. Clarification of the objectives of the Urban Service Corps: The purpose of the Corps must be clearly spelled out to indicate what types of jobs and at what level (namely, professional or semiprofessional) the workers in the National Service Corps would be performing.

(The types of public service jobs as designated under the Youth Employment Opportunities Act are not the type of jobs that the National Service Corps would be performing.) The objectives should clearly be spelled out to provide opportunities for leadership and assistance and to help slum areas and other disadvantaged people to help themselves. We see the National Service Corps as providing leadership to other volunteers rather than performing actual work service projects.

C. Training period: Since the work outlined will require a high degree of skill and understanding, and since many of the National Service Corps personnel will be middle class in their orientation, it is recommended that a training period longer than 4 weeks be established. It is recognized that if the volunteers are already trained professionally or possess a high level of skills, a concentrated 4-week program would be adequate, but the requirements for entry to the Corps would then have to be more carefully spelled out.

D. Graduate programs: If we are correct in interpreting the National Service Corps as a means of stimulating both expanded volunteer services in the urban area and expanding the number of persons training for professions that serve the disadvantaged in our core cities, we must recognize that the existing graduate schools for special professional training are operating at capacity and need Federal assistance to expand their training facilities. In order to avail themselves of the increased numbers of young people who would be interested in training to work in these areas, we should establish in conjunction with the National Service Corps expanded opportunities for graduates to acquire professional training in these important areas. We might also consider expanding field training for graduate students in professions other than teaching and social work as part of the supplementary training for graduate degrees.

E. Supervision: Since the volunteers would need supervision, it is essential that trained personnel be provided to direct the National Service Corps volunteers. They would have to be under the direction of trained personnel, either under existing voluntary services or existing governmental administration. The supervision should be clearly spelled out in the legislative proposal.

F. Existing volunteer services: The need for expanding volunteer services should be clearly spelled out, and provisions should be made to provide leadership and direction by National Service Corps personnel to existing and/or new voluntary programs in urban areas.

G. Youth Employment Opportunities Act: We wish to reiterate that the National Service Corps in no way eliminates the need for the Youth Employment Opportunities Act.

## II. THE TYPES OF PROGRAMS THAT WOULD BE SUITABLE FOR NATIONAL SERVICE CORPS VOLUNTEERS IN URBAN AREAS

A. Provide direction to Youth Employment Opportunities Act workers in such programs as neighborhood conservation.

B. Perform teaching functions to supplement existing service in schools.

1. For adults and older youth who are functionally illiterate and are unable to obtain employment because of their lack of basic reading, writing, and ciphering skills, and to upgrade their learning ability to make them eligible for retraining under the Manpower Development and Training Act of 1962.



2. For elementary and secondary schoolchildren who are retarded in reading and arithmetic who have sufficient intelligence to permit them to read at normal grade level. A program to provide concentrated service to increase their motivation toward learning and their acquisition of these essential skills.

C. Programs for children whose families are on public welfare or who are otherwise deprived to improve their motivation, self image, and comprehension of opportunities in the world.

D. Sheltered workshops to produce essential equipment for the foreign Peace Corps using skilled retirees to direct youth in on-the-job training situations. (Youth being trained under the Manpower Development and Training Act who would be receiving their pay under MDTA could be directed by skilled retirees, foremen, and craftsmen.

E. Organization of volunteer units for hospitals and nursing homes. The National Service Corps volunteers would provide direction and programing for volunteers in the community.

F. Staff community health programs for mentally disturbed and mentally retarded and provide assistance for mental hospitals and mentally retarded institutions.

G. Provide nursery and preschool programs for the culturally deprived youngsters to expand their self-images and to assist them in their adjustment to regular school attendance.

H. Staff day nursery programs to care for children under privately administered, properly licensed day nursery programs while their mothers are being trained for employment to provide supervision and direction and extracurricular programing for National Service Corps volunteers under the Youth Employment Opportunities Act.

I. Establish group work programs to supplement existing probation service to delinquents and youthful offenders.

J. Provide group work programs for first offenders and youth in trouble with schools and police, prior to court contacts, to work with youth and their families to prevent their becoming habitual delinquents.

K. Work with church groups and ministers to provide assistance in setting up children and youth programs, programs for senior citizens, and other similar programing for the city.

L. Direction to the meals on wheels program (Youth Employment Opportunities Act workers might prepare the meals to shut-ins, disabled senior citizens, and others who are chronically or critically ill).

M. Assist in staffing centers for senior citizens.

N. Use agricultural extension services in teaching groups of culturally deprived citizens a knowledge of marketing, home economics, budgeting, home care, child care, and other essential information.

O. Expand programs for the physically handicapped.

P. Provide workers to expand recreational programs for children and youth to increase the use of recreational programs by hard-to-reach and problem youth.

Q. Provide staff leadership to block clubs, neighborhood councils, and tenant organizations in housing projects under the direction of skilled community organization personnel.

R. Expand library programs, particularly to encourage young children and youth in the use of reading materials, using existing recreational and school facilities.

Detroit is an example of a city working hard to cope with its own problems such as a large influx of population to the city's central core, a sharp rise in its school-age population relative to its tax base, and hard-core unemployment. Detroit recognizes, in addition, its need for outside help. A national service program would fit in well with this needs; it would provide direct assistance and it would enable, through guidance and organizational work by Service Corps men, the use of personnel not now usable.

There are, then, pressing needs which are not being met by existing Federal, State, or local programs and could be attacked by a National Service Corps. I strongly urge the passage of this act.

(Whereupon, at 12:30 p.m., the committee recessed, to reconvene at 10 a.m. on the following morning, Thursday, July 18, 1963.)



## NATIONAL SERVICE CORPS

THURSDAY, JULY 18, 1963

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

The committee met at 10:10 a.m., pursuant to recess, in room 356, Cannon Building, Hon. Frank Thompson, Jr., presiding.

Present: Representatives Thompson, Sickles, and Griffin.

Staff members present: Robert E. McCord, director, and Mrs. Mary Corbin, clerk.

Chairman THOMPSON. The subcommittee will be in order for further hearings on the bill H.R. 5625 and/or bills relating to the establishment of a National Service Corps.

Our first witness this morning is Mr. William C. Fitch, executive director of the National Retired Teachers Association and the American Association of Retired Persons.

Good morning, Mr. Fitch. It is nice to see you.

Mr. FITCH. Good morning.

Chairman THOMPSON. You make yourself at home there and proceed as you wish, please.

### STATEMENT OF WILLIAM C. FITCH, EXECUTIVE DIRECTOR OF THE NATIONAL RETIRED TEACHERS ASSOCIATION AND THE AMERICAN ASSOCIATION OF RETIRED PERSONS

Mr. FITCH. I think to save time, I have a rather short statement, and I think I will read it, and then be ready for any questions that you may have afterward.

Chairman THOMPSON. Fine.

Mr. FITCH. My name is William C. Fitch. I am executive director of three affiliated nonprofit, nonpolitical organizations of older persons; the National Retired Teachers Association, the American Association of Retired Persons, and the Association of Retired Persons, International. We have a combined paid membership of over 700,000.

I welcome this opportunity to appear before your committee to encourage favorable action on H.R. 5625 and the other bills that have been introduced to provide for a National Service Corps.

The concept of a Senior Service Corps for volunteer service was unanimously endorsed by our associations in our last convention in Denver, Colo., on May 30, 1962—almost a year before you introduced your bill. Our associations believe in the dignity, independence, and purpose for individuals of all ages, and that our function is to serve, rather than be served.



I shall not repeat the purpose of the act or list the types of projects that might be undertaken upon local invitation by the National Service Corps. These are well stated in the bill and are known areas of local, State, and national concern.

Our associations cooperated with the Study Group that surveyed the feasibility of a National Service Corps. The questionnaire prepared by the group was distributed to a cross section of the members of our State and local groups, and among the officers. The 800 replies indicated that approximately 80 percent favored the concept of a National Service Corps and 48 percent of the responses offered to serve in the Corps, if it were created and they met the qualifications.

Last year over 600 applications were submitted by our members to the Peace Corps. At that time many who felt they could not serve overseas expressed the hope that such a service might be established at home where they would be happy to volunteer.

Among the areas identified for possible projects is that of care and rehabilitation of the elderly. We believe sincerely that the potential resource for community service among older persons has not been recognized and that many older volunteers are uniquely qualified to volunteer to work with their contemporaries. They are frequently better able to communicate with other elderly individuals than younger persons.

The shocking statistics of older persons being admitted to mental institutions who could have been salvaged by available services and understanding care, the tragic reality of rehabilitating mental patients who must remain in the institution or retreat into darkness because there is no place for them in their community, are immediate situations which the National Service Corps could relieve or eliminate.

We have been approached by administrators of correctional or penal institutions to explore the possibility of private citizens—mature persons—who could work with inmates about to be paroled or returned to society. There is a great unmet need for individuals in the community to whom they can turn, individuals who would be interested, understanding, and trained to assist in social rehabilitation.

There are many other areas that are not presently included in the proposed legislation where cooperating with local organizations the National Service Corps could extend the effectiveness of a program to meet an emergency or crisis that cannot be covered by existing staff.

H.R. 5625 is very specific in stating that no project would displace regular workers or duplicate or replace an existing service in the community.

By their efforts and example, more citizens would be motivated to volunteer their services and, once shown the way, communities would be prepared to accept the long-range responsibilities for the problem.

The greatest misconception that we have encountered regarding the National Service Corps is the fear that some unnamed do-gooder would suddenly descend on a community and initiate a program that would compete or conflict with an ongoing service. It has not been emphasized enough that a project would be undertaken only upon local invitation and in cooperation with interested governmental and non-governmental agencies.

There has also been the expressed concern that, once begun, the project could not or would not be terminated. Again it would be under-



stood that these are short-time projects and that the corpsmen are being recruited for a limited time.

There are several technicalities in the bill with which I would take exception for the sake of consistency of purpose and philosophy.

I believe that qualified individuals would gladly serve on the Advisory Board without compensation. The suggested rate of not more than \$75 for each day not to exceed 20 days does not appear to be equitable in the light of the amount of adjustment allowance at a rate not to exceed \$75 for each month of satisfactory service to which each corpsman is entitled.

It would be our suggestion that appointments to the board to be known as the National Service Corps Advisory Council should be made within the categories stated in the bill—but also on a bipartisan or nonpolitical basis.

Many persons have mistakenly referred to the corpsmen as volunteers and have drawn an unfair parallel with the existing volunteer service programs which do not reimburse the individuals for their travel, living allowances, housing, equipment and other necessities for their maintenance and to insure their health and their capacity to serve effectively.

The corpsmen will be invited into situations that have either not attracted volunteers or where patterns will be established for others to follow on a volunteer basis or otherwise, depending on the community appraisal of the project and available funds to support paid staff. There is a need to appreciate that the National Service Corps does not propose to reimburse individuals for work presently being undertaken by volunteers.

Perhaps no single bill before the Congress can do more to stem the tide of human erosion than the program that has been proposed by the National Service Corps.

It is the fervent hope of our associations that H.R. 5625 will be enacted into law during this session of Congress. Our staff and members are prepared to do everything possible to implement the legislation and to serve wherever needed and invited.

Thank you.

Chairman THOMPSON. Thank you very much.

Mr. Griffin, do you have any questions?

The language to which you refer on page 3, namely the suggested rate of compensation, is in the legislation because this is the usual language included wherever there is a group of this type established. I agree that taking this \$75 vis-a-vis, the monthly termination rate for corpsmen, would obviously be unfair, and if we could make that clear in the report, or modify it in some way, we would be glad to do it.

That is a good suggestion, but I just wanted to mention it.

Mr. FITCH. I think I feel so deeply that most of the people who are aware of the program would be delighted to turn the \$75 back, or would be happy to serve without compensation.

Chairman THOMPSON. I am sure that that is so. We have a great number of persons serving the Federal Government through its committees and so on, to whom \$75 really means nothing, and it isn't important.

What would I think about the suggestion, Mr. Fitch, which has been rather repeatedly made, that this legislation should in the manner



in which the Senate has done it, include language requiring consultation with the Governors of the several States? In other words, the Senate version, the subcommittee version, which I don't have at hand, says in general that there shall be consultation with Governors, and Governors shall be apprised, at least, or have something to say about projects going into their States.

Mr. FITCH. I think this may have some merit, but I would hope that it would not be a barricade to overactivity in some of the larger metropolitan areas. I think this—

Chairman THOMPSON. In other words, you would want the Governor consulted, perhaps, but not to give him the veto power?

Mr. FITCH. I would feel strongly that he should be kept advised, and I think for the most part, he would be interested in a balanced program, but I would rather not have the veto power in that one spot.

Chairman THOMPSON. Would you feel more comfortable if this were administered by a head of the whole organization, director, for instance, responsible directly to the President, or would you rather see an intervening commission to whom or to which he would be responsible?

Mr. FITCH. Well, I am inclined to think whichever will move it farthest the fastest. I have a feeling that at the outset, that this was not important. I get a little concerned because I am afraid we are going to be bogged down with some of the technicalities and we are losing sight of the purpose to be served.

Mr. McCord knows that I have in some other programs favored an independent commission. I haven't felt that way about this, necessarily, because I felt that there are built-in safeguards in the language of it, in terms of the invitation to come in, and the length of service of some of the assignments. I think that some of these safeguards are there already, where you would not necessarily have to have a separate agency or commission to handle it.

Chairman THOMPSON. Well, I do think that if time is of the essence, and I feel that it is, that certainly the commission wouldn't be the fastest means by which to get things done.

Mr. FITCH. That is right.

Chairman THOMPSON. To get a consensus from a five- or a seven-member commission is sometimes a difficult thing.

Mr. FITCH. That is right.

Chairman THOMPSON. Whereas, if you have a director responsible only to the President, give him reasonable and broad powers, keeping in mind that you can always call him back and alter those powers, I think that that would suffice.

Mr. Sickles, do you have any questions?

Mr. SICKLES. I have no questions.

Chairman THOMPSON. Thank you very much.

Mr. FITCH. Thank you, Mr. Thompson.

Chairman THOMPSON. Our next witness this morning is Father James L. Vizzard, of the Society of Jesus, who is director of the National Catholic Rural Life Conference.

Father.

I might comment, Father, that I saw your article in the Sunday Visitor. I enjoyed it, very much.



STATEMENT OF FATHER JAMES L. VIZZARD, S.J., DIRECTOR OF  
THE WASHINGTON OFFICE OF THE NATIONAL CATHOLIC RURAL  
LIFE CONFERENCE, WASHINGTON, D.C.

Father VIZZARD. Thank you. That gives me an opportunity, if you like, to read into the record a letter I received in regard to that article, before beginning my formal statement.

Chairman THOMPSON. Please proceed as you like.

Father VIZZARD. This letter is signed by Mrs. Elizabeth Carter, St. Elizabeth's Home for the Aged in Belleville, Ill.

She says:

DEAR FATHER: I am reading your wonderful article in the Sunday Visitor on sharing talent and abundance at home. I hope it will be the means of many sharing the goods God has given them with the poor.

I hope that you will keep on writing on this subject, so as to reach all Catholics to do their duty in the corporal and spiritual works of mercy.

Enclosing a small sum—

and she enclosed a dollar bill.

I think that this spontaneous reaction is authentic, and represents the way many American citizens feel about this proposal.

Chairman THOMPSON. I do, too.

Father VIZZARD. Mr. Chairman and members of the subcommittee, my name is Father James L. Vizzard, S.J. I am director of the Washington office of the National Catholic Rural Life Conference at 1312 Massachusetts Avenue NW., Washington 5, D.C. Today I speak not only for the conference but also for the Bishops' Committee for Migrant Workers, and the Bishops' Committee for the Spanish Speaking.

Mr. Chairman, I would like to begin my testimony by presenting a policy statement officially adopted last month at a regular meeting of the board of directors of the National Catholic Rural Life Conference. Anticipating this hearing, the conference prepared and approved the following statement:

A legislative proposal which deserves support is that which is currently being called the Domestic Peace Corps, or, more technically, the National Service Corps. The overseas Peace Corps, when first proposed, was thought by some to be impractical. The fact is that the Corps is now considered a success even by many of those who first opposed the idea. Volunteers by the thousands—young men and women, and a few not so young—are living and working in hundreds of cities, villages, and rural areas of the world, bringing help and hope to countless "small" people who had been trapped in age-old poverty and misery.

If nothing else, the Peace Corps has proved the readiness and capacity of the young and youthful spirited of this country to give generously of themselves in service of people in need. It is now felt that this same generous spirit should be challenged by the urgent needs of millions of our fellow citizens, particularly migrant workers and those trapped in depressed rural areas.

We should point out here that in some of the most distressed areas of our country there already are hundreds of volunteers under religious auspices doing work very similar to that proposed for the National Service Corps. Noteworthy among these are the extension volunteers sponsored by the Catholic Church Extension Society. The development of the National Service Corps would benefit from the experiences of this dedicated handful of volunteers already in the field.

It should be emphasized at the outset that as made clear in the wording of the proposed legislation for the National Service Corps, volunteers would not and should not come into a community as unwanted intruders. Neither would their activities compete with or supplant programs of aid already conducted by local charitable and welfare organizations. A Service Corps project would be undertaken only at the invitation of the responsible authorities of the local



community, and would be carried out in cooperation with the established agencies both public and private.

The tasks to which National Service Corps volunteers could be assigned in helping migrants are almost endless, and all of them are urgent. The corpsmen, for example, could help expand educational services and opportunities for the children of migrant families. Corpsmen would help by tutoring, by seeking out the children and getting them to the proper classes, and by keeping records on the children as they move.

Although many communities now furnish health services for migrant workers, doctor and patient do not always get together. Corpsmen would inform the migrants of health programs, clinic schedules, and the importance of taking advantage of immunization programs.

Corpsmen could also work on housing conditions in the camps. They could conduct self-help sessions in cleaning and painting, work on improving sanitary facilities. Another element missing from the migrant labor camp is a proper facility for recreation. Corpsmen could build children's playgrounds at the camps and organize adult recreation programs. They could man day-care centers for children while the parents are working.

In every project involving migrant workers and their families, one of the most important jobs for corpsmen would be to bridge the gap between the migrants and the communities the workers pass through.

The tasks outlined for National Service Corpsmen in migrant labor camps, as well as in other areas of need, are difficult ones; the jobs lack the glamour of Peace Corps assignments in foreign lands. Yet these jobs must be done. Satisfying the needs of these desperately poor people would be a most direct answer to the demands of justice and love. In modern America there are hardly any other such clear opportunities to fulfill Christ's injunction to feed the hungry, clothe the naked, and comfort the afflicted.

There is one specific recommendation we would like to make on the use of certain National Service Corps volunteers for work in the chronically distressed rural areas.

We suggest that one of the ways in which the Corps could serve most effectively would be to train a certain number of volunteers to expert knowledge about:

- (1) The programs and funds already available to meet some of the needs of these people;
- (2) The techniques for developing projects which will merit and receive support under these programs; and
- (3) Methods for identifying and developing local leadership and of mobilizing community efforts in such projects.

The reasoning behind this proposal is as follows: State and Federal legislation, most of it recent, has created a number of valuable tools which are waiting to be used to the benefit of distressed areas. But many of these tools lie unused or inadequately used because at the community and grassroots level, where ultimately action must take place, there is little awareness of the availability of the tools or confusion and dismay at their very number and complexity. In the absence of local knowledge and initiative, Washington-based administrators with good programs and adequate funds can do little or nothing.

Our proposal, then, is that a certain number of National Service Corps volunteers, after thorough briefing and training in the above three areas, be sent into the communities and among the peoples where they can inform, interpret, and serve as catalysts and coordinators for both individual and community improvement under legislative programs already in existence. In fulfilling this role the volunteer will almost certainly discover that not every needed tool has been provided and through experience will be able to make recommendations to the appropriate legislative and administrative bodies.

I am sure it will be of interest to the subcommittee to know that the National Catholic Rural Life Conference is not the only Catholic organization which has endorsed the National Service Corps proposal. This legislation has also won support from the National Catholic Welfare Conference, the National Conference of Catholic Charities, the Bishops' Committee for Migrant Workers, the Bishops' Committee for the Spanish Speaking, the National Council of Catholic Men, the



National Council of Catholic Women, and the National Federation of Catholic College Students.

There are several points in the conference's policy statement on which I would like to comment and expand. The first is on the need for the National Service Corps.

Limiting myself to those areas in which the conference has the most direct interest and competence, it is overwhelmingly obvious to us that migrant and seasonal farm labor and the chronically depressed rural areas need the kind of help that the National Service Corps could provide.

In these groups there are millions of Americans whose standards of living are tragically lower than those which most other U.S. citizens enjoy. Their litany of hardships and deprivations is long and depressing. It includes a truly most urgent need for help in health, education, housing, recreation, day care for children, job training, citizen participation and financial counseling. The services and opportunities which most of us take for granted are almost wholly lacking for these poor people.

The second point I wish to emphasize is that these needs are not being met, or at least not being met anywhere near adequately, by programs now operating under Government or private sponsorship.

For the most part, migrant workers and those who live in the depressed rural areas have been the "unreachables." They are the forgotten Americans who live lives of poverty and misery off the beaten track where most of us cannot see them and realize their need.

Unless a special program be designed, such as the National Service Corps, to reach out and meet them, to help them in their very great and specific needs, they will remain for decades to come in unrelieved and deadening poverty. Not having any shoes, figuratively and often literally, they cannot pull themselves up by their own bootstraps.

Furthermore, if these needs are being met by existing efforts, why is it that practically every welfare and service agency in this country has emphatically asserted the necessity for a National Service Corps?

During recent months the question has been asked whether there will be enough capable volunteers to staff the Corps. I think the success of the oversea Peace Corps in recruiting volunteers answers that question.

Moreover, many surveys, including my own, indicate that the well of generosity and the desire to give selfless service has as yet been hardly tapped in this country. There is every reason for confidence that if this legislation is approved the problems will not be too few volunteers, but too many.

Others have questioned whether the contemplated maximum of 5,000 volunteers might not be only a drop in the bucket compared to the extent of the need. But one of the key concepts of the present proposal is that the Corps would act as a catalyst and, as we know from chemistry, even a drop of the right catalyst can produce a significant change in a great mass of inert solution.

It can reasonably be expected that the Service Corps would dramatize the unmet needs, would illustrate how volunteer workers can help, and would motivate and encourage others to contribute their services on a full- or part-time basis. I am sure that by the inspiration and example of the Service Corps private agencies and Government pro-



grams would find themselves much strengthened by the influx of new blood and new ideas.

During the months that the National Service Corps proposal has been discussed, I have heard only two presumably serious objections raised against it. The first is that such a program would be an unwarranted Federal intrusion into areas which are essentially the concern of the States and local communities.

But as specified in the very wording of this proposed legislation, the Corps would take on a project only where it was invited to work, only when the community asks for help from the outside. The Corps would not supplant or compete with local or State agencies, whether public or private, but rather would work with them at their invitation.

The Corps would consider its job done and would move out when the local agencies, through strengthened programs and facilities and with increased local volunteers, could take over the project itself.

The other objection seriously raised I cannot take seriously at all. Some critics have said that the program would cost too much, that we cannot afford it, especially in the year of a proposed tax cut.

I wonder if these critics really know what they are saying. The proposed first year cost of the Corps is \$5 million. That amounts to less than the price of a cup of coffee per year for each U.S. citizen. It seems almost superfluous to have to suggest to the economizers that a nation which spends billions on foreign aid, and rightly so, can afford the price of a cup of coffee for the desperate, unmet needs of millions of fellow citizens.

Thank you, Mr. Chairman.

Chairman THOMPSON. Thank you, Father.

Mr. Griffin?

Mr. GRIFFIN. Father, I wonder what catalytic agent there is about or in the Federal Government which is going to attract so many volunteers that isn't already present in your church organization and other religious and charitable organizations. I don't quite understand what it is about the Federal Government that will suddenly cause or be a catalytic agent.

Can you enlighten me on that?

Father VIZZARD. Yes, Mr. Griffin. In many respects, it is perfectly obvious to our agencies, as it is to all our service and welfare agencies, that there aren't enough volunteers to meet the needs that are obvious and present. The problem, then, is how to get enough volunteers, how to get enough professional workers on paid staffs, who are willing to do the selfless and difficult kind of jobs that need to be done.

It is felt that a national program would dramatize the needs and help to mobilize that as yet unreleased generosity which I see existing everywhere through the United States, but unorganized and unmobilized.

The main thrust, I would believe, of the National Service Corps, a Federal program, would be to dramatize the need, to illustrate the opportunities for volunteers to serve, to show them the ways to get geared into the opportunities and needs that exist. That, I believe, would be the main thrust.

Five thousand volunteers, as I mentioned in my statement, are only, really, a drop in the bucket, but 5,000 volunteers who show the way can sponsor and spark the generosity and give it focus of many other thousands, many hundreds of thousands, perhaps.



The fact of the matter is that our Catholic agencies and other religious and private and governmental agencies have not been able to spark this kind of a massive volunteering for these so many times thankless and always difficult jobs. We haven't succeeded—despite many efforts of various kinds.

We think and we hope that a Federal program can dramatize it, and will end up that the volunteers that are needed will come forth.

Mr. GRIFFIN. Thank you.

Chairman THOMPSON. There is something quite mysterious about the appeal of the Federal Government to the people in many, many areas. I don't know what it is, and it's phantom-like, but it does have an appeal.

For instance, the Federal legislature has enormous appeal to members of the State legislatures. There are many more of them, and there are many more places in them, and it is easier, in many ways, to get elected to them, and yet so many of them aspire—to the discomfort of some of us—to these jobs.

I don't know what that appeal is, but it's there, and I think that the stamp of the Federal Government on our minds to serve it is a much more appealing thing than the stamp of a State or a local government, or as you suggest, Father, even an association with a long-established religious organization.

Mr. Sickles?

Mr. GRIFFIN. Would the gentleman permit just a brief comment?

First of all, I think that the difference in salaries which are paid to legislators at the two levels of government might have something to do with it. Secondly, I think it's a little bit disturbing, frankly, if we have come to the point, and if we are willing to admit, that people will volunteer to work for the Federal Government, but will not volunteer and work in the ranks of their own religious order, or their own church.

I find it hard to believe that is the case. And, I think that those who will want to volunteer and do good will not be very helpful if they do so for publicity purposes or if they are not doing it because they want to help their fellow man. Such volunteers are probably not going to be of much assistance anyway. If they really want to help their fellow man, there are all kinds of opportunities now to do it through the Catholic Church and the other religious organizations that are now working in this country. How the Federal Government is going to provide something over and above the genuine attraction that religious inspiration has is difficult for me to understand, Father.

Father VIZZARD. Well, we have a saying in philosophy that no arguments stand in the face of the facts, and the facts are that the religiously oriented and inspired groups in the United States have not been successful in mobilizing these.

Mr. GRIFFIN. Father, if I may respectfully, it doesn't follow, of course, logically, that the Federal Government will do all these things; you are just hoping that it will.

Father VIZZARD. It goes far beyond hope. It goes in the area of confidence, based upon surveys I have made myself, and surveys that have been made by others.

If I can draw a comparison between this proposal and the oversea Peace Corps, as you know very well, Catholic and other religious or-



ganizations have had volunteers in the field for not just decades but for centuries. We never have been able to come anywhere near getting enough volunteers to meet the enormous unmet needs around the world. Within our own religious group, we have had for some time lay volunteer groups, and most recently, we have had what we call the Papal Volunteers for Latin America. All of these were on-going before the Peace Corps proposal was discussed and formulated, and undertaken.

The fact is that all of these efforts have received a major new impetus from the existence of the Peace Corps.

Whatever it is about the Peace Corps that captures the imagination or focuses the interest, or shows the feasibility—whatever it is—the fact of the matter is that the Papal Volunteers for Latin America, the extension volunteers that are working in the depressed areas of the United States, and the various other lay and religious groups within the Catholic Church doing this kind of work, have received enormous help from the dramatization of the needs, the example of others who are serving selflessly; or whatever it is, the fact of the matter is the Peace Corps has been a major help to the volunteer private and religious organizations operating in the same field.

There must be some mystique about it, but, whatever it is, it works.

Mr. GRIFFIN. All right, thank you, Father.

Chairman THOMPSON. Mr. Sickles?

Mr. SICKLES. Father, I have been wondering for some time as to what the effect, if any, has been of the fact that we have had these hearings, and we have had witnesses like yourself explain that there are these unmet needs, and that even though we have many volunteers, that there are not enough volunteers. Has there been any increase in the number of volunteers just by virtue of the fact that there has been public attention focused on this problem as a result of these hearings?

Father VIZZARD. I don't know that, Mr. Sickles, as a matter of fact, but I would think there would be a strong presumption that it has. I know from my own efforts, testifying before the Senate committee on the companion bills several weeks ago, and writing the article that Mr. Thompson referred to in the Sunday Visitor, both of which reached the eyes through the Catholic press of many millions of citizens, I have gotten many, many letters of response from people all over the country, indicating that they have been waiting for an opportunity to volunteer. I have helped to point the direction in which their work or their volunteering might be directed. So, I suspect that there already is considerable result in that regard, although I can't prove it.

Mr. SICKLES. Thank you. I have no further questions.

I would like to add the comment that I think that, if we show by passing this kind of legislation the national interest in a problem, I think that the citizens of this country look to the Federal Government as their primary government, and that there might be an element of patriotism that we are overlooking here, and I don't think that most of the citizens that I have run into in my State and the other States of the Union have any strong patriotic feeling toward their individual State, and it would seem to me that the fact that the Federal Government does take this rather giant step in the direction of



encouraging volunteers would have a very real effect, and I think this is one of the real, deep elements involved in our passing this kind of legislation.

Chairman THOMPSON. From some of the comments made by colleagues early in the consideration of this legislation, it seemed to me as if perhaps they had been hearing from private groups to the effect that those groups might fear the effect of a Service Corps on their work, and it might cause a diminution of interest. It has worked out quite the opposite, from the representatives of the groups. We are going to hear some more this morning. Without exception, religious and private organizations having volunteer programs have come and testified that for some mysterious reason which we can't put our finger on, perhaps this will have a catalytic effect. It has had enough of a catalytic effect already to draw them to consider this in the manner in which you and others have done.

The only testimony to the contrary has been from people such as the Young Americans for Freedom and the American Farm Bureau, both of which have come in and said: "Well, you are going to destroy local initiative."

Now, in the case of the Farm Bureau, of course, you don't destroy local initiative if the Federal Government employs county agents to help their members. That is somehow a different thing; but people with a history of work in this general area such as yourself, such as the Church of Christ group and many others, have come in and said that for some reason—none of them have put their finger on it yet—this is having and will have a catalytic effect, and further, they say: "It won't interfere with our work, we can use this supplemental effort. We can coordinate our efforts so that perhaps we can all achieve more."

I don't know what it is, but to me it is a very heartening thing. And I have reached the point in my mind where I am not worried about that any more. I was, at first. I thought there appears on the horizon a formidable argument. Obviously, we shouldn't go forward with a program which is going to destroy the work or have an adverse effect on the work of some 20,000 or some 120,000 volunteers.

It seems to be quite the opposite, and it is a very happy thing to me.

Father, thank you very, very much for coming, and with your permission, I would like to make a part of the record your Sunday Visitor article.

Father VIZZARD. Thank you very much, Mr. Chairman.

Chairman THOMPSON. Our next witness this morning is Dr. Haskell M. Miller, who is with the Division of Temperance and General Welfare of the General Board of Christian Social Concerns of the Methodist Church.

Dr. Miller, welcome, and please make yourself comfortable, and proceed as you wish.

**STATEMENT OF DR. HASKELL M. MILLER, FROM THE DIVISION OF  
TEMPERANCE AND GENERAL WELFARE OF THE GENERAL BOARD  
OF CHRISTIAN SOCIAL CONCERNS OF THE METHODIST CHURCH**

Dr. MILLER. Thank you, sir. It is a pleasure to be here.

My name is Haskell M. Miller. I am a minister of the Methodist Church, professor of Christian Social Ethics at Wesley Theological Seminary, and a staff member of the Division of Temperance and



General Welfare of the General Board of Christian Social Concerns of the Methodist Church. Our board offices are located in the Methodist Building, 100 Maryland Avenue, Washington, D.C.

In a letter dated March 29, 1963, Bishop John Wesley Lord, a bishop of the Methodist Church, resident bishop of the Washington area and chairman of the Division of Temperance and General Welfare of the General Board of Christian Social Concerns of the Methodist Church, indicated Methodist support for the general goals reported for the National Service Corps. This letter was addressed to the Attorney General of the United States as Chairman of the President's Study Group on a national service program.

Bishop Lord writes—and I shall quote him at length:

The President's continued effort to develop programs which minister to the undeveloped part of our citizenry and to raise its standard of living is in accord with the best humanitarian traditions.

Newspaper reports indicate the proposed establishment of a National Service Corps or Domestic Peace Corps to dramatize human need and to work with people in need; to motivate other citizens to give service and to attract more Americans into helping professions.

These are goals to which the Christian Church in general has long given itself, and they have always been an integral part of our Methodist program of service. The social creed of the Methodist Church, long a part of our church's policy and reaffirmed by our most recent general conference, states:

"We believe that the economic development which makes possible material plenty for all imposes upon us great moral responsibility, in that the physical and spiritual development of millions of persons throughout the world is now needlessly hindered by poverty everywhere.

"We believe it is our Christian duty to provide, for all men, opportunity to earn an adequate livelihood for themselves and their dependents. Since lack of significant employment tends to destroy human self-respect, we believe that workers must be safeguarded from enforced unemployment."

This ends the quotation from our discipline, and also the quotation directly from Bishop Lord, although Bishop Lord did continue that.

We trust the specific provision of this legislation will be such that we may also give it our unqualified support—

And that a representative of our church might appear before the appropriate committees.

The Board of Christian Social Concerns is an official board of the Methodist Church and is specifically charged with responsibilities in several fields, among which is that of general welfare. We feel that H.R. 5625 comes within this field.

We have read the bill, and studied the material furnished by the President's Study Group. While the board has not met since the bill was introduced, it would receive, we feel certain, their unqualified support and does reflect the positive interest of the church in human welfare.

We believe this program would be good for the community and would encourage community preparation in order to take advantage of corpsmen. Many of the areas of greatest need are in places where the resources are most limited. The services proposed could bring new hope to many of these situations. The concept of self-help and encouragement of part-time workers and volunteers is sound and very much needed.



We hope the training program will pay particular attention to the development of skills needed by corpsmen to encourage and develop local participation. This will continue to focus responsibility where it rightfully belongs, within the community itself, yet providing the stimulus which can only come from outside.

Methodist churches could be counted on to support the program by: (1) Helping to recruit qualified persons to serve as corpsmen; (2) helping to develop community support for the program, including the recruiting of volunteers and part-time workers; and (3) helping to dramatize the needs to the community.

This past year, the National Council of Churches has conducted a study of the church's mission to persons of special need, using as a text a book entitled "Who Cares?". This study focused on those handicapped by age, by physical disability, by mental disability, and by social disability. The study has helped prepare Christians everywhere for support of a program such as that proposed in this bill.

There is in this country, we feel, a great deal of desire to help those in special need, and this well can be tapped by the program embodied in the National Service Corps bill.

Thank you.

Chairman THOMPSON. Thank you very much, Doctor. I neglected to comment on Father Vizzard's three specific suggestions, and in a sense, you have made the same suggestion here when you say that you hope that the training program will pay particular attention to the development of skills needed by the corpsmen to encourage and develop local participation. Essentially, a little more specifically, Father Vizzard's statement makes the same comment, and we will indeed give that very serious consideration.

It would be a matter, I think, of further reassurance, and there seems to be some needed, that this program will have very definite target areas, and can reach those targets in a very specific way.

Mr. Griffin, do you have any comment?

Mr. GRIFFIN. Reverend Miller, how is the Board of Christian Social Concerns for the Methodist Church selected, elected, or designated?

Dr. MILLER. They are designated on a basis of representation. The Methodist Church is divided into regional units, and these jurisdictional or regional units have a representational basis on the board. It is therefore churchwide—for that matter, nationwide—in its representation.

Mr. GRIFFIN. I note that the board actually hasn't taken action, but you indicate you are confident they would act favorably in this particular case. I am very much aware that your board takes action, from time to time, in many other areas, some of which I would consider more political and more economic than this. I am wondering, does your board hold hearings before it takes action on a matter such as this? Does the board make any effort to hear both sides of political questions before it takes a stand?

Dr. MILLER. What I should say is that this effort is quite extensive, as a matter of fact. The general conference of the Methodist Church gives extensive consideration to most of these matters by some degree of indirection, possibly, in the revision at each meeting of the general conference of the Methodist social creed. The General Board of Christian Social Concerns then meets once or twice each year to review



various policy statements and position papers, and matters of this kind.

The divisions of the board, which are three, also meet in the interval between annual board meetings, and these divisions give extensive consideration to matters of this kind. Then the executive committees of each division meet more frequently still.

These matters are not just matters that are hatched up by staff, but the process is one of the Methodist Church reviewing social positions each 4 years in its general conference, and then the board reviewing in two annual meetings, I believe it is, a year, with the divisions and staff and executive committees in between.

This is about the way it works.

MR. GRIFFIN. I want to indicate that my wife was raised in the Methodist Church, and we sometimes attend the Methodist Church now, although we are members of the Congregational Church. My wife's parents are members of the Methodist Church. However, I am quite amazed, sometimes, at the reaction I get when I tell people who are members of the Methodist Church about positions the Methodist Church Board has taken on some of the political issues that we face down here. I might say that this observation does not apply just to the Methodist Church; I don't intend to single out just the Methodist Church—but many of us are a little bit concerned about the extent to which some church organizations are becoming involved in political questions.

DR. MILLER. I would like to assure you that the very basis of your concern is indicative of a rather extensive structure of democracy in the Methodist Church, which permits the process, and at the same time encourages divergencies of opinion. There is not a monolithic structure, but nevertheless, it is possible for the Methodist Church to function with respect to public issues.

I am also intrigued by your suggestion, and would be tempted, if this weren't such a limited meeting, to ask you for specifics, which I might be very happy to debate with you, if this were the proper place.

MR. GRIFFIN. Yes, I think we might have a very extended debate.

DR. MILLER. Yes.

MR. GRIFFIN. And your assumption is, I am sure, that the decisions which ultimately come from these processes represent the consensus of the membership of your church. It would be interesting if, at some time, you would put such a question to a vote.

DR. MILLER. If you go to Denver to a general conference meeting, you will hear some of them put to a vote, very publicly.

CHAIRMAN THOMPSON. Maybe you had better go back to your church, and democratize it. How a church, any church, can separate itself completely from political considerations and yet work for the common good, I can't understand. Politics—I don't know exactly what Mr. Griffin means by "politics"—but it pervades our lives in so many ways that I suppose there are considerations of it.

MR. GRIFFIN. There is a real danger, I think, in our country, that we are getting them mixed up too much.

CHAIRMAN THOMPSON. Well, it all depends on who they support, as far as I am concerned.

MR. GRIFFIN. Well, I am sorry to hear the chairman say that. I would have thought that it would be a much more fundamental and basic question than that.



Chairman THOMPSON. Well, actually, it is. I am a little bit sensitive, for example, on the subject of the school legislation, where I am in the unhappy position of disagreeing with a majority of the people in my own church, and they are unhappy with me.

Mr. GRIFFIN. I think it takes a good deal of courage for you in that situation, even though I happen to disagree with you.

Chairman THOMPSON. Well, I don't know whether it is courage or a lack of brains, but whatever it is, I have the trouble.

The same thing would apply, for instance, in the consideration of labor legislation, with which the gentleman is very familiar, or on other legislation. The National Association of Manufacturers and the U.S. Chamber of Commerce come in here and say they represent  $x$  number of thousands of people. I have often wondered what would happen in a secret ballot there.

I am a member of the American Legion, and I have heard the Legion say that they come here and they represent  $x$  number of hundreds of thousands of veterans. You know, you ask them the precise number, and you say, "Would you mind subtracting one because you are not representing me in this case?"

I do think that whether or not they belong in the business which you alluded to is questionable, because you haven't stated it specifically, but obviously, there has been a consensus in many of these areas.

Mr. GRIFFIN. I could agree that sometimes, when it speaks, the chamber of commerce, or the board of a particular international union, does not speak for a majority of its membership. However, I think there is quite a difference in the situation of a person who joins a chamber of commerce, or a manufacturers' association, or even a union—particularly if he is not compelled to join in order to hold his job. In such cases the person joins for the purpose of being a part of an organization or a vehicle which he knows will exert economic pressures and political pressures.

Perhaps some people join the church for that reason, too; however, I don't think so. I don't think most of them feel that they want to express themselves politically through their church. I have the idea that they want to worship God and confine their activities to the spiritual realm. At least, that's my personal feeling, and I realize that I don't—

Chairman THOMPSON. I agree with you rather thoroughly on that. I don't think that there can be an eradication of poverty, that there can be the equal justice which all of the churches demand, without their taking some part.

Mr. GRIFFIN. There is a great area in which the churches can operate, and in which they have operated, and can continue to operate in the future, without getting mixed up in politics.

Chairman THOMPSON. Going back to the catalytic effect, I was reminded, not only with respect to this legislation, of the enormous effect that a statement by a President of the United States, whoever he may be, has on the people when he as the national leader expresses concern.

Churches, for instance, have been concerned for centuries with the rights of people. My experience in the time that I have been here has been that, although I have been aware of that concern, I have never seen it directed to the Federal Government as quickly and as



unanimously as it has been in response to the President's civil rights message. We are getting resolutions, coming to all of us from all church groups, all sizes of church groups.

There is an almost complete unanimity in favor of this legislation, resulting from the expression of interest in it by the Federal Government.

This is perhaps again a mysterious thing, but it does happen.

Mr. Sickles?

Mr. SICKLES. I have no questions.

Chairman THOMPSON. Thank you very much, Doctor.

Mr. GRIFFIN. Thank you, sir.

Dr. MILLER. Thank you.

Chairman THOMPSON. Is Mrs. Cernoria Johnson here?

Well, the committee will recess for 5 minutes.

Here she is now. We won't recess.

This is Mrs. Cernoria Johnson, the Washington representative of the National Urban League.

Good morning, Mrs. Johnson. We moved ahead a little bit quickly. We wanted to make sure that you had time to complete your statement and make your luncheon appointment.

Mrs. JOHNSON. Thank you, sir.

**STATEMENT OF CERNORIA D. JOHNSON, WASHINGTON REPRESENTATIVE, NATIONAL URBAN LEAGUE, WASHINGTON, D.C.**

Mrs. JOHNSON. To the chairman and members of the committee, my name is Cernoria D. Johnson, and I am employed as the Washington bureau representative of the National Urban League.

Our agency appreciates your invitation to present testimony before the committee. The information and evidence we offer has been accumulated over the years by experts in social welfare and intergroup relations.

The National Urban League has affiliates in 65 cities in 30 States and the District of Columbia. In each of these major industrial areas, a trained staff of more than 500 paid employees conducts the day-to-day activities of the Urban League. Their efforts are reinforced by 6,000 volunteers who bring their knowledge, leadership, and experience to the task.

Raising the standards of living for the Negro—and thus for the total community—has been high among Urban League's objectives since the movement began five decades ago. The Urban League's meager resources have been directed toward "digging out the facts," developing demonstration programs, and dramatically interpreting these programs to those who need help and those who can help.

In this task, the utilization of volunteers for the purpose of establishing communication with the masses of Negro citizens has proved to be one of the Urban League's greatest assets. From experience, the agency can verify that the volunteer has served as a connecting link between the Urban League and all of the other resources for help in the communities where we have affiliates. The manner in which these communities have utilized and valued Urban League volunteers is a silent testimony to the continuing need and the acceptance of their services.



The National Urban League, through its board of trustees, expressed confidence in the National Service Corps as early as February of 1963. At that time the corps was only a concept, an idea—not yet drafted into legislation—an American ideal, a belief, as enunciated by the President's Study Committee:

Millions of Americans are willing to serve their less fortunate countrymen but have no national rallying force to challenge them. These citizens are an untapped resource, awaiting discovery by thousands of private, municipal, and State agencies whose greatest need is for volunteers.

This Study Committee acknowledged that:

The United States is the richest and most powerful nation in the world, yet within it there live millions of its citizens who desperately need help. They range from Indians on remote reservations to groups who live in the largest cities only blocks away from vast opulence and wealth.

The sponsorship of a national service program could aid immeasurably in helping community agencies to better meet and alleviate the sufferings of those less privileged. Recently, Toynbee, the eminent historian and philosopher, while speaking at the World Food Congress here in Washington, stated that—

we are highly competent in the sciences and technology; but are less competent in human relations.

Seemingly, the enactment of S. 1321 would be but one more evidence of this generation's struggle to become more competent in the area of human relations.

The Urban League is one of the unprecedented number of voluntary agencies engaged in helping to improve living and working conditions throughout America. Primary emphasis is placed upon work with the Negro and his unique problems that arise from discrimination and segregation. However, this professional social work agency is concerned about all of the underprivileged, maladjusted, less well educated, the entire needy segment of our population.

And therefore, the Urban League's appearance today is another manifestation of its belief that the lives of many can be dramatically and tremendously influenced through the sponsorship of a national service program.

For those who would criticize the limited number of volunteers—that is 5,000—designated for involvement in the initial program, professional agencies like the Urban League would doubtless cite the value of beginning small in such a great and new undertaking. The experimental and demonstration value of this program would likely emerge, if opportunity for evaluation were built into the project from the beginning.

For those who express fear of the impact the program may have upon the voluntary movement in America, we point to the numerous volunteers who wish to serve their community, but are unable to accept such tasks as a lifetime career. We remember a highly motivated and skillful woman—and this case could be documented hundreds of times—who wanted to be more involved in her community—not necessarily for a salary—but she could ill afford the expenses entailed in this undertaking. The National Service Corps, through a small stipend, would underwrite her minor expenses, and free her to serve others.



Volumes could be written about the potential contribution this program could bring to the minority group member, particularly the Negro, who suffers greatly in America from society's failure to fully include him—both those who need supportive services and those who possess leadership skills with which they can serve others. There is great concern for those who need the supportive services and for the promotion of a program that would provide them. We often overlook the fact that the Negro group also produces citizens who could make a tremendous contribution in leadership and know-how in helping to serve those less fortunate.

A fuller utilization of the trained Negro would increase his awareness of our Nation's human problems, while creating for the majority group a new image of the Negro, as a creative and contributory force focusing attention upon the talent and enthusiasm he possesses.

Chairman THOMPSON. May I interrupt you with a question at that point?

Mrs. JOHNSON. Yes.

Chairman THOMPSON. Do you feel that Negro volunteers would be more suitable to work in primarily Negro areas than white volunteers in this program?

Mrs. JOHNSON. No, sir. I would not, because I am one who believes that, if once we get our business straight in America, one human being with a desire to serve and with particular kinds of skills can serve another human being without regard to race, creed, or color.

Chairman THOMPSON. I am glad to hear that. In other words, you feel that the Negro communities would welcome volunteers, no matter of what race?

Mrs. JOHNSON. I think the history of social welfare is replete with instances where white caseworkers, white volunteers, have done a tremendously fine job. If we look to some of the great Negro universities, they are fast passing off as Negro universities, but you take Tuskegee, you take Atlanta University, you take Howard University, many of those schools not only were begun by Federal Government, but were taught in and fostered and nurtured by white persons interested in the Negro becoming educated, often with mixed faculties. And there they could impart as much as any well-qualified Negro teacher could. I don't think this is the point. The thing I am trying to say here is—and I think the majority group has missed this all the way—is that there is not really a realization in this country that the trained, qualified Negro has something to offer. To the total community, both to the Negroes who need and to the whites who need. They have something to offer, and we often bewail the fact that Negroes don't understand.

They are not aware of the problems that some of the members of their group create. They will never be aware until they are full partners on this upper level, on boards and committees, on planning bodies, until they are full partners and know what a community is going through. They will never understand what we would like for them to understand, and when I say "we," I mean those persons of us who are more knowledgeable about social welfare conditions. And so I am pleading for two things here, not just extended social welfare services for the minority group, and the underprivileged, no matter what racial group, but I am also saying that this will bring into play a type of leadership skill that the Negro possesses, and there is in



America a growing middle class among Negroes, and they, too, can give leadership, voluntary service, and share their skills and know-how.

Chairman THOMPSON. Oh, yes, we have no thought on earth of excluding them.

Mrs. JOHNSON. No, this wasn't the point I am arguing. Maybe I sound argumentative.

Chairman THOMPSON. No, you don't.

Mrs. JOHNSON. But all I am trying to say is I am not saying to you, who have rich experience in this, but I am saying to America that if in each local community we could begin to make maximum use of the leadership skills that Negroes possess, those who can control their time, and have time to control, and let them in on this, I just say this program opens up another avenue, if we can but get the program.

Chairman THOMPSON. I understand. Thank you.

Mrs. JOHNSON. The Urban League is prepared to fully endorse the National Service Corps, with the understanding that participation in the service program—as corpsmen and as clients—shall be available to all those who qualify, without reference to race or creed. Further, the agency's endorsement is based upon an agreement that service will be provided by agencies and communities without discrimination and segregation.

Hopefully, the national service program will become a reality in America. As it moves forth with a dynamic thrust seeking to serve those in the direst need, acting only upon invitation from local agencies and communities, the Urban League willingly accepts the responsibility of becoming a partner in this challenging undertaking.

We contend that it can bring hope to many whose lives are untouched today, both the volunteer and the needy. It can serve as a catalyst and a direction-setting force in community life.

We speak with great conviction about this program from a life of closely observing people living under hardship, and working toward easing those conditions. The Urban League is in the forefront of voluntary organizations that are making life better for thousands of people. As pointed out earlier, we were in the forefront in endorsing this program, but we have also expressed our belief in this dream by giving our service freely from both the New York headquarters and the Washington bureau. From the initial stage when the committee was evolving a statement of principle and program, and during the period when the committee submitted plans to the National Social Welfare Assembly, an overall professional social welfare body, we served.

Our efforts have been directed toward mobilizing and helping to coordinate groups throughout the country; educating them about this program and asking them to write in their endorsement even before the ideas was encompassed in a legislative bill. This involvement has culminated into a great deal more conviction today.

One other strength that we have not heard presented in testimony: We think this program can help in setting our sights in a new direction. If there is anything wrong with the frustrations of the young people today—and many of them can be seen in the streets in demonstrations—and with the oldsters, too, it is this sense of futility, not being able to really get their hands on something that ties them to their fellow man.



We believe that if only six projects were developed today, such as this program proposes, they could provide volunteers and actually touch the lives of people in such a way as to "build back" into the fabric of our social welfare program the kind of enthusiasm and zeal and stimulation that is so sorely needed. This could conceivably lessen the tendency to look to the Government for handouts, and encourage people to see what they can do themselves with the resources available.

Therefore, we urge a vote of approval from this committee, in order that we may move forward dynamically with the task of becoming, as Toynbee says, "more competent in the area of human relations."

(Resolution to National Urban League Board follows:)

RESOLUTION TO NATIONAL URBAN LEAGUE BOARD ON NATIONAL SERVICE CORPS

The National Urban League endorses in principle the establishment of a national service program by the President of the United States.

We believe that this program could enhance immeasurably the efforts of the Urban League in obtaining adequate services for the Nation's nonwhite population. As the gap in services to the nonwhite population closes, the total American community is vastly strengthened.

The National Urban League has had long experience in cooperating with Federal agency programs. The National Urban League was one of the voluntary agencies involved in a planning session on a national service program called by the National Social Welfare Assembly, and helped draft the assembly position paper.

We heartily endorse the National Social Welfare statement that participation in the service program should be available to all those who are qualified without reference to race or creed, and that service program projects should be available to all people who need service and to all communities without discrimination or segregation.

Properly established and administered, we believe that a national service program will extend health, welfare, and educational services to our Nation.

Chairman THOMPSON. Thank you for a very splendid statement. Mr. Griffin?

Mr. GRIFFIN. Well, I, too, want to indicate that I think that is a very splendid statement, one of the best that we have had, and certainly with some new thoughts in it, rather than just the same things over and over again, and I think the idea that Negroes not only would want to benefit but would want to participate as volunteers is a very appealing statement.

I also, of course, know of the great work of the National Urban League and it is certainly a very fine organization, and has great respect in my home State of Michigan, and in my district.

Thank you for your statement.

Mrs. JOHNSON. Thank you.

Chairman THOMPSON. Mr. Sickles?

Mr. SICKLES. Well, I just have one comment, because I am not sure I know the answer. I think I have got to clear the record.

You are not in any way inferring that the trained Negro is not being utilized and is not today offering his services and being helpful, and on as broad a basis as possible? You are just indicating that there would be further utilization as part of this program.

Mrs. JOHNSON. The extent of that utilization would vary from city to city, but I sure would like to infer that he is not being used at his maximum in most of the communities in America.

Mr. SICKLES. Well, is this an indictment of the entire community, or of his willingness to volunteer to help?



Mrs. JOHNSON. An indictment both ways. Although communities today are becoming more and more aware of the fact that they have this reservoir of skilled leadership, and that it ought to be included, that knowledge has not spread as widely as it should. It is recognized that traditional patterns of segregation and discrimination have kept the Negro out of certain policymaking and decisionmaking roles in the community. This is what we are trying to say. In hundreds of communities in America today, it is still a very weighty decision to be made by board members as to whether they will have a Negro member on the board.

I say the shackles are falling, and the picture is changing rapidly. Therefore we believe that this kind of a program could help it change even more rapidly. The National Urban League contends that the NSC program could serve as another avenue.

Mr. SICKLES. Thank you, very much.

Mrs. JOHNSON. Thank you.

Chairman THOMPSON. The subcommittee will adjourn, subject to call of the Chair.

(Whereupon, at 11:25 a.m., the subcommittee adjourned.)







## NATIONAL SERVICE CORPS

TUESDAY, JULY 30, 1963

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

The subcommittee met at 10:30 a.m., pursuant to notice, in room 429, Cannon Building, Hon. Frank Thompson, Jr., presiding.

Present: Representatives Thompson, O'Hara, and Carey.

Also present: Russell C. Derrickson, professional staff; Robert E. McCord, subcommittee director; and Mary Corbin, subcommittee clerk.

Mr. THOMPSON. The subcommittee will be in order for continuations on the National Service Corps bill, H.R. 5625, and related bills.

I ask unanimous consent to put in the record at this point a number of communications, articles, extraneous material, and a rather comprehensive answer by Mr. William R. Anderson, consultant to the President—answers to a number of questions raised earlier in the subcommittee hearings.

(The documents referred to follow:)

OFFICE OF THE ATTORNEY GENERAL,  
*Washington, D.C., June 12, 1963.*

HON. FRANK THOMPSON, JR.,  
*Chairman, Special Subcommittee on Labor,  
Committee on Education and Labor,  
House of Representatives, Washington, D.C.*

DEAR MR. THOMPSON: In the course of the testimony of John S. Gleason, Jr., Administrator of Veterans' Affairs, before your subcommittee on June 11, 1963, a question was raised concerning the relationship between the State governments and the proposed National Service Corps (see p. 508 of the transcript).

In a recent letter to the Attorney General, Gov. Edmund C. Brown, of California, has, I believe, made some useful observations on this matter. The full text of this letter may be helpful to the subcommittee, and I enclose a copy in case you want to include it in the hearing record.

Sincerely yours,

WILLIAM R. ANDERSON,  
*Staff Director and Presidential Consultant,  
President's Study Group on a National Service Program.*

STATE OF CALIFORNIA,  
*Sacramento, May 2, 1963.*

HON. ROBERT KENNEDY,  
*Attorney General of the United States,  
Washington, D.C.*

DEAR BOB: My staff has informed me of the recent visit of Mr. Richard Boone of your office concerning the proposed national service programs.

It is my belief that California can wholeheartedly endorse this proposal and would welcome its implementation here. Existing State organizations are available to assist.



It is believed that State agencies should be given some opportunity to review local proposals. Our role would not be one of authority but rather of making critical assessments of the purposes of the projects and their relationships to known areas of local need and interest to the State agency through day-to-day experience of working with their local counterparts. Often additional resources might be suggested to the local project sponsor by the State agency, depending on the type of project. The comments of the State agency could be transmitted to the National Service Corps for its assistance in evaluation of the project proposal.

Another role which State agencies might have in the operation is consultation. This is a natural position since nearly all State agencies have extensive consultation relationships with local agencies as part of their present operating programs.

I am sure that there are many communities in California at present which could utilize such a program. There are also State institutions and/or programs that could materially benefit from the services of the proposed national service program.

I would urge its adoption by Congress.

Sincerely,

EDMUND G. BROWN, *Governor.*

OFFICE OF THE ATTORNEY GENERAL,  
Washington, D.C., July 29, 1963.

Re hearings on the National Service Corps bill (H.R. 5625).

Hon. FRANK THOMPSON, Jr.,  
*Chairman, Special Subcommittee on Labor,  
Committee on Education and Labor,  
House of Representatives, Washington, D.C.*

DEAR MR. CHAIRMAN: There are enclosed herewith the following documents and informational materials which the subcommittee has requested the President's Study Group to submit for inclusion in the record of the hearings:

(1) A statement of the current thinking as to the number of supergrade positions, which, in the judgment of the Study Group, the Corps will require in order to assure the top-caliber personnel necessary to provide the needed leadership and administration. The statement also provides, as requested by the subcommittee, a preliminary job description for each of the positions which we believe will justify the allotment of a supergrade. The distribution of supergrades among the various positions and the precise duties indicated for each position must necessarily be subject to revision as experience is gained in operation of the Corps.

(2) Copies of two questionnaires which were distributed to college students (form A) and senior citizen organizations (form B) as part of the efforts of the President's Study Group to determine the probable response to an opportunity to serve in a National Service Corps. As I stated at the hearings, this survey of the potential for recruitment of volunteers was specifically requested by the President and covered approximately 10,000 students in about 65 colleges and universities as well as some 4,100 senior or retired citizens from 79 different organizations. Of the student responses, 70 percent stated that they would consider joining the proposed Corps. Among the senior citizens, 82 percent felt that such a Corps would be desirable, and 57 percent indicated that they would have a definite interest in joining or would consider joining the Corps.

(3) A copy of the White House statement announcing the appointment by the President of a committee of "top administration leaders to study the feasibility of a national service program patterned after the Peace Corps." This statement appears as appendix A in the "Information" booklet prepared by the Study Group and submitted to the subcommittee.

(4) A draft form of application questionnaire which the Corps would use in recruiting and selection of volunteers. This form has been patterned after the very excellent application-questionnaire used by the Peace Corps. We would propose to distribute the application-questionnaire throughout the United States in the same manner as the Peace Corps is presently doing and would utilize the completed questionnaire as a major means of evaluating potential applicants.



In the course of my appearance before the subcommittee on June 12, 1963, mention was made of the position of the National Social Welfare Assembly that "a National Service Corps program should operate only on a basic policy of nondiscrimination." In stating our position on this subject, I read into the record the responses made by the Attorney General to certain questions on this subject by Senator Javits during the hearings before the Senate Subcommittee on the National Service Corps. As you will recall, the Attorney General there acknowledged that the Corps will "be administered as a completely nondiscriminatory and unsegregated program with Negroes and whites alike serving and serving anywhere that their services are requested." As a followup to this testimony, the Attorney General has submitted a statement of his views with respect to certain amendments proposed by Senator John G. Tower on this subject. As this matter has been of concern to your subcommittee, I enclose a copy of this statement of position for information.

I very much appreciate this opportunity to provide the subcommittee with these materials for the record.

Sincerely yours,

WILLIAM R. ANDERSON,  
*Consultant to the President  
on a National Service Program.*

#### THE NATIONAL SERVICE CORPS

##### STATEMENT ON SUPERGRADE POSITIONS

In the judgment of the President's Study Group, the proposed National Service Corps will require 17 supergrade positions in addition to the Director and Deputy Director provided for in section 4 of the bill (H.R. 5625). These supergrade positions would be divided as follows: GS-18, 2; GS-17, 5; GS-16, 10.

Experience in operation of the Corps will warrant review and possible revision of this estimate.

Consistent with the congressional policy stated in the act of October 4, 1961 (75 Stat. 785), the National Service Corps bill does not contain an allotment of needed top positions. As indicated in the "Information" booklet prepared by the Study Group, upon establishment of the Corps by the Congress, authorization for the necessary supergrade positions will be requested of the Civil Service Commission from the reserve made available by the Congress to meet the needs of newly created agencies. The Chairman of the Civil Service Commission, a member of the Study Group, has indicated that the Commission is prepared to provide for the justified supergrade needs of the Corps, upon its establishment by the Congress, from this reserve.

---

#### OFFICE OF THE DIRECTOR

Director: Statutory.

Deputy Director: Statutory.

#### ASSOCIATE DIRECTOR, ADMINISTRATION—GS-16

Responsible for day to day administrative performance and efficiency of the staff. Acts for the Director in scheduling and assigning priority to all matters requiring his attention and follows through on action requirements to assure their prompt and efficient handling within the organization. Is responsible to the Director for efficient management of communications and mail, for selection and supervision of administrative personnel and related office services.

#### GENERAL COUNSEL—GS-17

Is the chief legal officer of the Corps, reporting directly to the Director, and is responsible for all legal matters arising within or referred to the Corps. He furnishes all necessary legal advice and assistance to officials of the Corps. He provides legal representation of the Corps in matters involving the Congress, other departments and agencies of the Government, and State and local governments, including representation in formal negotiations and proceedings before



administrative bodies and negotiations with State and local governments. Other illustrative responsibilities include legal advice on administrative matters within the Corps, procurement and contracting, and security.

ASSOCIATE DIRECTOR, INFORMATION—GS-17

Functions as staff adviser to the Director and is responsible for the development of public information policies and programs. Administers policies, programs, standards, and procedures for the dissemination of information through newspapers, magazines, books, radio, and television. Provides policy guidance and editorial assistance to other Corps officials and coordinates the review and issuance of such information explaining Corps activities.

ASSOCIATE DIRECTOR, PUBLIC AFFAIRS—GS-17

Reports to the Director and is responsible to him for two major areas: (1) coordinating the Corps relationships with Congress and State and local governments, and serving as the chief liaison with Members of Congress and the committees and with interested State and local officials; and (2) assisting and advising with public and private groups on the objectives and programs, including the participation of these groups in the program; represents the Corps before groups, associations, and organizations; serves as Secretary of the National Advisory Council. He advises the Director on congressional, State, local, and public response relating to Corps objectives and activities, and assists in formulating policies relating thereto.

PROGRAM DEVELOPMENT AND OPERATIONS

ASSOCIATE DIRECTOR—GS-18

Responsible to the Director for the development and operation of all projects, for the administration of such projects and for the coordination and balance of the total National Service Corps operating program. This is the "line" of operation in the Corps carried out through the project directors and host agencies in the field. Coordinates program and objectives with other Federal agencies and maintains necessary liaison with such agencies. Directs negotiations with local contracting agencies.

DEPUTY ASSOCIATE DIRECTOR—GS-17

Serves as the No. 2 man in the overall operation of programs. Has major responsibility for development, evaluation, and implementation of requests for National Services Corps men from local requesting agencies. Acts for the Associate Director in his absence or when he is otherwise engaged. Develops general guidelines and policies for program development and operations, establishes and maintains program controls and recommends the allocation of resources among areas and types of projects. Develops and negotiates project proposals which cross target population lines and assures balance and innovation in Corps operations.

ASSISTANT DIRECTORS FOR PROJECT OPERATIONS (5)—GS-16

Supervises the development and formulation of policies and programs for projects assigned. Evaluates local project requests, and serves as chief negotiating officer in discussions with local organizations. Responsible for the field administration of these projects and assures appropriate supervision of corpsmen.

PERSONNEL

ASSOCIATE DIRECTOR—GS-18

Responsible to the Director for the administration and coordination of the recruitment, selection, training, and personnel services of corpsmen.

Develops and administers policies, programs, and procedures for finding and selecting qualified applicants and for planning and mounting training programs to equip corpsmen for service. Works cooperatively with educational institutions, other private and public agencies in conducting such programs. Provides staff services and guidance for corpsmen and assists them to secure employment upon termination of service. Acts as principal executive officer and adviser to the Director on all matters relating to the education and welfare of corpsmen.



## DIRECTOR OF RECRUITMENT AND SELECTION—GS-16

Directs the recruitment and selection of corpsmen. Defines and identifies the sources from which and through which recruitment will be made; develops necessary information materials and supervises recruitment operations. Establishes working relationships with civic and trade associations and other private agencies, with colleges and universities and with interested Federal agencies. Relates recruitment to estimated project requirements and conducts special recruitment drives when needed. Supervises determination of criteria for selection and the development and use of testing and measurement techniques. Negotiates contracts with agencies to administer such tests. Organizes nationwide interviewing and selection operations and oversees selection of corpsmen. Conducts evaluation of volunteer performance on the projects to which they are assigned.

## DIRECTOR OF TRAINING—GS-16

Directs the training of corpsmen. Formulates and conducts training and orientation needed on the basis of specific needs of projects to be undertaken. Works with colleges and universities and other educational enterprises in developing training materials and programs in technical and professional skills, language and other special studies, health and physical education, social studies, etc. Negotiates contracts with educational institutions and other agencies which will provide for training corpsmen. Maintains continuing liaison with program officers on specific projects.

## DIRECTOR OF ASSIGNMENT AND SERVICES—GS-16

Responsible for all arrangements incident to assignment of volunteers for training and for all arrangements relating to assignment of corpsmen to project sites. Develops and maintains all services for volunteers relating to counseling, insurance, performance records, medical care, recreation, etc. Maintains all files of corpsmen on field assignment. Coordinates travel arrangements for volunteers and provides all administrative support services for corpsmen while on assignment. Also provides for the preselection medical examinations, evaluation, and clearance of all volunteers; arranges for immunization, preventative medical supervision, and health care of volunteers, both during training and field assignment, utilizing available U.S. Government or other medical facilities. Establishes and administers procedures for referral of disability cases, and medical examinations and evaluation at the time of separation.

## PLANNING AND MANAGEMENT

## ASSOCIATE DIRECTOR—GS-17

Reports to the Director and is responsible for the planning, directing, and supervision of management offices. He is responsible for formulation and implementation of management policy and objectives in the conduct of programs. He is also responsible for review of programs and projects in the light of management requirements and for the provision of managerial and administrative support to Corps operations. Provides leadership and guidance on all phases of management, including budget and fiscal policy and procedure, staff recruitment and utilization, organization, agency communication and records, and management improvement efforts to assure effective and economical use of resources.

## DIRECTOR OF CONTRACTS—GS-16

Develops plans and policies for contracting activities, including contracts with volunteers, for training corpsmen, with agencies who sponsor projects, and with other agencies for selected purposes. Administers contracting activities, issuing instructions, determining form of contract to be used, and negotiating terms; and administers relationships thus established. Plans logistic support of corpsmen activities on the basis of need defined by program operations, and arranges necessary procurement. Furnishes advice to officials of the Corps on all such matters.



[Form A—College]

## QUESTIONNAIRE ON NATIONAL SERVICE CORPS

Will you assist us? We have been asked to ascertain the attitude of a cross section of persons on the subject of a proposed National Service Corps. This Corps would provide a means of judging the true value of donated local service to tackle America's most pressing human problems. Please think carefully before giving your answers. Thank you.

About you (when appropriate, circle correct item):

Year in college: 1 2 3 4 Grad. Part time.

Marital status: Single Married.

What portion of college expenses is being paid by you? 0% 25% 50% 100%.

Your age:-----Sex: Male Female.

Do you have specific vocational or professional plans? Yes No.

What is your major?-----

What is your minor?-----

About a National Service Corps:

There are great areas of need here in the United States where a wide variety of personnel could be of assistance. In answering the following questions assume that (1) a Volunteer Corps, patterned somewhat after the oversea Peace Corps, could be organized to function on human problems within the United States; (2) these corpsmen would be allocated to need areas only upon the request of the local area; (3) there would be nominal subsistence during service and a nominal allowance as terminal pay; (4) there would be a training period.

a. Is such a National Service Corps desirable? Yes No.

b. Should there be 1 year of service or 2? 1 2.

c. Do you think that individuals would prefer working within the United States to working overseas? Within the United States. Overseas.

d. All things being similar, would you prefer to work in your own hometown, rather than elsewhere in the United States? Hometown. Elsewhere in the United States.

e. Have you ever seriously considered joining the oversea Peace Corps? Yes. No.

f. Generally speaking, do you feel the oversea Peace Corps has been (check one): Highly effective ---- Effective ---- Not effective-----

g. What degree of enthusiasm would you have for joining a National Service Corps? (check one): Definitely would join ---- Would consider it ---- Not interested ----

h. Which of the following problem areas would you suggest that the National Service Corps be active in (number 1, 2, 3, 4, etc., in order of choice):

1. Migratory workers and families.
2. Mental health services.
3. Mental retardation services.
4. Indians.
5. Educational services in urban depressed areas.
6. Emergency services (refugees, etc.).
7. Correctional institutions.
8. Developing community services.
9. Educational services in rural depressed areas.
10. Others (describe).

i. Which of the following, in your opinion, would motivate people to join the National Service Corps? (number 1, 2, 3, 4, etc., in order of choice):

1. Opportunity to travel.
2. Provide good leadership training.
3. Allow one to serve America.
4. Help people in need.
5. Find marriage partner.
6. Do something meaningful.
7. Opportunity to find oneself.
8. Gain work experience.
9. Prestige and status.
10. Prove one's independence.
11. Inability to find a job.
12. Strengthen America's image.

j. What better name can you suggest for a Domestic Corps?

k. What problems can you foresee and what suggestions do you have for a National Service Corps?



[Form B—Senior citizens]

## SURVEY ON NATIONAL SERVICE CORPS

Will you help us? We have been asked to find out the attitude of a cross section of persons on a proposed National Service Corps. This Corps would help tackle America's most pressing human problems. Please think carefully before answering these questions. Thank you.

About you: (fill in blanks or circle correct items):

Your age: ----- Sex: Male Female. Marital Status: Single Married.

Present occupation or job title:-----

Years of education: 1-8 years 9-12 years College: 1 2 3 4 Grad.  
Part time.

About a National Service Corps:

There are great areas of need here in the United States where a wide variety of personnel could be of help. In answering the following questions, assume that (1) a Volunteer Corps, somewhat like the overseas Peace Corps, could be organized to act on human problems within the United States; (2) these corps men would be allocated to need areas only *upon the request* of the local area; (3) there would be a living allowance during service and a terminal pay allowance; (4) there would be a training period.

a. Is such a National Service Corps desirable? Yes No.

b. Should there be 1 year of service or 2? 1 2.

c. Do you think that individuals would prefer working within the United States to working overseas? Within United States. Overseas.

d. All things being similar, would you prefer to work in your own hometown, rather than elsewhere in the United States? Hometown Elsewhere in the United States.

e. Would you prefer to serve: full time part time.

f. Have you ever seriously considered joining the overseas Peace Corps? Yes No.

g. Generally speaking, do you feel the overseas Peace Corps has been (check one): Highly effective----- Effective----- Not effective-----.

h. What degree of enthusiasm would you have for joining a National Service Corps? (check one): Definitely would join----- Would consider it----- Not interested-----.

i. Which of the following problem areas would you suggest that the National Service Corps be active in (number 1, 2, 3, 4, etc., in order of choice):

1. Migratory workers and families.
2. Mental health services.
3. Mental retardation services.
4. Indians.
5. Educational services in urban depressed areas.
6. Emergency services (refugees, etc.).
7. Correctional institutions.
8. Developing community services.
9. Educational services in rural depressed areas.
10. Others (describe):

j. Which of the following, in your opinion, would motivate people to join the National Service Corps? (number 1, 2, 3, 4, etc., in order of choice):

1. Opportunity to travel.
2. Provide good leadership training.
3. Allow one to serve America.
4. Help people in need.
5. Find marriage partner.
6. Do something meaningful.
7. Opportunity to find oneself.
8. Gain work experience.
9. Prestige and status.
10. Prove one's independence.
11. Inability to find a job.
12. Strengthen America's image.

k. What better name can you suggest for a Domestic Corps?

l. What problems can you foresee and what suggestions do you have for a National Service Corps?



THE WHITE HOUSE,  
OFFICE OF THE WHITE HOUSE PRESS SECRETARY,  
November 17, 1962.

The President today announced the appointment of a committee of seven top administration leaders to study the feasibility of a national service program patterned after the Peace Corps. This committee is to report its findings to the President by January 1, 1963. The members of the committee are the Attorney General, who will be chairman; the Secretary of Labor; the Secretary of Health, Education, and Welfare; the Secretary of the Interior; the Director of the Peace Corps; the Director of the Bureau of the Budget; and the Administrator of the Housing and Home Finance Agency.

The President asked the committee to consider all aspects of a national service program. Specifically, he asked the committee to study possible program objectives and content, fields where the program could be most useful, probable response to the opportunity to serve, the relationship between the program and public and private agencies at the State and local level, the relationship with other volunteer programs being considered by the Federal Government, the organization and administration of the program, the size and makeup of a volunteer corps, training requirements, and estimate costs.

The action is the result of a longstanding interest by the President in a National Service Corps. It follows a favorable preliminary study compiled during the past 2 months by the Attorney General at the President's request. "The President's challenge to all Americans to ask what they can do for their country has had an initial answer in the exemplary support of the Peace Corps," the Attorney General's report said. "But for many Americans there is still a paradox—a desire to serve but no clear path to meaningful volunteer commitment. We need to offer visible avenues for service to these people."

"There are 32 million persons in the United States living at a lower level than America is capable of providing for its citizens," the report said. "Many of these persons are handicapped by poor health, diets, and housing, as well as inadequate education. The majority are unable to remedy these conditions by themselves; they are largely dependent Americans. Neither the professional nor the supportive personnel needed to cope with the complicated causes of this poverty, and the casualties resulting from it, are available today."

The Attorney General's report spelled out several guidelines for a Domestic Service Corps. It said there are many domestic problem areas in which volunteers could play an important role, such as working in slum schools and recreation centers, mental hospitals, Indian reservations, migrant labor camps, and correctional institutions. There is a shortage of trained workers in these fields, the report said, and volunteers, directed by professionals, could lighten the burden.

The report called migratory workers "one of our most neglected national problems. Over 500,000 domestic migratory workers and their 1,500,000 dependents have been excluded from nearly all the benefits enjoyed by most Americans. The children are generally 2 to 5 years behind national learning standards. Established schools cannot cope with the migrant child's transient pattern. The adults are unaware of normal health and dietary standards. Their average annual wage is \$911. Because of their rootless existence, no one has assumed the job of providing personnel to meet their problems."

"Among our 285,000 American Indians living on reservations," the report said, "continued dependency on the Federal Government, coupled with a minimal limit of living, a high disease rate, and an average family income of less than \$500 a year, shows that much remains to be done in work with the Indians."

The report said domestic corpsmen should work under local direction. One main goal would be to focus attention on the need for increased local volunteer work.

The Attorney General's report suggested that the National Service Corps be open to all ages, from high school graduates to retired persons. The enlistment term, it suggested, might be lowered from the Peace Corps 2-year to a 1-year term. The Service Corps should be relatively small, the report suggested, and pay should cover living expenses with a modest separation allowance.

The seven-man committee will study these guidelines and make specific recommendations on the feasibility of carrying out a Domestic Service Corps.



**President's Study Group**

**on a**

**National Service Program**

**Draft of a**

**CORPSMAN QUESTIONNAIRE**

**July 26, 1963**



## NATIONAL SERVICE CORPS QUESTIONNAIRE

## PART I PERSONAL DATA

## A NAME (Print)

(Last) \_\_\_\_\_ (First) \_\_\_\_\_  
 (Middle) \_\_\_\_\_ (Maiden) \_\_\_\_\_

## SEX

- 1 ☐ Male  
 2 ☐ Female

## PHYSICAL DESCRIPTION

Height: \_\_\_\_\_ (feet) \_\_\_\_\_ (inches)  
 Weight: \_\_\_\_\_ (pounds)

## B DATE AND PLACE OF BIRTH

(Month) \_\_\_\_\_ (Day) \_\_\_\_\_ (Year) \_\_\_\_\_  
 (City) \_\_\_\_\_ (State) \_\_\_\_\_ (Country) \_\_\_\_\_

## C CITIZENSHIP

- 1 ☐ I am a United States citizen.  
 2 ☐ I am not a United States citizen.  
 I expect to become a citizen: \_\_\_\_\_ (Date)

## F PERMANENT ADDRESS

(Give the name and address of the person through whom you can always be reached when not at your current address. Write "same" if your current and permanent address are the same.)

(Name) \_\_\_\_\_  
 (Number and Street) \_\_\_\_\_  
 (City) \_\_\_\_\_ (State) \_\_\_\_\_

(Permanent Telephone Number) \_\_\_\_\_

## PART II AVAILABILITY

## A. Date of availability

## B. Area Preference

1. \_ Anywhere in U.S. (including possessions, trust territories, etc.)  
 2. \_ Only in (specify) \_\_\_\_\_

## PART III MILITARY STATUS

## MILITARY STATUS

A. What is your draft classification? ☐

Selective Service Number: \_\_\_\_\_ Armed Forces Serial/File No. \_\_\_\_\_  
 Specify your local draft board: \_\_\_\_\_

(Board No.) \_\_\_\_\_ (Street Address) \_\_\_\_\_  
 City \_\_\_\_\_ State \_\_\_\_\_

B. ☐ No Are you now a member of a reserve component of the armed forces of the U.S. or of a National Guard?

☐ Yes When did you complete active duty or active duty for training?

Dates \_\_\_\_\_ (month) (year) to \_\_\_\_\_ (month) (year)

Present Reserve Status \_\_\_\_\_

DATE BECAME OBLIGATED—NO. MOS./YRS. OBLIGATED—NO. MOS./YRS. COMPLETED

Name and address of unit to which you are attached \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_

## D FAMILY STATUS

## Marital Status

- 1 ☐ Single and have never been married.  
 2 ☐ Married and living with spouse. (Spouse's questionnaire must be attached.)  
 3 ☐ Divorced or legally separated.  
 a. Specify which: \_\_\_\_\_  
 b. Give date and place of court action: \_\_\_\_\_  
 c. Describe financial obligations: \_\_\_\_\_  
 4 ☐ Widowed.  
 5 ☐ Separated. Give approximate date: \_\_\_\_\_  
 6 ☐ Engaged. Give name of fiance: \_\_\_\_\_

## E Dependents other than spouse:

- 1 ☐ I have no dependents.  
 2 ☐ I have \_\_\_\_\_ dependents who are under age 18. (Specify number).  
 3 ☐ I have \_\_\_\_\_ dependents who are age 18 or over. (Specify number).  
 I contribute to the support of \_\_\_\_\_ (Specify name and relationship).

## G CURRENT ADDRESS

(Number and Street) \_\_\_\_\_  
 (City) \_\_\_\_\_ (State) \_\_\_\_\_

(Current Home Telephone Number) \_\_\_\_\_ (Business or School Telephone Number, if Available) \_\_\_\_\_

If you know approximately how long you expect to be at this address, please indicate the date when you expect to move: \_\_\_\_\_

(Month) \_\_\_\_\_ (Year) \_\_\_\_\_

## C. Particular Areas

1. \_\_\_\_\_  
 2. \_\_\_\_\_  
 3. \_\_\_\_\_

- ☐ No Are you a college student now enrolled in an ROTC or other  
☐ Yes Armed Forces Education Program?  
☐ No Do you intend to accept a Commission?  
☐ Yes

Identify Program of which you are a member? \_\_\_\_\_

NOTE: Any person enlisted or commissioned in a reserve component of the Armed Forces is required to have completed the initial period of active duty for training required by his Branch before he may serve with the National Service Corps.

## C. Are you now on active duty or active duty for training?

- ☐ No  
☐ Yes When do you expect to complete your active duty or active duty for training? \_\_\_\_\_







## PART VII EDUCATION

\* Specify the high school you last attended or were graduated from:

| Name of School | City and State | Type Course<br>(academic,<br>vocational or<br>commercial) | Dates Attended<br>(Month & Year)<br>From To | Diploma<br>Received<br>Yes No |
|----------------|----------------|-----------------------------------------------------------|---------------------------------------------|-------------------------------|
|                |                |                                                           |                                             |                               |

List all technical, trade or other special training (civilian or military) not covered.

Use additional page if more space is needed.

| Name of School | City and State | Dates Attended<br>(Month & Year)<br>From To | Full<br>Time<br>(Check) | Part<br>Time | Type of Training | Diploma<br>or Cert.<br>Received<br>Yes No |
|----------------|----------------|---------------------------------------------|-------------------------|--------------|------------------|-------------------------------------------|
|                |                |                                             |                         |              |                  |                                           |
|                |                |                                             |                         |              |                  |                                           |
|                |                |                                             |                         |              |                  |                                           |

List all junior colleges, colleges and universities attended. List the most recent first.

IMPORTANT: Write to the Registrar of each college or university you have attended asking that a transcript of your record be sent to the National Service Corps, Washington 25, D.C.

| Name of School | City and State | Dates Attended<br>(Month & Year)<br>From To | Full<br>Time<br>(Check) | Part<br>Time | Type of Degree Received<br>or Expected and Date<br>Received or Expected<br>Degree<br>Received Expected Date | Major<br>Field | Minor<br>Field<br>(If Any) |
|----------------|----------------|---------------------------------------------|-------------------------|--------------|-------------------------------------------------------------------------------------------------------------|----------------|----------------------------|
|                |                |                                             |                         |              |                                                                                                             |                |                            |
|                |                |                                             |                         |              |                                                                                                             |                |                            |
|                |                |                                             |                         |              |                                                                                                             |                |                            |
|                |                |                                             |                         |              |                                                                                                             |                |                            |

Circle below the grade which most nearly approximates your scholastic average for all undergraduate college work.

A B+ B C+ C D+

Complete this item only if you have two or more years of college or equivalent specialized training.

For Column A.

Enter a "1" opposite the area of study in which you have had the most training and a "2" opposite the area in which you have had the second-most training. Then, enter "3", "4", and "5" opposite the areas in which you have had the third, fourth and fifth-most training.

For Column B.

If you have done college work beyond the bachelor's degree, enter a check mark (✓) opposite each area in which you have had one or more graduate courses.

Circle below the grade which most nearly approximates your scholastic average for undergraduate work in your major field only.

A B+ B C+ C D+

For Column C.

Enter the approximate number of hours of credit received for each area you have studied as an undergraduate. At the top of the column write "S" or "Q" to indicate semester or quarter hours. Be sure to indicate any college or technical school courses in math, chemistry, physics, biology, surveying or physical education.

For Column D.

Enter your field of specialization for each of the areas for which you entered a number in Column A.

| A<br>Under-<br>grad-<br>uate | B<br>Grad-<br>uate<br>Study<br>(✓) | C<br>Hours<br>of<br>Credit | D<br>Areas of Study                        | Fields of<br>Specialization |
|------------------------------|------------------------------------|----------------------------|--------------------------------------------|-----------------------------|
| 1                            |                                    |                            | Accounting.....                            |                             |
| 2                            |                                    |                            | Agricultural Extension.....                |                             |
| 3                            |                                    |                            | Agronomy.....                              |                             |
| 4                            |                                    |                            | Animal Husbandry.....                      |                             |
| 5                            |                                    |                            | Anthropology.....                          |                             |
| 6                            |                                    |                            | Architecture or City Planning.....         |                             |
| 7                            |                                    |                            | Arts, Fine or Applied.....                 |                             |
| 8                            |                                    |                            | Biological Sciences.....                   |                             |
| 9                            |                                    |                            | Business Administration.....               |                             |
| 10                           |                                    |                            | Chemistry.....                             |                             |
| 11                           |                                    |                            | Economics.....                             |                             |
| 12                           |                                    |                            | Education.....                             |                             |
| 13                           |                                    |                            | Engineering.....                           |                             |
| 14                           |                                    |                            | English Composition.....                   |                             |
| 15                           |                                    |                            | English Literature.....                    |                             |
| 16                           |                                    |                            | Foreign Language.....                      |                             |
| 17                           |                                    |                            | Forestry and Conservation.....             |                             |
| 18                           |                                    |                            | Geography or Area Studies.....             |                             |
| 19                           |                                    |                            | Geology.....                               |                             |
| 20                           |                                    |                            | History.....                               |                             |
| 21                           |                                    |                            | Home Economics including<br>Nutrition..... |                             |

|    |                                                    |  |
|----|----------------------------------------------------|--|
| 22 | Horticulture.....                                  |  |
| 23 | Journalism.....                                    |  |
| 24 | Law.....                                           |  |
| 25 | Mathematics.....                                   |  |
| 26 | Medicine.....                                      |  |
| 27 | Music.....                                         |  |
| 28 | Nursing.....                                       |  |
| 29 | Philosophy or Religion.....                        |  |
| 30 | Physical Education or Recreation.....              |  |
| 31 | Physics.....                                       |  |
| 32 | Political Science.....                             |  |
| 33 | Psychology.....                                    |  |
| 34 | Public Administration.....                         |  |
| 35 | Public Health.....                                 |  |
| 36 | Sanitation or Sanitary<br>Equipment.....           |  |
| 37 | Social Work.....                                   |  |
| 38 | Sociology.....                                     |  |
| 39 | Speech.....                                        |  |
| 40 | Statistics.....                                    |  |
| 41 | Vocational Education.....                          |  |
| 42 | Other Agriculture.....                             |  |
| 43 | Other Health Fields.....                           |  |
| 44 | Other Physical Sciences.....                       |  |
| 45 | Other Areas not listed<br>elsewhere (specify)..... |  |



## PART VIII EMPLOYMENT RECORD

## A. INSTRUCTIONS

1. List all the jobs you have held since high school with your present or most recent job first, and so on.
2. Do not include military service or attendance at school. These are covered elsewhere in this questionnaire.
3. If you have held more than four jobs, provide the same information for the other job(s) on an additional page or pages. Be sure to account for each year you have been employed.
4. Explain periods of unemployment on additional page.

## B. Have you ever been discharged or have you ever been asked to resign from any job?

- ☐ No  
☐ Yes. Give details on an additional page including the name and address of employer, approximate date of leaving and reasons in each case.

## C. Social Security Number: \_\_\_\_\_

## D. If you are now employed, may we contact your present supervisor for a reference?

- ☐ No  
☐ Yes

## E. Have you ever worked for the Federal Government?

- ☐ No  
☐ Yes. List below.

## F. Position.

## 1. Present (or last) job.

Job title: \_\_\_\_\_

Date: From \_\_\_\_\_ to \_\_\_\_\_  
(month) (year) (month) (year)

Major Duties: \_\_\_\_\_

Average Number of Hours per week \_\_\_\_\_ Rate of pay \$ \_\_\_\_\_ per \_\_\_\_\_

(Name of Supervisor)

(Name and Department of Company)

(Number and Street)

(City) (State)

Type of Organization: \_\_\_\_\_

Reason for leaving: \_\_\_\_\_

## 2. Job Title: \_\_\_\_\_

Date: From \_\_\_\_\_ to \_\_\_\_\_  
(month) (year) (month) (year)

Major Duties: \_\_\_\_\_

Average Number of Hours per week \_\_\_\_\_ Rate of pay \$ \_\_\_\_\_ per \_\_\_\_\_

(Name of Supervisor)

(Name and Department of Company)

(Number and Street)

(City) (State)

Type of Organization: \_\_\_\_\_

Reason for leaving: \_\_\_\_\_

## 3. Job title: \_\_\_\_\_

Date: From \_\_\_\_\_ to \_\_\_\_\_  
(month) (year) (month) (year)

Major Duties: \_\_\_\_\_

Average Number of Hours per week \_\_\_\_\_ Rate of pay \$ \_\_\_\_\_ per \_\_\_\_\_

(Name of Supervisor)

(Name and Department of Company)

(Number and Street)

(City) (State)

Type of Organization: \_\_\_\_\_

Reason for leaving: \_\_\_\_\_

## PART IX SPECIAL QUALIFICATIONS AND SKILLS

| A. Licenses or Certificates Held other than Teacher (pilot, registered nurse, etc.) | B. State or other licensing Authority | C. Year first Issued | D. Year of latest License |
|-------------------------------------------------------------------------------------|---------------------------------------|----------------------|---------------------------|
| 1                                                                                   |                                       |                      |                           |
| 2                                                                                   |                                       |                      |                           |
| 3                                                                                   |                                       |                      |                           |
| 4                                                                                   |                                       |                      |                           |
| 5                                                                                   |                                       |                      |                           |
| 6                                                                                   |                                       |                      |                           |
| 7                                                                                   |                                       |                      |                           |



## PART IX (continued)

B

Were you a member of an athletic team? Have you participated in sports as a professional or semi-pro, or played on a Legion, service, or company team?

- 1 ☐ No.  
 2 ☐ Yes. Name the sport and type of team for each; for example, baseball—high school varsity, etc.

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## PART X WORK EXPERIENCE

## A. FARM EXPERIENCE

- 1 ☐ I have not worked on a farm.  
 2 ☐ I have worked on a farm for less than 4 months.  
 3 ☐ I have worked on a farm for 4 months to 2 years.  
 4 ☐ I have worked on a farm for more than 2 years.

If you have checked box 2, 3, or 4 above, please specify length of time, size of farm, types of crops and livestock, equipment you have operated, and other information which may be helpful in considering your qualifications. If you have worked on a farm for 2 years or longer, be sure to use an additional page to provide a complete description of your experience.

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## C. TRADE APPRENTICESHIPS

Have you served, or are you serving, an apprenticeship in any trade?

- 1 ☐ No  
 2 ☐ Yes, apprenticeship in \_\_\_\_\_

Give dates and training status: \_\_\_\_\_

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C

Are you recognized by others as skilled in any of the following activities?

- 1 ☐ No hunting canoeing camping  
 2 ☐ Yes. Circle the appropriate ones. horseback riding fishing  
 skiing mountain climbing

In what other sports, hobbies or spare-time activities do you participate regularly?

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## B. TEACHING EXPERIENCE (include practice teaching)

- 1 ☐ I have not had teaching experience.  
 2 ☐ I have taught at the primary school level (grades 1-4) for \_\_\_\_\_ years \_\_\_\_\_ months.  
 3 ☐ I have taught at the secondary school level (grades 7-12) for \_\_\_\_\_ years \_\_\_\_\_ months.  
 4 ☐ I have taught at the college level for \_\_\_\_\_ years \_\_\_\_\_ months.  
 5 ☐ I have taught in adult education programs for \_\_\_\_\_ years \_\_\_\_\_ months.  
 6 ☐ I have taught in agricultural extension programs for \_\_\_\_\_ years \_\_\_\_\_ months.  
 7 ☐ I have conducted on-the-job training.  
 8 ☐ I have had other teaching experience.

If you have checked boxes 2, 3, 4, 5, 6, 7, or 8, give details below. If you now hold a teaching certificate give levels, subjects, state in which held, and date awarded.

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## D. SOCIAL WORK EXPERIENCE

- 1 ☐ I have not had social work experience  
 2 ☐ I have done social case work  
 3 ☐ I have done group work  
 4 ☐ I have worked extensively with children  
 5 ☐ I have worked extensively with adults  
 6 ☐ I have worked with the mentally ill  
 7 ☐ I have worked with the mentally retarded  
 8 ☐ I have had other social work experience

If you have had other social work experience please explain. \_\_\_\_\_

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## PART XI SKILL CLASSIFICATION

#### A. Primary Job Skills

We want you to tell us what work you can do best. We want you to evaluate your own competence by using the list of jobs and areas of knowledge on the opposite page.

The job we offer you will depend largely upon the accuracy of your answers to this particular question, so please work carefully. Read through the entire list before beginning.

You may list from one to three areas, with the first being the one in which you are most competent. List any of those areas in which you could now perform competently on the job either as a worker or a teacher. (Additional skills may be listed under "B" in the next column.)

| Digit Skill Code<br>For First Skill | Skill Title | Remarks |
|-------------------------------------|-------------|---------|
|                                     |             |         |
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[illegible]

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|-----------------------------------------------------------------------------------------|----------------------------------------|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|
| <div style="border: 1px solid black; width: 80px; height: 30px; margin: 0 auto;"></div> | 3 Digit Skill Code<br>For Second Skill |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |
|-----------------------------------------------------------------------------------------|----------------------------------------|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|

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| 3 Digit Skill Code<br>For Third Skill | Skill Title | Remarks: (State your area of specialization and summarize the nature and extent of your training and experience.) |
|---------------------------------------|-------------|-------------------------------------------------------------------------------------------------------------------|
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### B. Additional Skills

List below any additional skills you have acquired through hobbies, part-time jobs or full-time jobs, and check one box for each to indicate the extent of your skill. Choose these from the list of Job Skills and Areas of Knowledge and be sure to include any skills involving the use of special tools, such as carpenter, motor vehicle repair, farmer, surveyor, etc. Summarize your training and experience for each skill in the space provided.

[illegible]

C. Furnish detailed information on other special skills, awards, scholarships, abilities or areas of special knowledge.

[illegible]



## JOBS AND AREAS OF KNOWLEDGE

Use this list to complete item 23 on page 6.

Note to secondary school or college teachers: classify yourself under the subjects in which you have specialized.

| Skill Code                                     | Skill Title                                                                         |
|------------------------------------------------|-------------------------------------------------------------------------------------|
| <b>Construction and Industrial Occupations</b> |                                                                                     |
| 00-0                                           | Brick and Stone Mason, Tiler/Setter                                                 |
| 00-1                                           | Cement and Concrete Finishing                                                       |
| 00-2                                           | Plasterer                                                                           |
| 00-3                                           | Plumber                                                                             |
| 00-4                                           | Rodder                                                                              |
| 00-5                                           | Carpenter                                                                           |
| 00-6                                           | Heavy Equipment Operator                                                            |
| 00-7                                           | General Laborer                                                                     |
| 00-8                                           | Electrician                                                                         |
| 00-9                                           | Painter                                                                             |
| 01-0                                           | Grading and Paving                                                                  |
| 01-1                                           | Welding and Soldering                                                               |
| 01-2                                           | Metal Machining                                                                     |
| 01-3                                           | Other Metal Working                                                                 |
| 01-4                                           | Transporting and Material Handling                                                  |
| 01-5                                           | Mining, Quarrying and Earth Boring                                                  |
| 01-6                                           | Printing                                                                            |
| 01-7                                           | Photographic Processing                                                             |
| 01-8                                           | Bakery Products                                                                     |
| 01-9                                           | Dairy Products                                                                      |
| 02-0                                           | Grain Mill Products                                                                 |
| 02-1                                           | Slaughtering and Meat Products                                                      |
| 02-2                                           | Other Food Products (specify)                                                       |
| 02-3                                           | Tobacco Products                                                                    |
| 02-4                                           | Textiles                                                                            |
| 02-5                                           | Leather Products                                                                    |
| 02-6                                           | Paper Products                                                                      |
| 02-7                                           | Chemical Products                                                                   |
| 02-8                                           | Petroleum and Coal Products                                                         |
| 02-9                                           | Plastics Products                                                                   |
| 03-0                                           | Rubber Products                                                                     |
| 03-1                                           | Stone, Slag and Glass Products                                                      |
| 03-2                                           | Timber and Wood Products                                                            |
| 03-3                                           | Ore Refining and Foundry                                                            |
| 03-4                                           | Metal Processing                                                                    |
| 03-5                                           | Construction Foreman                                                                |
| 03-9                                           | Other Construction or Industrial Occupations (specify)                              |
| <b>Equipment Repair</b>                        |                                                                                     |
| 04-0                                           | General Industrial Machinery Repair (engines, furnaces, pumps, etc.)                |
| 04-1                                           | Electrical Equipment Repair (household appliances, electrical industrial equipment) |
| 04-2                                           | Electronic Equipment Repair (radio, T.V., communications equipment)                 |
| 04-3                                           | Motor Vehicle Repair                                                                |
| 04-4                                           | Aircraft Repair                                                                     |
| 04-5                                           | Railroad Repair                                                                     |
| 04-6                                           | Ship and Boat Repair                                                                |
| 04-7                                           | Heavy Equipment Repair (including farm equipment)                                   |
| 04-8                                           | Office Machine Repair                                                               |
| 04-9                                           | Scientific Apparatus, Watch and Clock Repair                                        |
| 05-9                                           | Other Equipment Repair (specify)                                                    |
| <b>Agricultural and Related Fields</b>         |                                                                                     |
| 06-0                                           | Animal, Livestock and Poultry Farming                                               |
| 06-1                                           | Dairy Farming                                                                       |
| 06-2                                           | Cotton Farming                                                                      |
| 06-3                                           | Fruit Farming                                                                       |
| 06-4                                           | Vegetable Farming                                                                   |
| 06-5                                           | Grain Farming                                                                       |
| 06-6                                           | General Farming                                                                     |
| 06-7                                           | Gardening and Groundskeeping                                                        |
| 06-8                                           | Nursery Operation and Flower Growing                                                |
| 06-9                                           | Irrigation                                                                          |
| 07-0                                           | Farm Machinery Operator                                                             |
| 07-1                                           | 4-H Club Leader                                                                     |
| 07-2                                           | Blight and Pest Control                                                             |
| 07-9                                           | Other Agricultural (specify)                                                        |
| <b>Agricultural Sciences</b>                   |                                                                                     |
| 08-0                                           | Agromony                                                                            |
| 08-1                                           | Animal Husbandry                                                                    |
| 08-2                                           | Agricultural Extension                                                              |
| 08-3                                           | Soil Physics                                                                        |
| 08-4                                           | Soil Chemistry                                                                      |
| 08-5                                           | Fish, Wildlife, Forestry, Conservation                                              |
| 08-6                                           | Horticulture                                                                        |
| 08-7                                           | Agricultural Education                                                              |
| 08-8                                           | Agricultural Economics                                                              |
| 08-9                                           | Other Agricultural Sciences (specify)                                               |

| Skill Code                                                         | Skill Title                                                      | Skill Code                                      | Skill Title                                                                               |
|--------------------------------------------------------------------|------------------------------------------------------------------|-------------------------------------------------|-------------------------------------------------------------------------------------------|
| <b>Biological Sciences</b>                                         |                                                                  | <b>Architectural and Engineering</b>            |                                                                                           |
| 09-0                                                               | Botany                                                           | 19-0                                            | Architecture or City Planning                                                             |
| 09-1                                                               | Zoology                                                          | 19-1                                            | Aeronautical Engineering                                                                  |
| 09-2                                                               | Biology                                                          | 19-2                                            | Electrical Engineering                                                                    |
| 09-3                                                               | Physiology                                                       | 19-3                                            | Civil Engineering                                                                         |
| 09-4                                                               | Microbiology                                                     | 19-4                                            | Sanitary Engineering                                                                      |
| 09-5                                                               | Biochemistry                                                     | 19-5                                            | Ceramic Engineering                                                                       |
| 09-6                                                               | Entomology                                                       | 19-6                                            | Mechanical Engineering                                                                    |
| 09-7                                                               | Biological Laboratory Technician (specify)                       | 19-7                                            | Chemical Engineering                                                                      |
| 09-9                                                               | Other Biological Sciences (specify)                              | 19-8                                            | Mining and Petroleum Engineering                                                          |
| <b>Physical Sciences</b>                                           |                                                                  | 19-9                                            | Metallurgy and Metallurgical Engineering                                                  |
| 10-0                                                               | Physics                                                          | 20-0                                            | Industrial Engineering                                                                    |
| 10-1                                                               | Chemistry                                                        | 20-1                                            | Agricultural Engineering                                                                  |
| 10-2                                                               | Geology                                                          | 20-2                                            | Drafting                                                                                  |
| 10-3                                                               | Meteorology or Astronomy                                         | 20-3                                            | Surveying                                                                                 |
| 10-4                                                               | General Science                                                  | 20-4                                            | Industrial Design                                                                         |
| 10-5                                                               | Physical Science Laboratory Technician (specify)                 | 20-5                                            | Structural Engineer                                                                       |
| 10-9                                                               | Other Physical Sciences (specify)                                | 20-6                                            | Engineering Aide                                                                          |
| <b>Mathematics and Statistics</b>                                  |                                                                  | 20-9                                            | Other Engineering (specify)                                                               |
| 11-0                                                               | Mathematics                                                      | 21-0                                            | Physician or Surgeon                                                                      |
| 11-1                                                               | Statistics                                                       | 21-1                                            | Dentist                                                                                   |
| 11-2                                                               | Statistical Economics                                            | 21-2                                            | Veterinarian                                                                              |
| 11-3                                                               | Automatic Data Processing                                        | 21-3                                            | Pharmacist                                                                                |
| 11-9                                                               | Other Mathematical (specify)                                     | 21-4                                            | Occupational Therapist                                                                    |
| <b>Social Sciences</b>                                             |                                                                  | 21-5                                            | X-Ray Technician                                                                          |
| 12-0                                                               | Economics                                                        | 21-6                                            | Anaesthetist                                                                              |
| 12-1                                                               | Political Science or International Relations                     | 21-7                                            | Dental Hygienist                                                                          |
| 12-2                                                               | History                                                          | 21-8                                            | Medical Technologist                                                                      |
| 12-3                                                               | Geography                                                        | 21-9                                            | Physical Therapist                                                                        |
| 12-4                                                               | Psychology                                                       | 22-0                                            | Sanitarian                                                                                |
| 12-5                                                               | Sociology                                                        | 22-1                                            | Medical Administrator                                                                     |
| 12-6                                                               | Anthropology                                                     | 22-2                                            | Nurse, RN, with or without additional degrees                                             |
| 12-7                                                               | Social Welfare Work                                              | 22-3                                            | Nurse, other                                                                              |
| 12-8                                                               | Education (for Teachers of Teachers only)                        | 22-4                                            | Public Health Education                                                                   |
| 12-9                                                               | Guidance and Counseling                                          | 22-5                                            | Nutrition                                                                                 |
| 13-0                                                               | Archeology                                                       | 22-9                                            | Other Medical and Health Fields (specify)                                                 |
| 13-1                                                               | Social Studies Teacher                                           | <b>Art</b>                                      |                                                                                           |
| 13-2                                                               | Humanities                                                       | 23-0                                            | Commercial Artist                                                                         |
| 13-3                                                               | Area Studies                                                     | 23-1                                            | Designer                                                                                  |
| 13-9                                                               | Other Social Sciences (specify)                                  | 23-2                                            | Photographer                                                                              |
| <b>Teaching and Education Specialties not Classified Elsewhere</b> |                                                                  | 23-3                                            | Fine Arts                                                                                 |
| 14-0                                                               | Librarian                                                        | 23-4                                            | Technical Illustrator                                                                     |
| 14-1                                                               | Home Economics                                                   | 23-6                                            | Handicrafts                                                                               |
| 14-2                                                               | Physical Educational and Coaching                                | 23-9                                            | Other Occupations in art (specify)                                                        |
| 14-3                                                               | Vocational Education                                             | <b>Entertainment</b>                            |                                                                                           |
| 14-4                                                               | Teacher of the Handicapped                                       | 24-0                                            | Dramatics                                                                                 |
| 14-5                                                               | Kindergarten and Nursery School Teacher                          | 24-1                                            | Music                                                                                     |
| 14-6                                                               | Elementary School Teacher                                        | 24-9                                            | Other Entertainment Occupations (specify)                                                 |
| 14-7                                                               | Curator                                                          | <b>Administrative and Management</b>            |                                                                                           |
| 14-8                                                               | English Language and Literature                                  | 25-0                                            | Accountant                                                                                |
| 14-9                                                               | Foreign Language Teacher                                         | 25-1                                            | Management and Budget Analysis                                                            |
| 15-0                                                               | Education Administration                                         | 25-2                                            | Advertising                                                                               |
| 15-1                                                               | Literary Teacher                                                 | 25-3                                            | Public Relations                                                                          |
| 15-2                                                               | Business Skills Teacher                                          | 25-4                                            | Personnel Administration and Training                                                     |
| 15-9                                                               | Other (Specify-do not include specialties classified elsewhere.) | 25-5                                            | Business Administration, General                                                          |
| <b>Languages, Writing and Communication</b>                        |                                                                  | 25-6                                            | Public Administration                                                                     |
| 16-0                                                               | Interpreter or Translator                                        | 25-7                                            | Sales                                                                                     |
| 16-1                                                               | Writer                                                           | 25-8                                            | Cooperative Marketing                                                                     |
| 16-2                                                               | Editor                                                           | 25-9                                            | Other Administrative (specify)                                                            |
| 16-3                                                               | Journalist                                                       | <b>Clerical and Related Fields</b>              |                                                                                           |
| 16-4                                                               | Audio-Visual Aids                                                | 26-0                                            | Stenographer                                                                              |
| 16-5                                                               | Communications Theory and Research                               | 26-1                                            | Typist                                                                                    |
| 16-6                                                               | Radio and TV Broadcasting Technicians                            | 26-2                                            | Secretary                                                                                 |
| 16-7                                                               | Speech and Drama                                                 | 26-3                                            | Statistical Clerk                                                                         |
| 16-9                                                               | Other Language, Writing or Communications (specify)              | 26-9                                            | Other Clerical (specify)                                                                  |
| <b>Philosophy and Ethics</b>                                       |                                                                  | <b>Miscellaneous Professional and Technical</b> |                                                                                           |
| 17-0                                                               | Philosophy                                                       | 27-0                                            | Aircraft Pilot, Navigators                                                                |
| 17-9                                                               | Other Philosophy and Ethics (specify)                            | 27-1                                            | Ship Captain, Mate, Pilot, Engineer                                                       |
| <b>Law and Jurisprudence</b>                                       |                                                                  | 27-2                                            | Railroad Engineer, Conductor                                                              |
| 18-0                                                               | Lawyer                                                           | 27-3                                            | Shoemaker or Shoe Repairman                                                               |
| 18-9                                                               | Other Law or Jurisprudence (specify)                             | 27-4                                            | Tailor                                                                                    |
|                                                                    |                                                                  | 27-9                                            | Other Professional or Technical not classified elsewhere (specify)                        |
|                                                                    |                                                                  | <b>Service Occupations</b>                      |                                                                                           |
|                                                                    |                                                                  | 28-0                                            | Recreation Leader                                                                         |
|                                                                    |                                                                  | 28-9                                            | Other Service Occupations (include food, domestic, amusement, protective, etc.) (specify) |
|                                                                    |                                                                  | <b>Miscellaneous Occupations</b>                |                                                                                           |
|                                                                    |                                                                  | 29-0                                            | Other skill not classified elsewhere (specify)                                            |



## PART XII ORGANIZATIONS

List all organizations in which you have been active, such as farm, labor, civic, welfare, school, college, co-op, credit union and/or social groups, voluntary agencies and overseas exchange or service programs. (Exclude any organizations the names of which may indicate the race, religion, or national origin of its members.)

| Name of Organization<br>(Do not abbreviate.) | Highest Office or Position Held<br>(if any) | Dates of Membership |    |
|----------------------------------------------|---------------------------------------------|---------------------|----|
|                                              |                                             | From                | To |
|                                              |                                             | —                   | —  |
|                                              |                                             | —                   | —  |
|                                              |                                             | —                   | —  |
|                                              |                                             | —                   | —  |
|                                              |                                             | —                   | —  |
|                                              |                                             | —                   | —  |

## PART XIII VOLUNTARY ACTIVITIES

Describe any voluntary activities in which you have participated.

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## PART XIV ADDITIONAL INFORMATION

yes no

1. Have you filed an application with the Peace Corps? .....

2. Have you ever been arrested, taken into custody, held for investigation or questioning, or charged by any law enforcement authority? (You may omit: (1) Traffic violations for which you paid a fine of \$30.00 or less; and (2) anything that happened before your 16th birthday. All other incidents must be included, even though they were dismissed or you were found not guilty.) .....

|  |  |
|--|--|
|  |  |
|  |  |

3. While in the military service were you ever arrested for an offense which resulted in a trial by court-martial, special court-martial, or summary court-martial? .....

If yes, in a separate sealed envelope addressed to the Director, National Service Corps, and marked "Legal Confidential", give your name and the nature of the charge, date, place, and disposition.

## PART XV What do you hope to accomplish by serving with the National Service Corps?

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## PART XVI REFERENCES

List below the names and complete addresses of at least six persons not related to you who have definite knowledge of your qualifications and fitness for the National Service Corps, other than supervisors already listed. You must list at least six. However, you are encouraged to list as many as ten. Please use additional page if more space is needed.

|                                                                                                                                                                                |                         |                  |                                                  |  |
|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------|------------------|--------------------------------------------------|--|
| 1.                                                                                                                                                                             | Name _____              | Occupation _____ | Organization and Department, if applicable _____ |  |
|                                                                                                                                                                                | Number and Street _____ | City _____       | State _____                                      |  |
| 2.                                                                                                                                                                             | Name _____              | Occupation _____ | Organization and Department, if applicable _____ |  |
|                                                                                                                                                                                | Number and Street _____ | City _____       | State _____                                      |  |
| 3.                                                                                                                                                                             | Name _____              | Occupation _____ | Organization and Department, if applicable _____ |  |
|                                                                                                                                                                                | Number and Street _____ | City _____       | State _____                                      |  |
| 4.                                                                                                                                                                             | Name _____              | Occupation _____ | Organization and Department, if applicable _____ |  |
|                                                                                                                                                                                | Number and Street _____ | City _____       | State _____                                      |  |
| 5.                                                                                                                                                                             | Name _____              | Occupation _____ | Organization and Department, if applicable _____ |  |
|                                                                                                                                                                                | Number and Street _____ | City _____       | State _____                                      |  |
| 6.                                                                                                                                                                             | Name _____              | Occupation _____ | Organization and Department, if applicable _____ |  |
|                                                                                                                                                                                | Number and Street _____ | City _____       | State _____                                      |  |
| B. Indicate below the name and complete address of the one person whom you feel knows you best. You may list a parent, spouse, brother, sister, or other relative if you wish. |                         |                  |                                                  |  |
|                                                                                                                                                                                | Name _____              | Occupation _____ | Relationship to you _____                        |  |
|                                                                                                                                                                                | Number and Street _____ | City _____       | State _____                                      |  |

ATTACH AN ADDITIONAL SHEET IF YOU WISH TO PROVIDE MORE INFORMATION.

PLEASE REVIEW THIS QUESTIONNAIRE TO BE SURE THAT ALL ANSWERS ARE ACCURATE AND COMPLETE.

I certify that the information given in this questionnaire is correct and true, to the best of my knowledge.

Date \_\_\_\_\_ Signature \_\_\_\_\_

Where did you get your National Service Corps Questionnaire?

- 1 ☐ By writing to Washington 2 ☐ Your Post Office 3 ☐ College Liaison Officer 4 ☐ County Agent 5 ☐ Voc Ag Teacher 6 ☐ Labor Union  
7 ☐ Professional Association 8 ☐ Congressman or Senator 9. ☐ National Service Corps recruiter

Other \_\_\_\_\_

What prompted you to ask for a Questionnaire?

- 1 ☐ Newspaper or magazine story 2 ☐ Poster 3 ☐ TV 4 ☐ Radio 5 ☐ AD 6 ☐ Friend 7 ☐ Speaker Who or where \_\_\_\_\_

Other \_\_\_\_\_

Did a recruiter talk to you before you filled out a Questionnaire? 1 ☐ Yes 2 ☐ No

Comment: \_\_\_\_\_



JULY 22, 1963.

Re National Service Corps bill (S. 1321).

HON. HARRISON A. WILLIAMS, JR.,  
*Chairman, Subcommittee on the National Service Corps,  
Committee on Labor and Public Welfare,  
U.S. Senate, Washington, D.C.*

DEAR SENATOR WILLIAMS: This is in response to your letter requesting my views of certain amendments to the National Service Corps bill proposed by Senator John G. Tower during the subcommittee's executive session on July 11, 1963.

In my judgment, the proposed amendments are both unnecessary and unwise. The administration and the Congress are presently engaged in consideration of the comprehensive Civil Rights Act of 1963 which addresses itself to the many-sided problems created by racial discrimination. Congressional committees are in the midst of extensive hearings in which every facet of these civil rights proposals is being intensively examined. These hearings offer everyone concerned with civil rights a full opportunity for presentation and careful consideration of proposals which, upon adoption, would be a part of a coordinated program of action to insure nondiscrimination. It is in that way, rather than by riders proposed after hearings on the Service Corps bill have been concluded, that the objectives which appear to be the subject of Senator Tower's amendments can best be achieved.

The first and third proposals would amend sections 4(a) and 5(3) of the bill to provide that the terms and conditions of enrollment, training, and service of corpsmen shall not discriminate against any person on account of race, color, or creed. (The full text of the three proposed amendments is attached.)

Because of their relationship to the Federal Government, the corpsmen are, in my opinion, fully governed by the President's Executive Order No. 10925 on equal employment opportunity. Under the circumstances these two amendments would only duplicate an already clear Federal policy. If further assurances of nondiscrimination in enrollment, training, and service of corpsmen be needed, they may be found in my testimony before the subcommittee considering this bill, where, in response to questions posed by Senator Javits, I acknowledged that the Service Corps program would be "administered as a completely non-discriminatory and unsegregated program with Negroes and whites alike, serving and serving anywhere that their services are requested" and stated, "obviously, there would be no segregation in the operation of the program any more than there is in the operation of the Peace Corps, and individuals would be selected for assignments based on their skill, their background, their ability, not on their race, color, or religion." (See p. 58, hearings of the Subcommittee on the National Service Corps, May 29, 1963.)

At best, then, the amendments would be merely a duplication of these well-established rules. However, their adoption might result in undermining the very objectives toward which they are ostensibly directed. Thus, adoption of such provisions as a part of this bill might be taken to mean that other programs which have been or may be authorized without them need not meet these same standards of nondiscrimination. This would bring about a confusion where utmost clarity is required. To avoid the confusion, it might become necessary to include special provisions in every bill proposed to the Congress, thereby taking a piecemeal approach to a Federal policy which has already been clearly established.

I hope the committee will exercise its wisdom to reject these unnecessary amendments and avoid this possibility of confusion.

The second proposal would, as I understand it, impose a mandatory prohibition against the assignment of corpsmen to any agency which discriminates on account of race, color or creed. While the benefits of this program should unquestionably be available to eligible recipients without regard to race, color or creed, any such sweeping mandatory requirement would, I believe, threaten the welfare of those in need, including the very minority groups which I assume Senator Tower seeks to assist. Under the provisions of the bill, corpsmen would be assigned to work only with persons in critical need. To deny those persons this opportunity to help themselves because, through no fault of their own, some form of discrimination remains would be a callous disregard of the human problems presented to the Service Corps.



A clause of the second proposed amendment would provide that no political test shall be required by the Corps in its project agreements. There is no dispute with the objectives of this clause, but again it represents an unnecessary addition to the bill. The operation of the Corps will be nonpartisan and non-political. Corpsmen are made subject to the Hatch Act by section 4(f) (1), and William R. Anderson, the President's consultant on a national service program, has testified that absolutely no political test will be required. (Transcript of hearings before the Special Subcommittee on Labor of the House Committee on Education and Labor, June 12, 1963, pp. 545-546.)

We welcome the interest shown by Senator Tower in the need for civil rights legislation and hope that this will mean his support of the proposed Civil Rights Act of 1963. The provisions he has sought to add to the National Service Corps bill without the benefit of hearings will not advance the fight against discrimination but would only threaten confusion and denial of assistance to the very groups for which the amendments reflect concern. I hope the full committee will reject these unnecessary amendments.

Sincerely yours,

\_\_\_\_\_, Attorney General.

#### PROPOSED AMENDMENTS TO THE NATIONAL SERVICE CORPS BILL <sup>1</sup>

##### NATIONAL SERVICE CORPSMEN

SEC. 4(a). The terms and conditions of the enrollment, training, and service of corpsmen shall be exclusively those set forth in this Act and those consistent therewith which the President may prescribe. *Such terms and conditions of enrollment, training, and service shall in no manner discriminate against nor give preference to any individual or class of persons on account of race, creed, color, or ethnic origin.* The number of corpsmen enrolled under this Act shall not exceed one thousand at any time during the fiscal year commencing July 1, 1963, and shall not exceed five thousand at any time thereafter.

\* \* \* \* \*

##### GENERAL POWERS AND AUTHORITIES

SEC 5. In furtherance of the purposes of this Act, the President may—

(1) Enter into and perform contracts, leases, and cooperative agreements with and make payments (in advance, by transfer, or otherwise) to any department or agency of the United States or of any State, or political subdivision thereof, the District of Columbia, and any private person or organization. *No such contracts, leases, and agreements shall be entered into with any agency, organization, or political subdivision that exercises discrimination on account of race, color, creed, or ethnic origin, nor shall any political test be required.*

\* \* \* \* \*

(3) Employ such persons as he deems necessary to carry out this Act, and pay expenses of attendance of meetings concerned with the purposes of this Act, including (notwithstanding section 9 of the Act of March 4, 1909 (31 U.S.C. 673)) expenses in connection with meetings of persons whose employment is authorized by section 7(a) of this Act. *Provided that the director may exclude from enrollment such persons as he may consider detrimental to the well-being or welfare of the Corps except that no person shall be excluded on account of race, color, creed, or ethnic origin.*

STATEMENT OF WILLIAM R. ANDERSON, CONSULTANT TO THE PRESIDENT ON A NATIONAL SERVICE CORPS, BEFORE THE COMMITTEE ON PUBLIC HEALTH AND WELFARE, GOVERNORS' CONFERENCE, MIAMI, FLA., JULY 21, 1963

Mr. Chairman and members of the conference and this committee, I appreciate very much this opportunity to testify on the proposed National Service Corps. As Governors you have a vital share in this program, for it cannot succeed without your continuing guidance, help, and counsel.

<sup>1</sup> Words which would be added by the amendments are italicized.



Despite our great abundance of human and material resources every sixth citizen in the United States lives on submarginal income, and lacks either the skills, the ability, or motivation to overcome his problems. Tragically, half this group are children or are just beyond childhood. Despite the dedicated and effective efforts of the many public and private programs aimed at meeting these needs, our concern for the well being and worth of each individual requires us to do a great deal more.

The National Service Corps is a concept of helping people to help themselves. It is based on the belief that a well of American idealism can be tapped to provide 5,000 trained, skilled, and motivated men and women who, in giving a year or two of their lives to this work, will inspire millions of their fellow citizens to launch an all-out attack in their own communities on our remaining pockets of poverty and despair.

While the goals are elevated, the approach is, I believe, practical and down to earth. I believe it is framed with the very best timbers of our entire American structure.

As a representative of the Nation, the Corps will have the greatest possible potential to develop the special spirit and tradition that comes with national service—service to one's country. This will enable it to attract top-caliber men and women willing to work under conditions of austerity and hardship. It will mean that the Corps will establish the highest standards of service.

In regard to the projects undertaken, the role of the Corps will be to supply trained and dedicated men and women with skills and experience, and to see that their services are properly and productively utilized in accordance with the goals set by the Congress. From here on virtually every aspect of the program is local.

To put a corpsman on a job the following conditions must be met:

He must be wanted. There must be a local invitation from a local sponsoring agency or group. The projects on which the corpsmen are to work must be developed locally.

To qualify as a project sponsor, a group or agency must be an official activity within the framework of State or local government or a recognized nonprofit organization broadly recognized as effective in areas of nonpartisan, nonsectarian public service. The sponsor must have leadership capable of planning and managing the projects, and supervising the corpsmen. In isolated small communities, or in any area short of resources, the Corps would consider a co-sponsorship arrangement wherein another agency or institution, perhaps a local college or university, would supply the necessary leadership and technical and material resources not available locally.

Projects would be undertaken only when there is a critical need and existing local programs are inadequate; when there is neither competition nor conflict with existing programs; when local workers would not be displaced; and when the efforts of the corpsmen would not become a "crutch." By this I mean each project request would have to provide a phaseout plan showing how the corpsmen would, after a suitable period of time, be replaced by local counterparts, volunteers or otherwise, so that the Corps could move on to work on another urgently needed project.

The bill, as reported by Senator Harrison Williams' subcommittee, provides that, "The President shall request the Governor of each State in which one or more requests for corpsmen have been initiated to consult with the corps and the groups or agencies making such requests, and submit recommendations to the President" \* \* \* and that, "Before undertaking a project, the President shall assure himself that any recommendations received from such Governor have been given appropriate consideration \* \* \*."

We view this as an important provision to insure that the activities of the corps are coordinated with those of the States without burdening Governors with detailed responsibility for evaluation and performance of all projects. For example, a project in a State mental institution would obviously have to receive the blessings of the Governor. However, in the case of requests originating in a large municipality or on an Indian reservation, the Governor might not be disposed toward making substantive recommendations. This provision of the bill provides this essential flexibility.

Thus, the National Service Corps is not a program fostering Federal intervention, creating an army of starry-eyed intruders, duplicating existing efforts or establishing an unwieldy new bureaucracy. On the contrary, every effort has been made in the bill and in the written materials presented to the Congress to insure that these will be avoided.



The language of a bill is probably, in the last analysis, of lesser importance than the spirit and faith of those who are guided by the language. We recognize completely that this program, by the very nature of its goals, cannot succeed if it hampers local initiative or becomes a thorn to anyone. We intend to make sure it does not. We hope that those who participate and cooperate will be proud of it. We hope ultimately to see many of the Governors forming their own State service corps patterned after and based on the standards, traditions, and example of the National Service Corps.

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EXCERPT FROM THE MAJORITY REPORT OF THE COMMITTEE ON PUBLIC HEALTH AND WELFARE, OF THE GOVERNORS' CONFERENCE, FILED BY THE CHAIRMAN, HON. RICHARD HUGHES, OF NEW JERSEY, TO THE GOVERNORS' CONFERENCE, MIAMI, FLA., JULY 21, 1963

#### NATIONAL SERVICE CORPS

The second matter reviewed by the committee at its April meeting was the proposal for a National Service Corps. At that time legislation to create the corps had not yet been introduced. Appearing before the committee to explain the proposal were Attorney General Robert Kennedy; Mr. Richard Boone, of the President's Study Group on a National Service Program; Mr. Philleo Nash, Commissioner, Bureau of Indian Affairs, Department of the Interior; and, Mr. Phillip H. DesMarais, Deputy Assistant Secretary, Department of Health, Education, and Welfare.

The committee was informed that the underlying philosophy of the program was a recognition of the value of volunteer services in alleviating the hardships and improving the conditions of less fortunate Americans. It is the intent of the program—by example and by pioneering efforts—to stimulate further the already great voluntary activity in the Nation. Specifically the National Service Corps has four purposes:

1. To open new opportunities for full-time service working with those Americans in greatest need.
2. To illuminate those needs so as to expand the attack on deprivation in the United States.
3. To motivate many more citizens to volunteer their services in their own communities thus encouraging communities to help themselves.
4. To inspire more people to choose professions that serve their fellow citizens.

The National Service Corps would be patterned after the highly successful Peace Corps. For the first year, there would be up to 1,000 corpsmen, with provision made for no more than 5,000 corpsmen in any succeeding year. The initial cost for the first year would be approximately \$5 million. The Corps would be opened to all qualified persons, age 18 and over, without regard to sex, race, color, or creed. Corpsmen would serve for 1 year with an option to serve for an additional year if they so choose.

Projects on which corpsmen would work would be drawn and initiated by Federal, State, or local public agencies or private agencies such as nonprofit groups, labor unions, farm organizations, etc. If National Service Corps officials feel that a proposed project merits the use of a corpsman, they will assign one to the sponsoring agency. Supervision and control of the corpsman and the project will then rest primarily with the sponsoring agency. A question was raised as to the amount of supervision by Federal authorities. Attorney General Kennedy answered that only a minimum amount would be required so Federal officials could assure themselves that the original intent of the project was being carried out and that the corpsman was being provided for in accordance with the terms of the agreement between the Corps and the agency. The agency would have the right to terminate a project at any time it so desired.

Two other questions raised at the meeting in April concerned: (1) the need to coordinate projects at the State level by utilizing the State governments as the appropriate administrative subdivisions; and, (2) the effect of the Corps on existing voluntary service.

Since the April meeting, legislation implementing the Corps has been introduced into the Congress—H.R. 5625 and S. 1321. The legislation embodies the purposes and details of the program as set forth above. In addition, certain



clauses are contained which answered the questions raised as reported in the previous paragraph. For example, S. 1321 has been amended to state that:

"The President shall request the Governor of each State in which one or more requests for corpsmen have been initiated to consult with the Corps and the groups or agencies making such requests, and submit recommendations to the President concerning each request. Before undertaking a project, the President shall assure himself that any recommendations received from such Governor have been given appropriate consideration and that such project will not displace regular workers or duplicate or replace an existing service in the same locality."

This language appears to provide for effective coordination of projects by the State governments.

As to the second question, H.R. 5625 states that "before undertaking a project, the President shall assure himself that it will not displace regular workers or duplicate or replace an existing service in the same locality." This provision, coupled with the recognition of the value of established volunteer service which permeates the act and the placing of the initiative and control in the sponsoring agency, allays fear of a detrimental effect by the Corps on existing volunteer agencies.

It is the report of the Committee on Public Health and Welfare that the National Service Corps is a program which, if enacted, will be of great value in supplementing and expanding existing services for the less fortunate in our society, among them slum dwellers, school dropouts, mentally ill and mentally retarded, poverty-stricken Indians and fellow citizens trapped in badly depressed areas. We, therefore, recommend that the Governors' conference, through this committee, urge the Congress to approve the National Service Corps so that this program may be activated with all possible speed.

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#### WHAT ABOUT A PEACE CORPS SPIRIT AT HOME?

CAN THE NATIONAL SERVICE PROGRAM, NOW BEFORE CONGRESS, OFFER LEADERSHIP FOR A GRASSROOTS ATTACK ON AMERICA'S URGENT DOMESTIC PROBLEMS?

(By Robert F. Kennedy, Attorney General of the United States)

The national service program called for by President Kennedy is designed to strike at America's most urgent human needs in two important ways: First, a corps of skilled, idealistic men and women could bring the spirit of the Peace Corps to our own slums, migrant labor camps, mental institutions, and other areas of need. Second, the example set by the corpsmen could stimulate millions of other Americans to begin part-time volunteer work in their own communities.

The proposal, now before Congress, has aroused controversy, just as the idea of the Peace Corps aroused controversy 3 years ago. Opponents of the program have said it isn't needed, or that corpsmen would be doing jobs that should be done by local communities.

In my opinion, those who say there is no need for increased volunteer work in this Nation have buried their heads in the sand. Our unmet human needs are so immense and pressing that they shame our national prosperity and endanger our position as a beacon to the aspiring nations of the world.

To those who say the problems should be met at the local level, the answer is that the administration agrees entirely. The program is intended to challenge every community to take a hard look at its own needs and to find new, effective ways to meet them.

Under the national service program, some communities would ask corpsmen to help start new programs. The corpsmen would go only at local invitation, to work on locally designed projects under local supervision. The community would be expected to supply local volunteers to work side by side with the corpsmen. When enough local volunteers had come forward to finish the project, the corpsmen would move on to another assignment.

Other communities would not want corpsmen. If, however, they started their own programs, staffed by local volunteers, they would have answered the President's challenge. By demonstrating what can be done, the corpsmen would be able to benefit communities they never set foot in.



The work of the corpsmen would, of course, be highly visible. If they made mistakes, the Nation would hear about them. At the same time, the spotlight would shine upon their achievements, and upon the dark, often forgotten corners of human need in which they work.

The corpsmen could give these problems the visibility they should have. I think there are housewives, students, senior citizens, and others in every community who, if given a dramatic reminder of the needs in mental hospitals, orphanages, and settlement houses just a few miles from their homes, would be moved to devote some of their free time to help meet those needs.

The first step in the development of the national service program came last November when the President appointed a Cabinet-level Committee to study the need for it. The Committee of which I was a member, soon came face to face with a cruel paradox: Although ours is the richest, most productive society the world has ever known, one-sixth of our people live in poverty and deprivation. In the midst of our prosperity there is tragic need.

Much has been done to meet this need. Social workers, teachers, policemen, public and private agencies, and millions of other Americans, serving part time in their communities, have been doing excellent work for many years. Despite these efforts, however, the problems continue to grow as our society grows and changes.

Here are some of our Nation's needs:

More than 5 million Americans—3 percent of our population—are mentally retarded. With rare exceptions, the institutions for these people are helplessly overcrowded and understaffed. More than half of the mental patients in State hospitals receive no active treatment of any kind.

In the United States today migrant workers and their families number more than 2 million. The average annual income for migrant families is \$1,000. Decent standards of living are unknown to the majority of them, and future prospects for their children, who have never had a real home or a normal education, are poor indeed.

The average life expectancy of an American Indian is 42 years. Living conditions among the Indians are among the worst in the Nation.

Half our Nation's poverty is rural poverty. In the past 12 years more than 1 million people have moved out of one rural area—the eight-State, 148,000-square-mile Appalachian region—because they could not survive there. Similar conditions exist throughout rural America.

The social dynamite of our urban slums is becoming more and more explosive. Millions of migrants from rural areas are moving into urban slums each year. They come seeking jobs and a better life. All too often they find only hostility, unemployment, substandard housing, and other pressures that push them toward social alienation, delinquency, and crime.

These are some of the problems that a national service program could combat. There is no doubt that there are volunteers to man this program. When our Committee sent questionnaires to college students and senior citizens to gauge their interest in such a program, more than 4,000 senior citizens and 10,000 students at 65 colleges and universities responded. Of the students, 88 percent approved the idea of the program and 71 percent said they would join or consider joining. Of the senior citizens, 82 percent approved the program and 57 percent said they would join or consider joining.

It is also clear that the program would have all the requests for corpsmen it could handle. Within 2 months of the first mention of the program, more than 40 model projects were submitted to our study committee.

Here are some of these proposals:

State and local agencies in a tricounty area of central California propose using corpsmen to work with migrant laborers and their families. Under professional guidance, the corpsmen would serve in education, health, and community development programs. Qualified corpsmen would teach night classes for both children and adults. Others would teach health measures to the migrant families and refer sick children to local clinics.

The New York City Board of Education would like to use corpsmen to help in its schools. Jobs would include tutoring both failing and gifted students, working in school community programs, and encouraging dropouts to return to school.

The head of a State mental hospital in Tennessee submitted a proposal to use corpsmen in work with the mentally retarded. This hospital director estimates that up to 25 percent of the 1,500 inmates in his hospital might improve and be



released if there were volunteers to give personnel attention to their rehabilitation. In addition to group work with patients, qualified corpsmen could administer tests, work in occupational and physical therapy, and assist in administrative work.

A settlement house in Washington would like to use corpsmen in its work with families. Directed by the settlement house staff, the corpsmen would tutor children after school, work with dropouts, and inform families about hospitals, schools, housing, and job opportunities.

Two of the communities that submitted these model projects have already had encouraging results. As a result of newspaper stories on the proposals, the local agencies were swamped with local volunteers who said they would serve part-time whether or not the national program came into being.

Our Study Committee assumed from the first that a national service program could not succeed, and should not even be attempted, without strong support from the many organizations already working in every phase of social service. We met or corresponded with several hundred leading organizations; the response has been overwhelmingly enthusiastic.

More than 100 leading national organizations have endorsed the proposed program. They include the National Social Welfare Assembly, the American Federation of Teachers, the NAACP, the Council on Social Work Education, the Executive Committee of the AFL-CIO, the National Association for Mental Health, the National Council of Senior Citizens, the National Student Association, the National Congress of American Indians, and several Protestant, Catholic, and Jewish service organizations. These people, who are fighting the front-line battles, know how desperately volunteer workers are needed. They share our belief that the corpsmen will not only bring their own energies to bear on the problems, but will also inspire others. Furthermore, it is likely that a year in the service program will lead many young people to enter careers in social work, teaching, nursing, and other fields that suffer from critical shortages of trained personnel.

The future of the national service program is now up to Congress. The legislation calls for a carefully selected corps to reach a maximum strength of 5,000 men and women over a 3-year period. The corpsmen would enlist for a year, and would receive subsistence but no pay. The first year of the program, if 1,000 volunteers were put in the field, would cost about \$5 million—a small investment for what could be the beginning of a new national effort against human need.

John Donne once wrote that no man is an island; we are all part of the mainland of humanity. The migrant child who gets no education, the slum youth who can find no job, the lonely child in a mental institution—we are all involved with these people. Their successes are our successes, and their tragedies our tragedies.

The national service program can help these people, and it can show the world that America does not forget its own needy and neglected citizens. We must not ignore the fact that, as President Kennedy has said: "We shall be judged more by what we do at home than what we preach abroad."

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[Saturday Review, June 15, 1963]

#### LETTERS TO THE EDITOR

#### A PEACE CORPS AT HOME

Robert F. Kennedy's article on the National Service Program [SR, May 25] couldn't have been more timely. While the hatemongers are stirring deep resentment among Negroes who have waited too long for justice, it gives me as a southerner a warm satisfaction to know that a program has been proposed that will offer us an opportunity to help make the American dream come true for all minority groups.

From the excitement generated in our community by this proposal, it appears that approval by Congress could break the final layer of apathy and bring forth a gusher of good will from all Americans.

THOMAS P. HARDEMAN,  
*Community Service Foundation, Largo, Fla.*



I wish to congratulate you on the excellent, if unintentional, followup of Harold Taylor's "What the Family Isn't Teaching" [SR, May 18] in Robert F. Kennedy's "What About a Peace Corps Spirit at Home?" Mr. Taylor suggested that we must "turn our attention back to the problems of the public" or the younger generation will be caught up either in perpetual competition or perpetual drift. As a part of the younger generation, I have been looking for some constructive way out of this national tailspin. \* \* \*

The domestic problems that Mr. Kennedy mentions are grave. Their gravity lies in the fact that the United States, despite its outward glitter, is suffering internally from the same problems as the less fortunate countries of the world. Until we are willing to remove this mote from our own eye, what right or ability do we have to remove the beam from our neighbors' eyes?

I can only hope that Congress will pass this proposal and create others of a similar nature. There are too many college students and recent graduates looking for a place in our society—one that offers the integrity of hard and worthwhile work—to condemn them either to a life they do not want or to one in which, no matter how hard they try, they must remain ineffectual because they are too few.

ANN WAY, *Hindman, Ky.*

UNIVERSITY OF OREGON,  
*Eugene, May 27, 1963.*

HON. FRANK THOMPSON, Jr.,  
*House of Representatives,*  
*Washington, D.C.*

DEAR MR. THOMPSON: I regret very much that it will be impossible for me to come to Washington in order to testify in behalf of the bill which you now have under consideration to provide for a National Service Corps. We are in the closing days of the session of our legislature and under the circumstances it is necessary for me to remain in Oregon.

I wrote an editorial for the May issue of *Good Housekeeping* in which I endorsed the plans for a National Service Corps. I wrote this editorial because of a conviction that such a Corps could effectively supplement the work that is now being carried on in our communities by public and private groups. Theoretically, these groups should be able to take advantage of all of the opportunities for service which exist in our communities. Actually, this is not the case. Our failure to render this service in many of our communities is seriously impairing our ability to provide the Nation with the human resources which it needs.

I believe there are well-qualified persons in our Nation who would be willing to volunteer their services, under the conditions proposed in the National Service Corps bill, in order to help our communities deal in a more adequate manner with the problems which confront them in the health, education, and welfare areas.

For example, as a result of my experience as Secretary of Health, Education, and Welfare, I became convinced that it was imperative for us as a nation to place renewed emphasis on rehabilitating families who are completely dependent on the help they receive from public and private welfare agencies. It is encouraging for me to note that some communities are beginning to move in this direction as contrasted with efforts in other communities to solve their welfare problems by getting tough with those who are in need. A community which has decided to adopt the positive approach could turn to the National Service Corps and ask for qualified manpower resources which could be utilized in a rehabilitation program. In response to such a request, the Corps might very well be able to provide volunteers qualified as teachers, professional welfare workers, doctors, and nurses. If such a group of volunteers went to work in the community under local supervision, I am confident that after a period of 2 years they could point to very constructive results. This in turn would put the community in a far better position to set up an ongoing program.

Also, as a result of my experience in HEW, I was impressed by the fact, to take another example, that there are thousands of persons in our mental hospitals who do not need to be there. They are there simply because trained people are not available to help reintroduce them to their communities and to help make it possible for them to become productive members of these communities. Here again I believe that a group of persons recruited by the National Service Corps could, in response to a State or community request and under the supervision of State or local personnel, be of real help in dealing with this type of situation.



As I indicated in my editorial in *Good Housekeeping*, I believe that the Peace Corps represents the United States at its best. I also believe that the proposal for a National Service Corps could provide us with another example of the United States at its best.

If I can be of any help to the committee in its deliberations, I hope you will feel free to get in touch with me.

Very sincerely and cordially yours,

ARTHUR S. FLEMMING, *President.*

U.S. CIVIL SERVICE COMMISSION,  
Washington, D.C., June 12, 1963.

HON. FRANK THOMPSON, JR.,  
*Chairman, Special Subcommittee on Labor,  
Committee on Education and Labor,  
House of Representatives.*

DEAR MR. CHAIRMAN: This is in reply to your request of June 4, 1963, for the views of the Civil Service Commission on H.R. 5625, a bill to provide for a National Service Corps to strengthen community service programs in the United States.

The Commission favors the purposes of this bill. We have no objection to the substantive provisions of the bill relating to personnel matters but we have two recommendations for changes to correct errors of reference. The Commission endorses H.R. 5625 with the recommended corrections.

Under section 5 the President may enroll qualified citizens and nationals of the United States for service in the National Service Corps in the United States. Foreign nationals may also be enrolled under such terms as the President prescribes and where the President determines that their enrollment is in the national interest.

Section 5(a) states "except as provided in this act, corpsmen shall not be deemed officers or employees or otherwise in the service or employment of, or holding office under, the United States for any purpose." Therefore, corpsmen will not be Federal employees for most purposes but will be so considered for certain limited administrative purposes specifically provided for in the bill, as for example coverage under the Federal Employees Compensation Act, the Internal Revenue Act of 1954, the Federal Tort Claims Act, and so on.

Although corpsmen would not be considered Federal employees except for certain limited purposes, if they should enter the Federal service at some time subsequent to their service as corpsmen, satisfactory service as a corpsman would be credited under section 5(i) for purposes of the Civil Service Retirement Act or other retirement acts covering Federal civilian employees. Unless otherwise determined by the President, such service would also be credited in determining all other rights and privileges based on length of service except two. National Service Corps service would not count toward completion of a trial or probationary period or toward the service requirement for career status. These provisions with respect to employment status and service credit are the same as for volunteers under the Peace Corps Act.

Corpsmen would not be currently covered by the Civil Service Retirement Act, the Federal Employees' Group Life Insurance Act, or the Federal Employees Health Benefits Act. Social security law provisions are specifically made applicable to them.

Should a corpsman subsequently be appointed as a Federal employee and become subject to the Civil Service Retirement Act, his period of satisfactory corpsman service would be subject to credit on the same basis as other optional civilian service. For purposes of deposit, average salary, etc., he would be deemed to have received compensation at the level of the adjustment allowance payable pursuant to section 5(d) (up to \$75 a month).

Section 3(j) of the Civil Service Retirement Act would be amended by section 15 of the bill to make this credit subject to withdrawal under the same conditions as apply to military and Peace Corps service covered by social security.

Subsection 5(i) (2) refers to the rate of adjustment allowances payable under "section 5(c) of this Act." This reference should be changed to "section 5(d) of this Act."



Section 6 establishes the terms of employment of the permanent staff of the National Service Corps. Persons appointed under the authority of this section would be subject to the Civil Service Act, the Classification Act of 1949, as amended, and other laws generally applicable to Federal employees.

Section 16(c) (1) in excepting certain service from service to be credited upon subsequent Federal employment now reads "except for the purposes of section 5(h) of this Act, any period of training under section 5(m) prior to enrollment as a corpsman under this Act; and". This should be changed to "except for the purposes of section 5(i) of this Act, any period of training under section 5(n) prior to enrollment as a corpsman under this Act; and".

We have considered other sections of this bill relating to the appointment of a Director and Deputy Director, the National Service Corps Advisory Council, the employment of experts and consultants, and security investigations and have no objection to these provisions.

The Bureau of the Budget on an identical bill (S. 1321) advised that from the standpoint of the administration's program there would be no objection to the submission of this report and enactment of the proposed legislation would be in accord with the program of the President.

By direction of the Commission:

Sincerely yours,

JOHN W. MACY, Jr., *Chairman.*

U.S. CIVIL SERVICE COMMISSION,  
Washington, D.C., June 25, 1963.

HON. FRANK THOMPSON, Jr.,  
*Chairman, Special Subcommittee on Labor,  
Committee on Education and Labor,  
House of Representatives.*

DEAR MR. CHAIRMAN: I have been informed that your committee wishes clarification of the provisions of H.R. 5625, the National Service Corps Act, having to do with retirement.

Basic to any consideration of these provisions is the fact that corpsmen, for most purposes, will not be Federal employees. As stated in section 5(a) of the bill, corpsmen would not be employees of the United States for any purpose except as provided in the act, and the terms and conditions of their service are to be exclusively those set forth in the act or as prescribed by the President consistent with the act. Keeping this in mind we have the following observations:

During their service as corpsmen, National Service corpsmen would not be subject to the Civil Service Retirement Act or other acts establishing retirement systems for Federal employees. They would, as provided in section 5(g), come under title II of the Social Security Act, and for the purpose of that title their services would be deemed to have been performed "in the employ of the United States." If, however, a corpsman any time after his National Service Corps service is appointed to a position covered by the Civil Service Retirement Act or any other act establishing a retirement system for civilian employees, such as the Foreign Service Act, his service as a corpsman would be credited toward retirement under the appropriate act just as if it had been performed as a Federal employee (sec. 5(i)).

This means, for example, that an ex-corpsman who accepts a career-conditional appointment or other appointment covered under the Civil Service Retirement Act would receive credit toward retirement for his service as a corpsman on the basis of a day's credit for each day between enrollment in and separation from the Corps. This credit would be subject to the usual requirements for counting service such as deductions for breaks in service of more than 3 days, deduction for leave without pay in excess of 6 months, and so on.

There are two additional conditions in the bill with respect to creditable service:

1. According to section 5(i) (1) service must be satisfactory service;
2. According to section 16(c) (1) periods of training prior to enrollment (provided for in sec. 5(n)) would not be creditable.

National Service Corps employees appointed under section 6 would, in contrast to corpsmen, be subject to the Civil Service Act and would be entitled to all the regular benefits of Federal employment. Their service would be creditable for retirement purposes in exactly the same way as for other Federal employees. Experts and consultants employed to perform functions under the act



would be excepted from the provisions of law, including section 13 of the Civil Service Retirement Act, limiting the reemployment of retired officers or employees or governing the simultaneous receipt of compensation and retired pay or annuities (sec. 9(b) of the bill).

The final provision of H.R. 5625 relating to retirement is contained in section 15 of the bill. This is a technical amendment to section 3 of the Civil Service Retirement Act which simply adds National Service Corps service to the existing prohibition against counting military service or Peace Corps service for retirement purposes under both the Social Security Act and the Civil Service Retirement Act. That is, annuitants (or survivors) could not at the same time draw civil service retirement payments and social security payments based on service as a corpsman. If the person entitled to a retirement annuity is not eligible for social security payments, service as a corpsman would be counted along with other service in computing the amount of the annuity. If the person is entitled to or becomes entitled to social security payments service as a corpsman would be deducted from the amount of service on which the retirement annuity is based (and the annuity reduced) and corpsman service could instead be used to compute social security benefits.

I trust that this explanation has clarified the retirement aspects of H.R. 5625. I will be glad to furnish any further information you believe would be helpful.

Sincerely yours,

JOHN W. MACY, Jr., *Chairman.*

HOUSE OF REPRESENTATIVES,  
Washington, D.C., July 8, 1963.

HON. FRANK THOMPSON, JR.,  
*Chairman, Special Subcommittee on Labor, Committee on Education and Labor,  
House of Representatives, Washington, D.C.*

DEAR COLLEAGUE: Please refer to your letters of June 17 and July 1, 1963, relative to your bill, H.R. 5625. I appreciate your courtesy in bringing the bill to my attention and in making available for my review copies of reports of the U.S. Civil Service Commission dated June 12 and June 25.

I have no recommendations for technical or drafting changes in those provisions of the bill which have some effect on civil service matters in the jurisdiction of this committee. However, although I have carefully noted the U.S. Civil Service Commission's views on H.R. 5625, certain observations appear to be in order on the provisions in the bill which allow civil service retirement credit for service in the proposed National Service Corps.

Section 5(i) provides for the crediting, for civil service retirement purposes, of service rendered as a National Service Corps man provided the individual concerned later accepts a career-conditional appointment or other appointment subject to the Civil Service Retirement Act. The individual would be required to make deposit to the civil service retirement fund only of an amount representing the legally required percentage of the salary he received as a corpsman. Thus, for example, if the individual served 2 years as a corpsman at the prescribed compensation rate of \$75 a month, and assuming that the existing legal 6½-percent retirement contribution rate remains unchanged, that individual would be called upon to deposit in the retirement fund only \$117 in order to have his 2 years of corpsman service credited. If, following his corpsman service, he entered the career Federal service and qualified for retirement benefits he would then, after deposit of the amount for his corpsman service, have that service credited right along with his career Federal service for retirement benefits.

In contrast, we may take, for example, another individual who enters the postal service January 1, 1964, as a carrier (PFS level 4). In order to receive retirement credit for his first 2 years of service, this postal employee will have deducted from his salary for his first 2 years of work a total of \$620.10 in order to have such 2 years of service credited for retirement benefits.

In other words, the individual who qualifies for retirement credit for National Service Corps service will be accorded preferential treatment in comparison to career postal and other career Federal employees in this respect.

It seems clear to me that provision for such civil service retirement credit for years of work at a nominal rate of compensation could have a definite adverse effect on the financial stability of the already grossly overburdened civil service retirement fund. There is already an actuarial deficiency of approximately \$35



billion in the retirement fund, and this deficit would be further aggravated by the very liberal retirement provisions in H.R. 5625 for periods of time as a National Service Corps man.

Moreover, it is noted that, according to the Civil Service Commission Report of June 25, 1963, National Service Corps men "for most purposes, will not be Federal employees." Civil service retirement credit should only be allowed for true Federal service. In this connection, although the provisions in the bill for the creation, organization, and operation of the National Service Corps seem to be patterned after the Peace Corps program, there is apparent a marked similarity of purpose between the proposed National Service Corps and the Civilian Conservation Corps of the 1930's. Enrollees in the Civilian Conservation Corps who later shall have become career Federal employees may not be credited, for retirement purposes, with any of the time they served as Civilian Conservation Corps enrollees.

Again, I appreciate your courtesy in writing me and giving me the opportunity to express these views on the provisions of your bill which would have some effect on programs which are under the legislative jurisdiction of this committee.

With best wishes, I am,

Sincerely yours,

TOM MURRAY, *Chairman.*

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE,  
June 19, 1963.

Hon. FRANK THOMPSON,

*Chairman, Special Subcommittee on Labor, Committee on Education and Labor,  
House of Representatives, Washington, D.C.*

DEAR MR. CHAIRMAN: We understand from staff of your subcommittee that you desire to be advised, by the various agencies (including the Department) that have responsibility for administration of laws proposed to be amended by H.R. 5625 ("National Service Corps Act"), whether these amendments will have any adverse effect on those laws.

(1) Coverage under old-age and survivors insurance program: Section 5(g) of the bill provides that corpsmen shall be deemed to be employees of the United States for the purposes of the Internal Revenue Code of 1954 and of title II of the Social Security Act, and that any service performed by an individual as a corpsman shall be deemed for such purposes to be performed in the employ of the United States. These provisions, in the light of other provisions of the bill and of present law, would have the effect of extending to corpsmen coverage under the Federal old-age and survivors insurance program on the same basis as that of civilian employees of the Government who are not covered by the Civil Service Retirement Act or any other retirement system established by a law of the United States.

Such coverage, we believe, is desirable and wholly compatible with the purposes of the old-age and survivors insurance program.

(2) Student loans: Section 14 of the bill would amend section 205 of the National Defense Education Act of 1958 so that interest on a student loan under title II of that act would not accrue, and periodic installments of principal would not be payable, during any period (up to 3 years) during which the borrower is in service as a corpsman. This provision would thus extend to corpsmen of the National Service Corps the same privilege that was extended in that respect to volunteers under the Peace Corps Act when the Peace Corps was put on a statutory basis. We are in accord with this amendment to the student loan program, which would, in our opinion, have no adverse effect on that program.

For the reasons stated in our testimony before the Subcommittee on Labor, we urge enactment of this bill which is a part of the program of the President. (There are, however, enclosed herewith certain technical corrections and clarifying amendments in the bill, which we suggest be incorporated in the bill.)

Sincerely,

WILBUR J. COHEN,  
*Assistant Secretary.*



## TECHNICAL AND CLARIFYING AMENDMENTS OF H.R. 5625

1. Correction of typographical errors in cross-references:  
 Page 16, line 3: Strike out "10(a)" and insert "9(a)".  
 Page 19, line 12: Strike out "(h)" and insert "(i)".  
 Page 19, line 13: Strike out "(m)" and insert "(n)".
2. Clarifying change:  
 Page 7, line 18. Insert the following after the comma: "Including transportation to and from places where such services are provided."  
 NOTE.—No additional clarifying change in section 5(h) (p. 7) seems necessary to permit provision of health care through arrangements with State or local public agencies, or with private agencies, practitioners, hospitals, Blue-cross services plans, and the like (see section 7(a) (1), p. 10). It is doubtful, however, that purchase of cash indemnity policies from insurance companies, to pay for the cost of health care incurred by enrollees, would be authorized.

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COMMITTEE ON WAYS AND MEANS,  
 HOUSE OF REPRESENTATIVES,  
 Washington, D.C., July 2, 1963.

Hon. FRANK THOMPSON, Jr.,  
*Chairman, Special Subcommittee on Labor, Committee on Education and Labor,  
 House of Representatives.*

DEAR FRANK: This is with reference to your letter of July 1, 1963, referring to our previous correspondence on the Social Security Act provisions of H.R. 5625, and in which you offer to appear before the Committee on Ways and Means to explain this provision if the committee so desires.

I appreciate your offer to appear before the committee, and also the offer of Mr. William R. Anderson, consultant to the President on the national service program.

I will try to work out a schedule on this matter so as not to delay the work of your subcommittee. However, I should point out that the Committee on Ways and Means has an extremely heavy schedule, as I am sure you are aware, and I doubt that the committee will be able to schedule miscellaneous matters until after completion of the tax bill.

You may be assured, nevertheless, that I will discuss your letter with the committee and that we will undertake to take action on the matter in sufficient time so that your committee may proceed on the bill.

Sincerely yours,

WILBUR D. MILLS, *Chairman.*

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COMPTROLLER GENERAL OF THE UNITED STATES,  
 Washington, June 12, 1963.

Hon. FRANK THOMPSON, Jr.,  
*Chairman, Special Subcommittee on Labor,  
 House of Representatives.*

DEAR MR. THOMPSON: Your letter of June 4, 1963, requests, for the record, copies of all comments made by our Office with reference to the President's Study Group on a National Service Corps and the legislation authorizing a National Service Corps assigned to your subcommittee for consideration.

There is transmitted herewith a copy of our report dated May 17, 1963, B-150963, to Representative Samuel L. Devine concerning the activities of the President's Committee or Study Group to study the feasibility of a National Service Corps. We have been authorized by the Congressman to release the report to your subcommittee. A similar report has been furnished to other Members of Congress pursuant to their request therefor.

There is also enclosed a copy of our letter dated December 28, 1962, B-150511, to Mr. W. B. Uhlenhop, Authorized Certifying Officer, U.S. Civil Service Commission, relative to the availability of appropriations made to the Commission to help defray the expenses of the Committee appointed by the President to study the feasibility of establishing a National Service Corps, together with a copy of our letter dated January 9, 1963, to the Chairman of the Commission further considering the matter.



With reference to the legislation introduced proposing to establish a National Service Corps, our Office has not been requested to report thereon.

Sincerely yours,

JOSEPH CAMPBELL,  
*Comptroller General of the United States.*

COMPTROLLER GENERAL OF THE UNITED STATES,  
*Washington, May 17, 1963.*

HON. SAMUEL L. DEVINE,  
*House of Representatives.*

DEAR MR. DEVINE: Further reference is made to your letters of February 28 and April 13, 1963, presenting certain questions involving the so-called Domestic Peace Corps.

As you were advised in our letters of March 25 and April 16, 1963, we requested the Attorney General to furnish us with a report concerning the matter. On April 24, the Attorney General replied to our letter and furnished information on the questions we presented therein which information is quoted as follows:

1. The statutory or other authority relied upon for the establishment of the committee.

"On November 17, 1962, the President appointed a Cabinet-level Committee 'to study the feasibility of a national service program patterned after the Peace Corps.' The Committee was composed of the Secretaries of Agriculture, Interior, Commerce, Labor, and Health, Education, and Welfare, the Director of the Peace Corps, the Administrators of the Housing and Home Finance Agency and the Veterans' Administration, and the Chairman of the Civil Service Commission, and is under my chairmanship. \* \* \*

"In establishing this interagency committee, the President acted pursuant to the authority vested in him by the Constitution and statutes as Chief Executive and President of the United States, and in conformity with section 214 of the act of May 3, 1945 (59 Stat. 134, 31 U.S.C. 691), which provides that appropriations of the executive departments and independent establishments shall be available to defray expenses of interagency groups engaged in authorized activities of common interest. Use of this authority to establish interagency committees to advise on matters of common concern to a number of agencies and to initiate new proposals for action follows well-established Federal precedents. See Executive Order No. 10483 of September 2, 1953 (18 F.R. 5379), by which President Eisenhower used these same powers to create the Operations Coordinating Board. This Board continued in existence until 1961 (see 26 F.R. 1463) and employed as many as 63 persons, exclusive of those assigned by the participating agencies. See also Executive Order No. 10308 of December 3, 1951, by which President Truman created the Committee on Government Contract Compliance (16 F.R. 12303)."

2. The number of employees assigned by each department or agency concerned to the committee, together with their grades and salary rates and whether they worked for the committee on a full- or part-time basis.

"The Study Group began its activities on Monday, November 19, 1962. On January 14, 1963, after obtaining the advice and opinions of hundreds of public and private organizations most concerned with the objects of the proposed national service program, the Study Group submitted its report to the President endorsing the feasibility and desirability of such a program \* \* \*. On April 11, 1963, the President transmitted to the Congress a draft bill, based on the findings and recommendations of the Study Group, to authorize the establishment of a National Service Corps. \* \* \* The bill has been introduced by Senator Harrison Williams and 22 cosponsors in the Senate (S. 1321) and by Representative Frank Thompson and 36 other Congressmen in the House (H. R. 5625).



"During the period from November 19, 1962, through April 11, 1963, when the report to the President and the draft legislation were being prepared, the following employees were assigned for portions of their time to the study committee:

| Number employees | Department or agency         | Grade      | Period (months) | Time basis |
|------------------|------------------------------|------------|-----------------|------------|
| 2                | HEW.....                     | GS-6.....  | 3½              | Full.      |
|                  |                              | GS-12..... | 2               | Do.        |
| 1                | Peace Corps.....             | GS-15..... | 3½              | Part.      |
| 2                | Labor.....                   | GS-6.....  | 3½              | Full.      |
|                  |                              | GS-9.....  | 1½              | Do.        |
| 1                | Navy.....                    | GS-7.....  | 3½              | Do.        |
| 2                | Agriculture.....             | GS-15..... | 1½              | Do.        |
|                  |                              | GS-9.....  | 1½              | Do.        |
| 1                | Justice.....                 | GS-15..... | 1               | Part.      |
| 1                | Treasury.....                | GS-3.....  | 2½              | Full.      |
| 1                | State.....                   | FSO-8..... | 2               | Do.        |
| 2                | Commerce.....                | GS-7.....  | 1               | Do.        |
|                  |                              | GS-5.....  | 1½              | Do.        |
| 3                | Veterans Administration..... | GS-7.....  | 1½              | Do.        |
|                  |                              | GS-5.....  | ½               | Do.        |
|                  |                              | GS-3.....  | ½               | Do.        |
| 1                | Interior.....                | GS-10..... | 1½              | Do.        |

"In carrying out my responsibilities as Chairman of the Study Group, I have been assisted by David L. Hackett, a special assistant, who is the Executive Director of the President's Committee on Juvenile Delinquency and Youth Crime. At my request he has devoted a small portion of his time—mostly before and after regular hours—to supervise of the activities of the Study Group. In addition, members of the staff of the President's Committee on Juvenile Delinquency and Youth Crime have been coordinating activities of the Study Group and performing essential housekeeping functions. Of these, one, a GS-17, has been assigned full time to the Study Group as supervisor of program studies and planning. Eight clerical employees (GS-7) have devoted from 3 to 6 weeks full time, and four others with ratings of GS-16, 14, 11, and 4, and a consultant at \$50 per day, have devoted a portion of their time in assisting the Study Group.

"During peak periods the Study Group employed 10 persons (two GS-3's and eight GS-7's) for clerical assistance for periods of 1 week to 1 month. These persons were paid from funds contributed by the participating agencies. In addition, four consultants were employed for periods of 1 week, 1 month, 5 weeks, and 2½ months and paid at rates of \$40, \$30, \$35, and \$55 per day, respectively, from these funds.

"There follows a description of some of the activities carried on by the Study Group in preparation of the report to the President and the draft legislation. It was necessary to make an intensive survey of the need for the proposed program; the type of projects which a Domestic Service Corps would undertake; the views and recommendations of existing Federal, State and local government agencies presently working on problems proposed for Corps action; the attitudes of the professional social service groups with whom the proposed Corps would work; the willingness of men and women of various ages to volunteer for such services; and the proposed methods and cost of operating such a volunteer Corps in the United States. In carrying out these survey activities, Study Group personnel have reviewed some 50 projects suggested by local groups throughout the Nation. Meetings have been held with groups representing migratory laborers, Indian tribes, mental health workers, and others who suggested projects, to determine firsthand the contribution which corpsmen would make and the skills, training and administration which would be required. To answer questions concerning recruiting, training and the availability of needed professional skills among persons expressing an interest in serving in the proposed program, the staff circulated detailed questionnaires and analyzed the responses



of over 10,000 students from 65 colleges, over 4,000 senior citizens and approximately 1,000 Peace Corps trainees. I would be pleased to supply you with additional information of a more detailed nature, should you feel it necessary."

3. The amount of funds expended by each department or agency in connection with the Committee's feasibility study of a national service program and the appropriations chargeable therewith. If additional expenses were paid by the Committee from a common fund, please indicate the account symbol and title thereof, the amount of funds transferred thereto by each department or agency and the appropriation chargeable therewith, and the unexpended balance of funds in the account, if any.

"Through March 31, 1963, nine departments and agencies participating in the Study Group transferred a total of \$13,500 for use in meeting expenses in connection with the Group's activities. There follows a list of the participating departments and agencies and the appropriations to which their contributions were chargeable.

| Department or Agency                 | Amount contributed | Appropriation chargeable          | Amount              |
|--------------------------------------|--------------------|-----------------------------------|---------------------|
| Agriculture.....                     | \$1,500            | 1233100<br>1232001<br>1230502.040 | \$500<br>500<br>500 |
| Commerce.....                        | 1,500              | 1330120                           | -----               |
| Labor.....                           | 1,500              | 1630102.0014                      | -----               |
| Interior.....                        | 1,500              | 14X4523                           | -----               |
| Health, Education, and Welfare.....  | 1,500              | 7530342                           | 750                 |
|                                      |                    | 7530170                           | 750                 |
| Housing and Home Finance Agency..... | 1,500              | 8830100                           | -----               |
| Veterans' Administration.....        | 1,500              | 3630151                           | -----               |
| Civil Service Commission.....        | 1,500              | 2430100                           | -----               |
| Peace Corps.....                     | 1,500              | 44-1131107                        | -----               |

"As of March 31, 1963, there was an unexpended balance of \$1,199 in these funds transferred to the Study Group."

4. Whether the Committee was discharged after it submitted its report to the President, and if not, whether it is still in operation.

"Following its report, the President requested the Study Group to continue its activities. \* \* \* Specifically the President stated:

"I am hopeful the Congress will act favorably on that recommendation [for the enactment of legislation authorizing a National Service Program] in the near future, and I suggest that you continue your activities as a group to coordinate executive branch testimony on the proposal. \* \* \*

"Pursuant to the President's request the Study Group has continued in existence with its activity directed primarily toward the survey, planning, and drafting work necessary to the preparation of the proposed legislation and the testimony to be given at the hearings to be held by the Congress."

5. Whether a National Service Corps or Domestic Peace Corps has been set up as a result of the feasibility study and is currently operating.

"Neither a National Service Corps, a Domestic Peace Corps, nor any comparable organization has been set up as a result of the feasibility study. No Service Corps is in operation and none will be established unless and until the Congress enacts the necessary enabling legislation which the President has placed before it."

We have been informally advised by a representative of the Department of Justice that the General Services Administration by agreement with the White House, under the terms of 40 U.S.C. 1, provided approximately 1,835 square feet of office space for Committee personnel in a Government-owned building at 736 Jackson Place NW., Washington, D.C., which building is scheduled for demolition or remodeling in the near future. The Department of Justice furnished, on a loan basis, used office furniture and equipment in its custody necessary for Committee activities. Telephone and telegraph services as well as expendable office supplies were purchased with funds contributed by the participating agencies. Travel expenses covering employees of participating agencies were paid by the agency appropriation involved, otherwise they were paid from contributed funds. We were also informed that the Civil Service Commission, and the Departments of Commerce and Interior made contributions in addition to those listed above in the amounts of \$2,500, \$2,500, and \$4,000, respectively.



Summarizing the facts as reported by the Attorney General, it appears that the President on November 17, 1962, appointed a Cabinet-level committee, chaired by the Attorney General, to study the feasibility of a national service program patterned after the Peace Corps and to report its findings to him by January 1, 1963. In the White House press release of November 17, which announced the appointment of this Committee, it is stated that the President asked the Committee to consider all aspects of a national service program. Specifically, he asked the Committee to study possible program objectives and content, fields where the program could be most useful, probable response to the opportunity to serve, the relationship between the program and public and private agencies at the State and local level, the relationship with other volunteer programs being considered by the Federal Government, the organization and administration of the program, the size and makeup of a volunteer corps, training requirements, and estimated costs.

The Committee or Study Group, as it is referred to by the Attorney General, began its activities on November 19, 1962, and submitted its report to the President on January 14, 1963. The report of the Study Group endorsed the feasibility and desirability of a national service program and recommended that the Congress be requested to enact appropriate enabling legislation to accomplish that purpose. In preparing the report to the President and the proposed draft legislation, the study group sought the advice and opinions of leaders in education, business, labor, government, farm groups, fraternal organizations, and service clubs around the country. Also contacted at the National, State, and local level were the professional fields that would be most concerned with the use of volunteers—social work, social service, mental health and retardation.

Based on the findings and recommendations of the Study Group, the President, on April 10, 1963, transmitted to the Congress a draft bill to authorize the establishment of a National Service Corps. As you know, S. 1321 relative to this matter was introduced in the Senate and a companion bill, H.R. 5625, was introduced in the House.

The Attorney General states that neither a National Service Corps, a Domestic Peace Corps, nor any comparable organization has been established as a result of the activities of the Study Group. He further states that no Service Corps is in operation and none will be established unless and until the Congress enacts the necessary enabling legislation which the President has requested.

In justification of the statutory authority for the establishment of the Committee, the Attorney General cites section 214 of the Independent Offices Appropriation Act, 1946, 59 Stat. 134, 31 U.S.C. 691, which provides, quoting from the code, as follows:

"Appropriations of the executive departments and independent establishments of the Government shall be available for the expenses of committees, boards, or other interagency groups engaged in authorized activities of common interest to such departments and establishments and composed in whole or in part of representatives thereof who receive no additional compensation by virtue of such membership: *Provided*, That employees of such departments and establishments rendering service for such committees, boards, or other groups, other than as representatives, shall receive no additional compensation by virtue of such service."

This statute provides the authority whereby agencies of the Government may utilize appropriated funds under their control, through an interagency group, for the purpose of performing "authorized activities of common interest" to such agencies. (See 26 Comp. Gen. 354; 28 id. 365; 35 id. 201.) In other words, an agency's funds are available for contribution and deposit into a common fund for expenditure, through an interagency group, only if the work to be performed or the common objective to be accomplished is within the scope and purposes for which appropriations made to that agency are otherwise available therefor. (See sec. 3678, Revised Statutes, 31 U.S.C. 628.)

In view of the time necessarily involved, we have not communicated with each department or agency making up the President's Committee or Study Group with the view of obtaining a statement pointing out the interest, within the framework of the agency's statutory functions, which could be considered sufficient to warrant the contribution and expenditure of its funds for the purpose of participating in the study of the feasibility of a national service program. However, we wish to point out that the legislative proposal of the President to establish a National Service Corps stemmed from the report of the Committee or Study Group; that such study extended into fields of activity such as health, education, labor, housing, public welfare, etc., which activities come within the framework



of the statutory responsibilities of the departments and agencies comprising the Committee, and consequently, that the programs and problems connected therewith reasonably appear to be of direct interest to them.

In this connection, we note the provisions of section 906 of H.R. 5888, making appropriations for the Departments of Labor, and Health, Education, and Welfare, and related agencies, for the fiscal year ending June 30, 1964, and for other purposes, as passed the House of Representatives, as follows:

"None of the funds appropriated in this Act shall be used to conduct or assist in conducting any program (including but not limited to the payment of salaries, administrative expenses, and the conduct of research activities) related directly or indirectly to the establishment of a national service corps or similar domestic peace corps type of program."

Sincerely yours,

JOSEPH CAMPBELL,  
*Comptroller General of the United States.*

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COMPTROLLER GENERAL OF THE UNITED STATES,  
*Washington.*

Mr. W. B. UHLENHOP,  
*Authorized Certifying Officer,  
U.S. Civil Service Commission,  
Washington, D.C.*

DEAR MR. UHLENHOP: By letter of December 20, 1962, you transmitted a standard form 1081, voucher and schedule of withdrawals and credits, calling for transfer of \$1,500 from Civil Service Commission funds to the Department of Justice consolidated working fund 15-01-0003 to help defray expenses of a Committee To Study the Feasibility of Establishing a National Service Corps. Our advice is requested as to whether the voucher constitutes a proper charge against Commission funds under the following facts and circumstances.

In November 1962, the President announced the appointment of a committee to study the feasibility of a national service program patterned after the Peace Corps. The designated members of the Committee are the Attorney General, chairman; the Secretary of Labor; the Secretary of Health, Education, and Welfare; the Secretary of the Interior; the Director of the Peace Corps; the Director of the Bureau of the Budget; and the Administrator of the Housing and Home Finance Agency. The essential task assigned the Committee was to probe the feasibility of establishing a program designed to alleviate the plight of "32 million persons in the United States living at a lower level than America is capable of providing for its citizens."

The Attorney General, by letter of December 5, 1962, apprised the Chairman of the Civil Service Commission of the work being done by the Committee and requested that the Commission assign a staff member to make a detailed study of a preliminary statement which had been prepared and to act as liaison with the Committee. By letter of December 10, 1962, the Attorney General submitted to the Commission Chairman the partially executed transfer voucher, standard form 1081, which you are questioning, stating that a pro rata Commission contribution of \$1,500 pursuant to section 691 of title 31, United States Code, would permit the committee to complete its study and file a report with the President by January 1, 1963. It is in view of the fact that the President has not named the Chairman of the Civil Service Commission as a member of the committee that you have requested our advice as to the propriety of paying this voucher.

Section 691 of title 31, United States Code, provides that:

"Appropriations of the executive departments and independent establishments of the Government shall be available for the expenses of committees, boards, or other interagency groups engaged in authorized activities of common interest to such departments and establishments and composed in whole in part of representatives thereof who receive no additional compensation by virtue of such membership: *Provided*, That employees of such departments and establishments rendering service for such committees, boards, or other groups, other than as representatives, shall receive no additional compensation by virtue of such service. May 3, 1945, c. 106, Title II, § 214, 59 Stat. 134."

We do not read the language of section 691 as making agency membership on an interagency board or committee a requisite to the availability of appropriations for meeting the expenses of such interagency groups. Nor have we found



anything in the legislative history of the statute which would dictate that such membership is required. Thus in a proper case we would not be required to object to contribution by a nonmember agency toward the expenses of an inter-agency group, on the sole ground of nonmembership.

However, it must be kept in mind that the authority granted by section 691 covers the use of appropriations only toward meeting the expenses of inter-agency groups "engaged in authorized activities of common interest" to the contributing agencies. In other words, an agency's funds are available for contribution under the provisions of section 691 only if the work being done is within the purposes for which appropriations to that agency are otherwise available. Your letter of December 20 does not indicate the basis upon which it might be determined that funds appropriated to the Civil Service Commission are available for carrying on by the Commission of a study to ascertain the feasibility of establishing a National Service Corps. While it may be that the committee will desire Commission advice and recommendations regarding various personnel matters which the committee will consider, your letter does not point out any interest within the framework of the Commission's functions which could be considered sufficient to warrant the expenditure of Commission funds for the purpose of examining the feasibility of establishing a National Service Corps. Whether or not establishment of such a Corps is feasible or desirable seems, at best, remote from the scope of the Commission's official interests. (See generally 26 Comp. Gen. 354, 28 id. 365, 35 id. 201.)

Accordingly, on the basis of the present record, the voucher, which is returned herewith, may not be certified for payment.

Sincerely yours,

JOSEPH CAMPBELL,  
*Comptroller General of the United States.*

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COMPTROLLER GENERAL OF THE UNITED STATES,  
*Washington, January 9, 1963.*

Hon. JOHN W. MACY, Jr.,  
*Chairman, U.S. Civil Service Commission.*

DEAR MR. MACY: Your letter of January 4, 1963, refers to our letter of December 28, 1962, B-150511, to Mr. W. B. Uhlenhop, authorized certifying officer of the Civil Service Commission concerning the certification of a voucher charging Commission funds to help defray expenses of a Committee To Study the Feasibility of Establishing a National Service Corps under the provisions of section 214 of Public Law 49, approved May 3, 1945 (59 Stat. 134, 31 U.S.C. 691), which provides (quoting from the United States Code):

"Appropriations of the executive departments and independent establishments of the Government shall be available for the expenses of committees, boards or other interagency groups engaged in authorized activities of common interest to such departments and establishments and composed in whole or in part of representatives thereof who receive no additional compensation by virtue of such membership: *Provided*, That employees of such departments and establishments rendering service for such committees, boards, or other groups, other than as representatives, shall receive no additional compensation by virtue of such service."

The certifying officer's doubt in the matter was because you had not been designated by the President as a member of the Committee. We concluded in our letter of December 28, 1962, that agency membership on an interagency board or committee was not a necessity, the controlling factor being whether the interagency groups are "engaged in authorized activities of common interest" to the contributing agencies. Since the letter of the certifying officer did not point out any interest within the framework of the Commission's functions which could be considered sufficient to warrant the expenditure of Commission funds for the purpose of examining the feasibility of establishing a National Service Corps, we informed the certifying officer that, on the basis of the record before us, the voucher could not be certified for payment.

Your letter of January 4, 1963, explains why you consider the functions of the Civil Service Commission as being sufficiently broad to include the activities of the President's Committee to Study the Feasibility of Establishing a National Service Corps and requests our further review of this matter. You refer us to



section 2.6(v) of Reorganization Plan No. 5 of 1949 (note to 5 U.S.C. 133s) and section 01.2(b) of Executive Order No. 9830, which provide respectively:

"The recommendation to the President for transmission to the Congress of such legislative or other measures as will promote an efficient Federal service and a systematic application of merit system principles, including measures relating to the selection, promotion, transfer, performance, pay, conditions of service, tenure, and separation of Federal employees.

"The Commission shall exercise and provide leadership in personnel matters throughout the Federal service, and in the discharge of this responsibility shall, whenever practicable, consult Federal agencies."

You state that with respect to the Volunteer Corps, there are critical questions of status, compensation, retirement, workmen's compensation, insurance, health benefits, employment rights, and other personnel provisions which will materially influence the character of this unique organization; that there are issues pertaining to the nature of the permanent staff to direct and supervise the operations of the volunteers; that it must be determined at the outset whether this staff will be a part of the career competitive service with the benefits of competitive status or whether it should be assigned to one of the excepted schedules; and that because of the desirable close association of the volunteers' work with the existing programs of the Federal Government, it is essential to consider the interrelationship of both the volunteers and the permanent staff with the Federal personnel systems.

You further state that when the Commission aids in the original plans for setting up a new group or class of employees, it is able to exercise a real leadership in personnel matters which would not be possible if its activity were limited to advice or comments after the proposals have been submitted to the President. It is in view of the direct relationship between the content of the Committee's study and the scope of the Commission's responsibility that you conclude the Commission's appropriation is available to meet a share of the expenses of the Committee's study.

In view of the additional information furnished in your letter and the unique character of the proposed National Service Corps, we believe that there is presently shown sufficient interest of the Civil Service Commission in the work of the committee to meet the requirements of the statute. Accordingly, we will offer no objection to certification of the voucher which was returned to the certifying officer by our letter of December 28, 1962.

Sincerely yours,

JOSEPH CAMPBELL,  
*Comptroller General of the United States.*

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THE DIRECTOR OF SELECTIVE SERVICE,  
*Washington, D.C., June 24, 1963.*

HON. HARRISON A. WILLIAMS, JR.,  
*Chairman, Subcommittee on National Service Corps,  
U.S. Senate.*

DEAR MR. CHAIRMAN: The objectives of the National Service Corps qualify its members as performing work in the national interest.

Registrants engaged in activities that are in the national health, safety, and interest are eligible for consideration for deferment in the Selective Service System.

Should the National Service Corps be authorized, as projected, the Selective Service System would administer registrants who participate in it similar to the procedures used for the past 2½ years in dealing with registrants who participated in the Peace Corps.

Specifically, this means that participants in the National Service Corps would be eligible for deferment but would not be eligible for exemption.

Sincerely,

LEWIS B. HERSHEY,  
*Lieutenant General, U.S. Army.*



[New York Times, Aug. 5, 1963]

## DOMESTIC PEACE CORPS

The administration's proposal to establish a Domestic Peace Corps may run into civil rights trouble in the Senate this week—for reasons that have no valid relation to the eradication of racial bias. An attempt already has been defeated in committee to load onto the bill riders ostensibly designed to prohibit discrimination in the Corps operations. Now Senator John Tower, the Texas Republican, is reported planning to renew the effort from the floor.

The only effect of the move will be to transfer to the wrong battlefield the fight that is already being fought, in its most fundamental sense, in the consideration of President Kennedy's omnibus civil rights bill. The Domestic Peace Corps deserves a chance at decision on its own merits, without involvement in the larger struggle. Its aim is to give a limited number of volunteers—much too limited a number—an opportunity to do in rural and urban slums, migratory farm labor camps, Indian reservations and many other areas of great deprivation the kind of things the Peace Corps has done with such animation overseas. Since Negroes will be among the principal beneficiaries of its activities, it is cynical to jeopardize the Corps chances of creation by a spurious civil rights issue.

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TESTIMONY OF REV. EDGAR G. THOMAS, MINISTER, FIRST BAPTIST CHURCH OF SOUTH ORANGE, N.J.

Mr. Chairman and members of the subcommittee, my name is Edgar G. Thomas Jr. I am minister of the First Baptist Church of South Orange, N.J. South Orange, a community located in the northern section of New Jersey is composed mainly of residents who belong to a high socioeconomic level. For this reason I have been motivated to direct much of my attention to services in the country and State. At present, I am president of the South Orange Council of Churches council, a member of the recreational commission of the village of South Orange, vice president of the South Orange and Maplewood Fair Housing Committee; a board member of the Essex County Urban League; North Jersey representative for the Southern Christian Leadership Conference; chairman of the church committee for the State conference of NAACP and a trustee of the American Civil Liberties Union.

My associations and contacts afford me an excellent opportunity to observe living conditions on many levels; they also place me in position to be of service, not only as spiritual adviser but in many instances the only connecting link between those in need and the agency best suited to serve them.

It is, therefore, my duty and responsibility to support the passage of this bill, H.R. 5625. This concern of mine for its passage is shared by the General Baptist Convention of New Jersey which is the largest Protestant body in the State.

Mr. Chairman, I wish to read a statement and have it entered into the records submitted to the executive board of the General Baptist Convention and approved by them July 25, 1963. It reads as follows:

"We are of the opinion that the National Service Corps will bring the stimulation of efforts in the area of social deprivation, the cultivation of interest in social service professions, and the bringing together of resources unavailable otherwise to the local community in solving some of its most chronic problems."

The desire to stimulate an interest, and offer a challenge for service to the youth of our country is in my opinion an asset that cannot be measured in terms of dollars and cents. These young people, in the prime of life, will be engaged in a task that should make them both sober and sensitive. They will be engaged in bringing skills and techniques to people who are having difficulty in adjusting to the demands of a highly industrial civilization. The joy of redirecting youth, who unwisely cut short their education, into paths of useful service will in itself reap great rewards for the community and Nation; as well as develop a new sense of worth to the individual who has been redirected.

"The pride which will come from the cooperative effort of corpsmen and individuals engaged in transforming a blighted unsanitary neighborhood into one that reflects an interest and concern will produce a spiritual and moral conscious-



ness that will reflect itself in every facet of community living. The concern for improving the conditions of that segment of our society which finds itself forced to migrate from place to place in search for markets in need of its services is a constant concern. The opportunity offered in this area is indeed enough to cause any dedicated public servant great travail of heart if he did not look with sympathy upon the passage of this bill. The people who are given the privilege to labor in this area will have received a discipline which will pay rewards in years to come.

Let me congratulate you upon the wisdom of suggesting a small beginning; it is my sincere wish that this worthy undertaking will prove so beneficial to our beloved country that this noble idea will become an important instrument for good in our society.

My thanks for the opportunity to address you, and I hope that you will recommend the passage of this proposed National Service Corps legislation, H.R. 5625.

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STATEMENT BY DR. LEON C. RIDDICK, PRESIDENT, THE GENERAL BAPTIST CONVENTION OF NEW JERSEY, RELATIVE TO THE PROPOSED NATIONAL SERVICE CORPS LEGISLATION, H.R. 5625

The General Baptist Convention of New Jersey encourages the support and passage of the above-named legislation for the following reasons:

1. The students who drop out of high school every year constitute a serious problem. According to the 1960 census, as reported by the New Jersey State Division on Aging, "the adult population of our State, age 25 and older, was 3,599,865. Of this number, 2,034,356 adults had less than a 12th-grade education; 1,300,460 adults had less than a 9th-grade education; 406,288 less than a 7th-grade education, and 89,618 no school at all." The report also states that: "Economic survival for many adults is beginning to require their continued education. To get and hold a new job, more and more education is required." Therefore, the Negro who is already far behind because of school dropouts on one hand, and discriminatory educational and economic practices on the other is in the greater need for the training of such persons as H.R. 5625 proposes.

2. One hundred years of segregated and inferior education, economic exploitation, exclusion from apprenticeships by labor unions have relegated many Negroes to the bottom position where they are forced to accept the most menial jobs, live in the most undesirable houses at higher rentals; and perpetuated a chronic inability to purchase more desirable housing because of the power structure in America that has spawned these conditions. It is obvious that minority groups have been excluded from the mainstream of our democratic society, which has resulted in certain ill effects that make it binding upon them to seek a remedy for the situation at whatever the cost.

Therefore, it is both wise and expedient that the Federal Government take the lead in training, retraining and assisting those persons who are in most need of help, that they may become assets rather than liabilities to the communities in which they live.

3. Migratory workers need the assistance of the Federal Government if they are to be extricated from the miserable plight under which they live. Time and experience have proven that we can no longer trust the consciences of the employers in this area, as in many others, to remedy the situation voluntarily. The employers of migratory workers, in most instances, seek to take advantage of the educationally and economically handicapped, and inadvertently contribute to their low morale and their immorality that is later cited by some congressional leaders as derogatory evidence against a large number of people for whom circumstances have pulled down the curtains of despair and blotted out the sunlight of hope.

We believe that we owe it to ourselves, as Americans, to do for our people at home, what we seek to do abroad through the agency of our Peace Corps. Therefore, the General Baptist Convention of New Jersey encourages the passage of the proposed legislation, and pledges its support to the Government, or private organization that seeks to meet these domestic needs.

(Submitted to and approved by the executive board of the General Baptist Convention of New Jersey, July 26, 1963.)



## SUPPLEMENTAL STATEMENT OF THE REVEREND EDGAR G. THOMAS

First, may I pay my respects to the distinguished chairman of this subcommittee for his leadership in this important issue. I am proud that he, a Representative from my State of New Jersey, and my own Representative from the 11th District of New Jersey, my friend Congressman Joseph G. Minish, are sponsors of this pioneer program.

When the admirable Peace Corps became a reality, I thought how splendid it would be if a similar program could be instituted at home. In this space age, it is right and necessary that our sphere of action be the world, but we must be at least equally concerned about how things are close to home. In the words of Mrs. Roosevelt:

"Where, after all, do universal human rights begin? In small places, close to home, so close and so small they are the world of the individual person: the neighborhood he lives in; the school or college he attends; the factory, farm, or the office where he works. Such are the places where every man, woman, and child seeks equal justice, equal opportunity, equal dignity without discrimination. Unless these rights have meaning there, they have little meaning anywhere. Without concerted citizen action to uphold them close to home, we shall look in vain for progress in the larger world."

As we look around, we can see plenty to trouble us, problems that we can no longer sweep under the rug and forget about except for an occasional contribution to a charitable cause. We have tolerated far too long the neglect of millions of our fellow citizens whose material and spiritual deprivation make a mockery of our proud boast of achieving the highest standard of living ever attained by any nation in history. The plight of our deprived Americans is even crueler, more poignant in that they exist within a land of plenty with material progress and luxury surrounding them on all sides.

Is it any wonder that so many youths born into slums and squalor are driven to desperate means to grasp some of the blessings showered upon the more fortunate? Social conditions are not the only cause of criminal behavior but they are important factors. We need decisive action against conditions that cast people out of the community rather than allowing them to participate fully therein.

My State of New Jersey is highly industrialized and the most urbanized State in the Nation, and ranks among the wealthiest and most progressive. Yet we in New Jersey have real need of a National Service Corps. In the larger cities, we have slum areas, language difficulties of the foreign born, and an ever-increasing number of school dropouts. We also have large numbers of migratory farmworkers who need basic education and health services. Community volunteers, if shown the way, could be our main resources to aid these migrants.

From my years of working among the underprivileged and ill members of our society, I know of their loneliness, their frustration, their need for a sense of identification with their fellow man. To have a personal interest shown in them, to be able to communicate with a sympathetic and concerned person, would be of inestimable benefit to the victims of our complex industrial and urban society and economy.

Let us consider some of those victims. First and foremost are the conditions of our disadvantaged young people. From my involvement in youth problems, I can testify that it is no exaggeration whatsoever to describe the unrest among them as "social dynamite." What can we expect of young people who are untrained, unskilled, out of work, and without hope?

David Hackett, Executive Director of the President's Committee on Juvenile Delinquency and Youth Crime, has said:

"We must admit in all honesty that we are losing the fight against delinquency. Our control and treatment services have not been able to stem the tide. The high rates of recidivism offer abundant evidence that correctional services cannot do the job alone. Nor is it just a matter of quality or the quantity of these services.

"We have been dealing with the end results, and overall we have not been dealing with them successfully. Clearly, we cannot relax our efforts to increase the effectiveness of our corrective services. But to win this fight, we must prevent delinquency, not just correct it."



In the Newark area alone, out-of-school and unemployed youth number 8,000 Negro, 1,000 Puerto Rican, and 1,000 white—10,000 in this one area alone. Those of us who have most intimate knowledge of these youngsters are disheartened by the magnitude of the task of trying to guide them into a new way of life and converting them into the invaluable social asset that they could become with the proper opportunity. If we do not help them find a new hope for self-realization, we will be supporting them in our jails and mental institutions 10 years from now. The talents and resources of our youthful college graduates would be particularly useful in working with children, school drop-outs, and other young people. It is encouraging that the response to the idea of the National Service Corps has been so enthusiastic on the part of our college students. A poll of students at seven New Jersey colleges and universities indicated overwhelming support for and willingness to serve in the Corps. Their response is typical to that of students throughout the Nation. Apart from the gains to the beneficiaries of their service, I feel that these young volunteers would profit from their participation by learning the satisfaction that attends helping others and by gaining insight and awareness of the aspirations and needs of their fellow man. I am sure that no one could be connected with this program without gaining in maturity and insight and casting off forever the smugness and complacency that infects so much of our affluent society.

Every community has citizens in every age group capable of enthusiasm and energy. The cause of suffering humanity will always claim the cooperation of generous-hearted people. We are already indebted to thousands of selfless volunteers, individuals and members of organizations, who accomplish such yeoman work in our various institutions. I have found these good people most enthusiastic about the proposed Corps with its great potentialities for carrying forward the enormous tasks at hand. There is no want of purpose and resolution and these can be channeled into meaningful activity under the auspices of the National Service Corps. Just as the spectacularly successful Peace Corps has been doing throughout the world, a National Service Corps would make an invaluable contribution toward social progress, increased justice, and a sense of individual fulfillment and participation.

New Jersey has a larger number than most States of skilled and professional persons who have retired in their early sixty's. Many of their wives have been active in local affairs and know how to work with groups on community projects. Husband and wife teams could certainly be recruited in New Jersey and would welcome the chance of a 2-year intensive term of service. As President Kennedy said:

"Voluntary service by older persons can both demonstrate their continued skill and provide useful activity for those retired from gainful employment but anxious to make use of their talents. Enactment of the National Service Corps \* \* \* is urged again as a constructive opportunity for senior citizens to serve their local communities. This program would provide an ideal outlet for those whose energy, idealism, and ability did not suddenly end in retirement."

Their experience and understanding would equip them to assist poverty stricken families, migratory workers, the disabled, and others in need of compassion and counsel.

Anyone who has worked among the mentally ill is keenly aware of the urgent need for volunteers to supplement the dedicated efforts of the professional personnel who minister to them. Institutions for the aged, the mentally disturbed, the chronically ill, and so forth, always have a problem in recruiting and attracting qualified personnel. They are invariably and inevitably overworked and underpaid, and volunteers with the proper background could render a very great service. They would help not only the morale of the inmates, but that of the regular staff. I can think of no area where a Domestic Peace Corps could make a more valuable contribution than in these thankless but most useful undertakings.

When we enumerate the problems which distress our communities and disturb us as a Nation, we must be staggered by their enormity and by the massive job we face in bringing them under some kind of control. By sheer neglect and indifference we have been letting these sicknesses in our society slip out of control. This administration is to be commended for its clarion call to action, for its determination to tackle the accumulated ills and problems of our society. These are problems that know no sectional boundary or interest.

They are problems that require the combined efforts of all our people, not only of our leaders in the executive and legislative branches. No one has the right to feel that he can pursue his own affairs unconcerned with our country's



challenges and problems. The sacrifice and the effort of every citizen is required, and the National Service Corps offers an unique opportunity to the countless men and women, young and old, who are willing to work and sacrifice for the good of their country and their fellow man. We must work together to make America worthy of her many blessings, to extend those blessings to all our citizens. What nobler work can there be than to eradicate conditions under which, as the President's Study Group for National Voluntary Service has reported:

"Every sixth citizen in the United States lives on submarginal income in a land of plenty, and lacks either the skills, the reading ability or motivation to make a better life for himself. Tragically, half of this group are children or are just beyond childhood."

There must be no illusion that the Corps is the sole answer to all our domestic social issues. We cannot expect that a limited program of modest scope can correct all the wrongs of society any more than the successful oversea Peace Corps can create ideal conditions in the have-not nations of the world. But I am confident that all who deal with the needy and disadvantaged would agree that the thousands of dedicated volunteers at home under the Corps program could make a truly significant and lasting contribution to the national welfare. Like a stone thrown in the water, their work would spread out and on and the good would continue to increase and accelerate.

This legislation is a measure of the highest priority. It is vital to the welfare of the least privileged of our brethren and to our Nation. To give hope, to give a chance to the downtrodden and oppressed is most rewarding to the giver as well as to the receiver. In helping others to help themselves, our volunteer workers will enrich their own characters and spiritual growth. It has been rightfully observed that the one underlying them which unites Catholics, Protestants, and Jews is the belief in a personal God to whom we all have the obligation to give witness—that all men, as special creatures of God, possess a unique dignity. The National Service Corps can be a potent force in securing the commitment of all Americans to our professed ideals of love and justice to all our people.

Mr. Chairman, I appreciate this opportunity to present my views on this legislation. I commend you and your fellow committee members for holding these hearings and carefully examining all aspects of the proposed plan. I sincerely hope it will receive your approval and will be enacted into law by this Congress so that the program can get underway before another year elapses. We have temporized long enough—action is imperative.

Mr. THOMPSON. Our first witness this morning is Mr. Mitchell I. Ginsberg, for the National Association of Social Workers.

Mr. Ginsberg.

#### STATEMENT OF MITCHELL I. GINSBERG, NATIONAL ASSOCIATION OF SOCIAL WORKERS

Mr. GINSBERG. Mr. Chairman, I know it was planned for me to have a dialog with Mr. Carlton and I am sorry you could not reach me yesterday so that the time could have been changed. I would have welcomed the opportunity to appear with Mr. Carlton whom I know quite well and with whom I work. If it seems necessary to the committee that I should do that at some other time, I will try to come back.

Mr. THOMPSON. Thank you.

Mr. GINSBERG. I have submitted a statement. I will not read the statement but comment on what I think are some of the major points involved.

Mr. THOMPSON. Fine. Without objection, your statement will be printed in full in the record and following it your observations with respect to it.

Mr. GINSBERG. Thank you.



(The statement referred to follows:)

STATEMENT OF MITCHELL I. GINSBERG FOR THE NATIONAL ASSOCIATION OF SOCIAL WORKERS

Mr. Chairman and members of the committee, I am Mitchell I. Ginsberg, associate dean of the Columbia University School of Social Work, and a member of the Commission on Social Policy and Action of the National Association of Social Workers. I am appearing here today to testify for that association. The National Association of Social Workers, a professional organization with 37,000 members employed in Catholic, Jewish, Protestant, and nonsectarian voluntary social agencies in governmental health, welfare programs, through its board of directors, has endorsed H.R. 5625, the proposed National Service Corps. This support, taken at a recent board meeting held in Cleveland on May 17 and 18, 1963, has been registered with all members of this special subcommittee.

I have welcomed the opportunity over the past year or so to have participated in a training program for Peace Corps volunteers and also to have advised the President's study group with respect to training plans.

In this statement I want to emphasize, first, the importance of volunteers to the social welfare field, and the stimulus to the recruitment of volunteers this national service program would provide. Second, that the proposed program can make a significant, although limited, contribution to providing services for and meeting the needs for some of the most deprived groups in the country. Third, the program would provide badly needed visibility to groups and individuals being served and thus make us more aware of what some of the problems are. Fourth, the program should help in the recruitment of additional personnel for the helping professions, social work, teaching, nursing, etc., all of which are badly in need of additional staff. Fifth, the importance of recruitment and training, and, finally, our conviction as to the importance of effective and informed management for the Corps.

*The volunteer—a necessity for the social welfare field*

The wide range of both governmental and voluntary health, welfare, and recreational services that mark the American scene today are largely and significantly an outgrowth of volunteer efforts extending back 100 years or more. To cite the names of only a few volunteers in various areas of the social welfare field graphically demonstrates our indebtedness to them: Frederick Ozanam, a Frenchman who founded the Society of St. Vincent de Paul, Canon Samuel Barnett, an Englishman who was the founder of the settlement house movement, and Dorothea Dix and Clifford Beers, who sought to shape and provide humane and constructive services and facilities for the care of the mentally ill.

Those of us who work in the social work field recognize fully our historic commitment to the key role of volunteers in the creation, improvement, and extension of health and welfare service. Even a quick examination of our experience with volunteer programs as reported in social welfare literature and elsewhere demonstrates the wide range of activities in the social welfare field in which volunteers have been used from the almost traditional areas of settlement house and neighborhood centers through family service and child welfare agencies; institutions for the care of dependent, neglected, and delinquent children; community health programs, public and private; general hospitals and psychiatric facilities; civil defense and disaster relief.

No one has any definitive estimate as to the number of Americans who participate periodically or regularly as volunteers in the health and welfare services. We do know that several million citizen volunteers carry the primary responsibility for financial campaigns that provide well over \$1 billion for the support of a wide range of voluntary health and welfare agencies. We do know that most youth serving programs, as illustrated by the scouting movement, the YMCA's and YWCA's, the Jewish community centers, etc., are made possible only because hundreds of thousands of volunteers are willing to devote frequently 10 to 15 hours a week to the staffing of troops and clubs. Nor are these volunteer efforts confined to the private agency field, whether Catholic, Jewish, Protestant, or nonsectarian. Over a number of years, governmental agencies, particularly mental institutions and public welfare departments have developed a wide range of programs designed to supplement their staff services with particular emphasis on services to the aging, to the chronically ill, handicapped or lonely.



Despite the magnificent participation of Americans as volunteers, we are sure that there are many millions of other Americans, high school and college youth, retirees, and men and women still in the active labor force, who would like to use their leisure more constructively, who could be called upon to provide talent, conviction and concern if a volunteer opportunity were challengingly brought to their attention.

The endorsement of the President and support of the Congress of volunteer effort of the sort represented in this national service program would provide tremendous impetus to the importance, urgency and dignity of volunteer service, and would command, we are sure, the attention of the public media.

*A significant, although limited, extension of services*

Volunteers, of course, are not a substitute for professional staff, although, as has been well demonstrated over the years, in mental institutions, child care programs, recreational programs and activities for the aging, volunteers have been an important resource in improving services and in permitting the professional staff to more fully utilize their special skills. In this connection, we have been impressed by the careful preparation that the Presidential Study Group has given to this proposal. The range of projects suggested and the imaginative utilization of corpsmen developed as the result of extensive inquiries to a wide range of groups—among whom we were included—provide materials that suggest to our health and welfare agencies new and different ways in which volunteers can be challenged and utilized. This study and this effort alone, are of very considerable value to the social welfare field.

*Provide visibility to needs and problems*

Too few Americans are truly informed as to the needs and problems of disadvantaged and handicapped groups in our society. In a sense, Indians, migrant laborers and their families, and to a degree the mentally ill and mentally retarded are in the back corridors. This national service program should and would help focus more attention and concern on the needs of these groups and through its volunteers serve as a catalyst in enlisting support of other individuals and groups for the development of special programs.

*Assist in the recruitment of professional personnel*

There is no doubt but this program would command the interest and attention of a number of young people, provide them with an exposure to sectors of our society with which they are largely unfamiliar. Working with and alongside members of the helping professions in a way not possible at present except in a limited fashion. Even if they should not decide to prepare themselves professionally, a number undoubtedly will continue to serve as volunteers in health, education, and welfare programs in their own communities after they complete their tour of duty. It is from among such volunteers in the past that some of our outstanding citizen leaders in both voluntary and governmental health and welfare programs have come.

*The importance of recruitment and training of corpsmen*

We endorse generally the procedures for recruitment and training outlined by the study staff and are pleased to note the proposal for a combination of preservice and inservice training, including the provision for some continuing supervision of the volunteers while they are on the job. The experience of the Peace Corps has clearly demonstrated the value and worth of a carefully planned and systematic program of preservice training. We believe this approach in training and supervision will also be very valuable to the volunteer after he has completed his work and has returned to his home community.

We suggest that as part of continuing supervision of volunteers they might be given some information about opportunities in the helping professions and encouraged, perhaps, to use their deferred compensation for getting this additional education. We can see much value in some arrangement whereby, if scholarships were provided in connection with other Federal legislation, satisfactory service in the National Service Corps or the Peace Corps might be considered as an important element in eligibility for such scholarships.

*The importance of corps management and leadership*

Our Association holds that it is neither practical, possible or desirable to outline an extensive series of safeguards that might be considered in an untried area of this sort and notes that when the Peace Corps was proposed, many criticisms



and reservations were expressed. These were soon largely resolved as a result of the effective planning and operating skill demonstrated by top Peace Corps members.

The legislation provides the general objectives, structure and authority, while the report of the President's Study Group suggests a series of policies which, if they were incorporated into the program, would provide assurances that projects will be selected and corpsmen recruited and placed in accordance with principles generally acceptable in the social welfare field.

In essence the Corps would help local groups to define and outline their projects, but the initiative for such projects must come from the local group who must also provide the evidence that the project is needed and significant, and most important, would stimulate interest in volunteer services. The responsibility for administering the project and supervising volunteers under general guidelines would also be the responsibility of the local sponsor.

We think it is particularly important for the Corps management to have in several key administrative positions—especially those concerned with training and project selection—individuals with significant training and experience in the recruitment, training, and placement of volunteers. This would assure a sensitive understanding of the relationships of volunteers to paid staff and a keen appreciation of the role of the Corps project within the framework of the sponsoring group.

We hold that when competent management has been selected they should be held responsible for effective performance under general rather than specific guidelines.

#### *General conclusions*

The National Association of Social Workers, for reasons we have outlined, enthusiastically endorses the concept of a National Service Corps program. We hold that such a program, as with the Peace Corps also, represents a truly constructive and imaginative proposal that, for a very modest investment of funds, has potential for offering a challenge to Americans to provide service to their fellow citizens and for stimulating community interest in the extension and improvement of health and welfare services to groups too often ignored or forgotten.

I am Mitchell I. Ginsberg, associate dean of the Columbia University School of Social Work, and a member of the Commission on Social Policy and Action of the National Association of Social Workers. I am appearing here today to testify for that association.

The National Association of Social Workers, a professional organization with 37,000 members employed in Catholic, Jewish, Protestant, and nonsectarian voluntary social agencies and in governmental health and welfare programs, through its board of directors, has endorsed H.R. 5625, the proposed National Service Corps. This support, taken at a recent board meeting held in Cleveland on May 17 and 18, 1963, has been registered with all members of this special subcommittee.

I have welcomed the opportunity over the past year or so to have participated in a training program for Peace Corps volunteers and also to have advised the President's Study Group with respect to training plans.

In this statement, I want to emphasize, first, the importance of volunteers to the social welfare field, and the stimulus to the recruitment of volunteers this national service program would provide.

Second, that the proposed program can make a significant, although limited, contribution to providing services for and meeting the needs for some of the most deprived groups in the country.

Third, the program would provide badly needed visibility to groups and individuals being served and thus make us more aware of what some of the problems are.

Fourth, the program should help in the recruitment of additional personnel for the helping professions, social work, teaching, nursing, et cetera, all of which are badly in need of additional staff.



Fifth, the importance of recruitment and training, and, finally, our conviction as to the importance of effective and informed management for the Corps.

The volunteer—a necessity for the social welfare field: The wide range of both governmental and voluntary health, welfare, and recreational services that mark the American scene today are largely and significantly an outgrowth of volunteer efforts extending back 100 years or more. To cite the names of only a few volunteers in various areas of the social welfare field graphically demonstrates our indebtedness to them: Frederick Ozanam, a Frenchman, who founded the Society of St. Vincent de Paul; Canon Samuel Barnett, an Englishman, who was founder of the settlement house movement; and Dorothea Dix and Clifford Beers, who sought to shape and provide humane and constructive services and facilities for the care of the mentally ill.

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We do know that most youth-serving programs, as illustrated by the scouting movement, the YMCA's and YWCA's, the Jewish community centers, et cetera, are made possible only because hundreds of thousands of volunteers are willing to devote frequently 10 to 15 hours a week to the "staffing" of troops and clubs. Nor are these volunteer efforts confined to the private agency field, whether Catholic, Jewish, Protestant, or nonsectarian.

Over a number of years, governmental agencies, particularly mental institutions and public welfare departments have developed a wide range of programs designed to supplement their staff services, with particular emphasis on services to the aging, to the chronically ill, handicapped, or lonely.

Despite the magnificent participation of Americans as volunteers, we are sure that there are many millions of their Americans, high school and college youth, retirees, and men and women still in the active labor force, who would like to use their leisure more constructively, who could be called upon to provide talent, conviction, and concern if a volunteer opportunity were challengingly brought to their attention.

The endorsement of the President and support of the Congress of volunteer effort of the sort represented in this national service program would provide tremendous impetus to the importance, urgency,



and dignity of volunteer service, and would command, we are sure, the attention of the public media.

A significant, although limited, extension of services: Volunteers, of course, are not a substitute for professional staff, although, as has been well demonstrated over the years, in mental institutions, child-care programs, recreational programs and activities for the aging, volunteers have been an important resource in improving services and in permitting the professional staff to more fully utilize their special skills.

In this connection, we have been impressed by the careful preparation that the Presidential Study Group has given to this proposal. The range of projects suggested and the imaginative utilization of corpsmen developed as the result of extensive inquiries to a wide range of groups—among whom we were included—provide materials that suggest to our health and welfare agencies new and different ways in which volunteers can be challenged and utilized. This study and this effort, alone, are of very considerable value to the social welfare field.

Provide visibility to needs and problems: Too few Americans are truly informed as to the needs and problems of disadvantaged and handicapped groups in our society. In a sense, Indians, migrant laborers and their families, and, to a degree, the mentally ill and mentally retarded are in the "back corridors."

This national service program should and would help focus more attention and concern on the needs of these groups and through its volunteers serve as a catalyst in enlisting support of other individuals and groups for the development of special programs.

Assist in the recruitment of professional personnel: There is no doubt but this program would command the interest and attention of a number of young people, provide them with an exposure to sectors of our society with which they are largely unfamiliar.

Working with and alongside members of the helping professions, they would obtain an orientation to purposes and goals of these professions in a way not possible at present except in a limited fashion. Even if they should not decide to prepare themselves professionally, a number undoubtedly will continue to serve as volunteers in health, education, and welfare programs in their own communities after they complete their tour of duty. It is from among such volunteers in the past that some of our outstanding citizen leaders in both voluntary and governmental health and welfare programs have come.

The importance of recruitment and training of corpsmen: We endorse generally the procedures for recruitment and training outlined by the study staff and are pleased to note the proposal for a combination of preservice and inservice training, including the provision for some continuing supervision of the volunteers while they are on the job.

The experience of the Peace Corps has clearly demonstrated the value and worth of a carefully planned and systematic program of preservice training. We believe this approach in training and supervision will also be very valuable to the volunteer after he has completed his work and has returned to his home community.

We suggest that as part of continuing supervision of volunteers they might be given some information about opportunities in the helping professions and encouraged, perhaps, to use their deferred compensa-



tion for getting this additional education. We can see much value in some arrangement whereby, if scholarships were provided in connection with other Federal legislation, satisfactory service in the National Service Corps or the Peace Corps might be considered as an important element in eligibility for such scholarships.

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In essence, the Corps would help local groups to define and outline their projects, but the initiative for such projects must come from the local group who must also provide the evidence that the project is needed and significant, and, most important, would stimulate interest in volunteer services. The responsibility for administering the project and supervising volunteers under general guidelines would also be the responsibility of the local sponsor.

We think it is particularly important for the Corps management to have in several key administrative positions—especially those concerned with training and project selection—individuals with significant training and experience in the recruitment, training, and placement of volunteers. This would assure a sensitive understanding of the relationships of volunteers to paid staff and a keen appreciation of the role of the Corps project within the framework of the sponsoring group.

We hold that when competent management has been selected they should be held responsible for effective performance under general rather than specific guidelines.

General conclusions: The National Association of Social Workers, for reasons we have outlined, enthusiastically endorses the concept of a National Service Corps program. We hold that such a program, as with the Peace Corps, also, represents a truly constructive and imaginative proposal that, for a very modest investment of funds, has potential for offering a challenge to Americans to provide service to their fellow citizens and for stimulating community interest in the extension and improvement of health and welfare services to groups too often ignored or forgotten.

As the statement indicates, I am associate dean of the Columbia University School of Social Work and a member of the Commission on Social Policy and Action of the National Association of Social Workers.

I am appearing today to testify for the association which is a professional organization with 37,000 members employed in Catholic, Jewish, Protestant, and nonsectarian voluntary, social agencies and in governmental health and welfare programs. Our board of directors has endorsed the proposed National Service Corps.



In addition to my role with the association, associate dean at the school, this past year I have been director of a training project in urban community development which is closely related to the subject matter of this bill, and we are expecting to do another project this fall.

Let me say that our association, in endorsing this bill, did not take that decision lightly and did not do it without considerable discussion and concern about a number of issues related to the bill.

In the first place, professional associations tend to be hesitant about supporting proposals that involve people with other than professional qualifications in the areas in which they assume they are the ones to function. So we looked at this quite carefully. We endorsed it, recognizing that this is a limited program and that one ought to be very clear that a program of this type cannot solve any of the basic problems with which these volunteers would work.

Also, it is essential that those organizing this program not ask the volunteers to take on assignments that are beyond their qualifications and that there not be too high expectations of what can be accomplished. We think if these expectations are set up in that way a lot of people are going to be disappointed and disillusioned.

So, bearing in mind these reservations, the association did consider this carefully and felt the contribution should be made.

I think it only fair to say that a lot of us, also, had the same reservation about the Peace Corps, and I was one of those who thought it was skeptical and thought those with a limited background would not do a good job. Experience proved to some of us we were wrong.

Let me relate the contribution it made in our areas, and I realize that none of these four are new to you and will tend to be somewhat repetitious.

In the first place, I think it can make a contribution of service to groups that badly need it. Now, I know it is a relatively small number of people that are going to be involved in the program and I have already indicated that by itself they are not going to solve the problems.

I would suggest that the numbers of National Service Corps men is not in itself the key factor because I believe that even with the limited group they will be able to involve others. A thousand corpsmen, let's say, may well bring a larger number of people into doing the job.

In addition to that, I would assume that much of the program here is going to be in what tends to be called urban community development and that means that you involve the people you are working with in this kind of self-help approach. Here, again, I think the significance is that you are going to get much more work than would seem to be indicated by the fact that you have a relatively small number of people.

In the second place, I think we ought to realize that, while these corpsmen cannot substitute for full-time professional workers in any of these areas, they will make it possible for the full-time worker to use his time more efficiently.

One of the problems in all these fields that we are talking about today is that the full-time professional has to do a lot of jobs that don't require full-time professional skills. That is a waste of his time and it is also a waste of money.



Now, by getting some of these corpsmen, you are going to release the professional for the things that require the professional skill. Here, again, this means that you are going to add to the amount of time of service. You actually not only add the corpsmen service but you add an extra service on the part of the professional.

I think there is another factor that some of us don't like to accept. When you get volunteers of this kind, they bring kind of an enthusiasm and an excitement and a spirit to do a job which goes beyond what some of the rest of us can do. We get tired and we think the job cannot be done. They don't know enough to be so tired so they can go out and do a job and things happen.

So, in all those ways, I think additional service can be provided.

Secondly, I think it is going to mean additional volunteers, because having a national program which is developed by the President, supported and endorsed by Congress, inevitably is going to mean it is going to attract more people because people are interested in national programs; they are attracted by them and it gives them status and prestige.

For the volunteer, status and prestige are especially important; they are not getting any money so one of the things they need to get out of it is the feeling that what they are doing is important and means something to people. So, I think you are going to get an increase in volunteers.

Another way you are going to get an increase in volunteers, I think, is as a result of this program these volunteers are going to be used experimentally. Many of the agencies in the field that I am connected with have not used volunteers effectively. We have not done a good job because we tend to assume there are not many things they can do and we try to do them ourselves. Once we use them in the way they can be used, this is going to make volunteering itself more attractive so more people are going to join up as volunteers outside the Corps because it means they will have a feeling that what they are doing is important.

So, I think the net result here is more volunteers and doing jobs that count.

The third factor that is important is the one that very many people are talking about; it is going to make certain programs and certain groups more visible. It is becoming popular today to talk about the invisible poor; it is popular and it is fashionable. I must add, myself, we are troubled about it.

There are these groups, the migrant laborers and Indians and others, that are overlooked. The danger I see, once we are talking about it, we will assume something is being done and the net result is that nothing really very significant has been done.

Now, how will the Corps help this? I think the Corps will help it because, as I have already indicated, some service will be given by these corpsmen that they will not otherwise get. I think there is another factor here, that the fact that you have corpsmen working in these programs is going to mean that other agencies and organizations are going to get interested and decide to get in on the show. The reality is that when some noticeable exceptions about which these agencies can well be proud, most of the organizations in our field have not done very much in the migrant labor, in the Indian field and in some of these others, in the mentally retarded.



Mr. THOMPSON. Isn't this so because you are professionals and, obviously, you don't volunteer to go without being employed to do so?

Mr. GINSBERG. I think that is one factor, Mr. Chairman.

I think there is another factor, that if those of us in the field would be honest we have tended to concentrate our efforts on where the results seem to come more easily. We want to accomplish something in this field but there is a tendency to overlook the hard core kind of assignments on the assumption that somebody else will take them on.

By and large, I think a case could be made that in education, social welfare generally, we have concentrated an undue proportion of our resources on higher income groups than those we are talking about in this program. These people cooperate better, it is easier to do, so there is a tendency to work with them.

Now, once you start something like this Corps really working with the other groups, I think you are going to get another number of agencies involved in this work in the same way and it should not be overlooked. You are going to call attention to these groups because once these corpsmen work with them they are going to forget them. They can't help remember they had this experience, so they are going to be more interested with Indians and migrant laborers, et cetera.

The fourth area that I think we ought to touch on is what does this mean in addition to the service to these groups and the fact you are going to get more volunteers; what does it mean to the individuals involved, to the country. That sounds like, you know, a great deal but I think it has an impact. Certainly, from the point of view of recruitment, this is going to help recruit them. We have already had the experience in the Peace Corps.

In the school I happen to be connected with, we are going to have four Peace Corps people coming in to our program in the fall and this, remember, is when the first Peace Corps groups are finishing up; they are just finishing their first 2 years' service. This has nothing to do with the people we trained, but they are people who served in the Peace Corps and they are looking to where we should go next. We are only 1 out of 50; we have 4 coming in in the fall.

I think, secondly, it is going to have an effect on these people when they go back to their local communities. Some of them are going to continue to serve as volunteers; some of them are going to get to be board members and some get involved in issues generally.

I think that one of the things that is hard to describe exactly is the bonus to this country in having a group of well-informed, knowledgeable citizens. I have a hunch that one of the greatest advantages of something like the Peace Corps, the payoff is going to come after a lot of these trainees come back home.

We had this experience of bringing 80 Peace Corps trainees from all over the country into New York last October. In September I went to Mexico to meet with them and tell them what it was going to be like in New York City and they didn't believe me because when I described something of what the people were like and what conditions were like in New York City, they were sure in this country it could not be so. Maybe that was true in South America where they were going to go, but it could not be true in the United States; there just were not that kind of people.



I would say the biggest shock and the most difficult thing they had to handle in New York was that this was a way of life in the United States, also. If you had talked to them when the program ended and if you correspond with them as I have in the 6 or 8 months since, they will say to you that the thing they remember most is that they learned something about their own country and that in some ways this is going to be more valuable to them than anything that happens to them in their Peace Corps experience.

I will say the same thing is true of the National Service Corps. Aside from the other reasons, it seems to me it is kind of a bonus, the fact we are going to have a lot better educated citizens when they come bank. These are the advantages that I see in the program.

Let me just touch on a couple points that I think are important.

Obviously, the criteria of selection, what kind of projects you go into or accept, I think they have to be spelled out very carefully. Generally, I am sympathetic to those suggested by the Study Group. They put involvement on the local community, on the nature of the project, on plans for the future. I think these are all helpful.

I think it would be well if the bill would contain some of scholarship help in the field of health, education, and welfare. I say that because I think it is a good contribution generally.

Mr. THOMPSON. You mean subsequent to their training?

Mr. GINSBERG. Yes.

Mr. THOMPSON. Of course, part of the theory, of the, shall we say, separation pay of \$75 per month served is that they will be able to use these accumulated sums for further study or to reestablish themselves, and it is certainly a modest amount.

Mr. GINSBERG. The modesty of it is the thing that troubles me. It comes to about \$900 for a year, and there is going to be some problem in adjustment just like clothes and going back, and so forth. I have a feeling there is not going to be much of that that is available for scholarship help, especially with the cost of education. It is a relatively small amount involved because not all of them will want to go on, and I think it would be well worth considering putting something like that in.

I think the proposal for training is a good one. This is an area that I am supposed to have some knowledge about, and the Peace Corps would confirm it, this combination of 4 to 6 weeks of preservice training and inservice training and supervision. My experience with the Peace Corps tells me it pays off because you are willing to try things. When you know you have only 4 to 6 weeks, you try things that you would not ordinarily do. We tested things out in a 4-week training program that we would not have thought of for our full-time school and we are going to send some of them into the regular program. There is an advantage here to the universities, too, that comes out of this thing.

Then I would like to say a word or two on this.

Why a national program? Why should this be under the national auspices? I think there are at least three reasons, all of them good.

One is that it will help in recruitment. I think there is a recruitment problem for the National Service Corps, anyway. I think it will be more difficult for the recruit than it is for the Peace Corps, and one ought to face up to that. I think, from my point of view, I would be kidding myself if I did not say honestly there is a problem.



I think unless the program is under national auspices and has the support of the President and Congress and is seen as that kind of a program, that the problem of recruitment can become very difficult.

Secondly, I think the argument for a national program is that it will make it possible to establish certain criteria, certain standards of performance, that it is important to have all the way across the country. I am talking about performance; I am not saying you want to have the same program, but you do want to have certain criteria where you judge whether these programs are working out.

There ought to be a form of accountability worked into this because there are Government funds being put into this and one will want to make sure they are being used effectively.

Third, why it should be national instead of local is that in this way you can help insure that the kinds of programs will be developed in those areas that need them the most.

The danger that I see in just turning money, let's say, over to local volunteer groups is that they will tend to repeat what they are already doing. These may be very worthwhile activities but they are not things in my judgment that need to be done most in this country.

In order to insure that the money gets spent for problems and for groups that are not now being served or that are being served less effectively, it seems to me it is essential that there be some kind of a national program.

I would just like to close by saying again I want to make it clear none of us think this is the solution to the problem. This cannot be a substitute for the programs that are already in existence and for others that I think are necessary, but given those reservations, I think it can be valuable. I think it is going to help the people that these corpsmen will work with. I think it is going to help the corpsmen, and I think it is going to help the country.

I am not an economist, Mr. Chairman, but I think it is a good investment.

I appreciate the chance of being here and talking to you today.

MR. THOMPSON. Thank you, sir, very much, for a fine statement.

I don't believe that any of us who sponsor this feel that it is going to solve any of these problems but we do agree with you, and there have been many other witnesses who indicated the same thought that you have expressed, that this will be a catalytic agent, that it will perform a very valuable service; and if it does nothing more than to make people more aware of the enormous unmet needs, that fact alone will justify its existence.

Thank you very much for coming.

Mr. O'Hara has no questions.

We have one more witness scheduled. I don't see him here, Rev. Edgar Thomas, pastor of the First Baptist Church, South Orange, N.J., representing the North New Jersey Christian Leadership.

Our next witness has had some transportation problems and has not yet arrived. We will leave the record open and will accept his statement as if read.

The subcommittee will adjourn, subject to call of the Chair.

(Whereupon, at 10:50 a.m., the subcommittee recessed, subject to call of the Chair.)



## NATIONAL SERVICE CORPS

THURSDAY, AUGUST 8, 1963

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

The subcommittee met at 10 a.m., pursuant to recess, in room 429, Cannon Building, Hon. Frank Thompson, Jr. (chairman of the subcommittee) presiding.

Present: Representatives Thompson, Sickles, and Taft.

Also present: Russell C. Derrickson, staff director; Robert E. McCord, subcommittee director; and Mary Corbin, subcommittee clerk.

Mr. THOMPSON. The subcommittee will be in order for the further consideration of the bills to establish a National Service Corps.

Our first witness this morning, for questioning, is Mr. Winslow Carlton, president of the National Social Welfare Assembly.

Good morning, sir.

### STATEMENT OF WINSLOW CARLTON, PRESIDENT, NATIONAL SOCIAL WELFARE ASSEMBLY, INC.

Mr. CARLTON. Good morning, Mr. Chairman.

Mr. THOMPSON. Mr. Hollander was the original witness for your group and the committee was interested in asking him some questions. I understand that he is abroad and you have very kindly consented to come.

Mr. CARLTON. Yes. I am very sorry that he can't be here and I am sure he is too because he is deeply concerned with this problem and, as you know from his testimony, basically favorable. I am sure that he would like to have answered the questions.

Mr. THOMPSON. When he gave the assembly's formal testimony he made a number of recommendations. He suggested that the bill authorize scholarships for those who complete their service. You understand, of course, that the House of Representatives historically has taken a dim view of scholarships.

I have not as an individual Member. I have been very much for them, but the consensus has been otherwise. For this reason the \$75 a month adjustment allowance has been put in the bill so that corpsmen who desire to take postgraduate work in any field might do so with that small start. As much as your suggestion has merit, the practical fact remains that, in my judgment, it would hurt the bill. Don't you think that we can assume that the adjustment allowance, plus the possibility that some schools will give academic credit for Service Corps work, is a reasonable substitute?



Mr. CARLTON. I think the assembly would agree with that, Mr. Chairman. I think, however, I should reiterate that, being particularly aware of the shortage of professional personnel in the social welfare field, we do see the need for scholarships, everything that can be done to make it possible for people who are probably motivated to get into the work as professionals.

I think also we should recall the fact that many of the corpsmen will need most of this \$75 in order to just plain live during their period of enlistment.

Mr. THOMPSON. Their living expenses, Mr. Carlton, will be taken care of during the period of their enlistment, so that this amount would be a lump sum in the nature of separation pay.

Mr. CARLTON. I see. I didn't fully understand that. I did understand that their expenses would be met.

Mr. THOMPSON. It won't be available to them until their release.

Mr. CARLTON. Very good. Under those conditions I think that the assembly would agree.

Mr. THOMPSON. Of course, \$75 a month is a very small amount and one can't go very far with that relatively small amount of money, I will agree.

Do you have any questions?

Mr. TAFT. Are there scholarships available, Mr. Carlton, in this area, and if so, in what volume?

Mr. CARLTON. I can't answer that specifically, Mr. Taft. There are some scholarships. I believe from my experience with the New York School of Social Work, now the Columbia School of Social Work, in New York that most of the scholarships are provided by the agencies that have employed workers who come in as practitioners without formal training or full formal training.

They are then often released on a part-pay basis so that they can complete their education and go back to work for the agency.

Mr. TAFT. Is it not true that a lot of States and even city and county agencies have scholarships of this sort that they are giving to get people trained in social work?

Mr. CARLTON. It is true, I think, that most of the released workers do come from public welfare. How many of them come with actual scholarships I can't say. They do come, however, with assurance that they will have jobs when they get through and it may be, as you say, that a number of them do have partial scholarships.

There is a shortage, however, in this field of adequate scholarships, Mr. Taft. That I can say.

Mr. TAFT. There is a shortage you feel?

Mr. CARLTON. Yes. That I can say, I think, without question.

Mr. TAFT. I know that in Ohio the State is authorized to grant such scholarships and I believe it does. The county welfare department in Hamilton County, Ohio, I know does. There are private agency scholarships as well. Family Service Organization, for instance, in Cincinnati, grants scholarships of this sort. If such a program should be considered and we were to grant these scholarships should there be any requirement attached to those scholarships that a certain period of service in a particular area would be required?

The problem here, that I can see, that differs from the usual question that you raise with regard to scholarships for people going into social



work, is that here you are getting the service first and then suggesting you provide the scholarship rather than the contrary situation which, generally, is that you provide the scholarship and then you expect the person to come back and provide the service.

Mr. CARLTON. I think that our people would feel that there was little possibility that a person who had gone through a period with the National Service Corps and then went to graduate school would drop out of the field immediately or go into other kinds of employment.

Generally, I believe the field is not in favor of tying down a student after he completes his work. There is great competition for trained workers, it is true, and when an agency pays a scholarship it does expect that the recipient will go back to them.

On the other hand, I don't think that anyone feels that, particularly in meeting a human need, it is desirable in any way to have an indented arrangement. I would think, sir, if scholarships were provided as a means of facilitating corpsmen going on in the profession, that it would be safe to give such scholarships without strings.

Mr. TAFT. As to areas even? I mean are you going to let them go to law school, for instance, if they decide they want to go to law school?

Mr. CARLTON. Oh, no. I think the implication here in the assembly's recommendation is that the scholarship funds would be available—yes, it says: "Graduate schools of welfare, health, and education."

Mr. TAFT. Does that mean medical school?

Mr. CARLTON. It could. It could, surely; yes, sir.

Mr. TAFT. You do not know whether the recommendation has been worked out in any further detail as to these types of decisions?

Mr. CARLTON. No, so far as I know, it has not. This is a general recommendation, a recommendation of the principle.

Mr. TAFT. Thank you.

Mr. THOMPSON. The assembly also suggested that the 25-member advisory council approve requests for corpsmen. From the administrative point of view, at least in my eyes, this might be unwieldly. There are several alternatives which suggest themselves: First, to require the advisory council to establish guidelines for screening recruits and projects as well; secondly, to write guidelines into the legislation.

The assembly suggested such guidelines which I think are good and which the administration during its presentation indicated it would follow.

Mr. Taft suggested during a television interview placing the program under a Commission with a Director responsible to the Commission rather than to the President. What do you think of these alternatives?

Mr. CARLTON. With respect to the assembly's recommendation, we had a considerable debate about this at our executive committee meeting that considered the report of our committee, the executive committee being the board of directors of the assembly, and the objective here was to achieve the same relationship of council to administrator as we understand the relationship to be in specifically the National Institute of Mental Health.

It may be that our language overdrew that position a little by suggesting that the advisory council would have a veto power.



This, I understand, is not the case with any advisory council of any Federal body, and I would think, sir, if the Council were charged with advising the Administrator, either directly or through the President, on the basic lines of policy, that this would meet the recommendation of the assembly.

I realize that there are different graduations here of powers that it is practicable to give to an Advisory Council. I think the substance of our suggestion is that the Advisory Council be given as much power as is practicable for good administration.

With respect to specifying in the legislation many of the conditions that our report laid down, I think our position would be that it is probably well not to try to legislate administration, and in looking over this subcommittee print that you were kind enough to let me see, it would seem to me that this is probably about as detailed as it is desirable to get.

Of course, I must say I read the bill against having read at least part of the testimony of the administration, both before your committee and in the Senate, and it seems to me that that testimony reflects our assembly views very adequately.

With respect to a Commission as against the proposed setup of Administrator responsible to the President, this is something that my group did not consider. I would offer the view that perhaps it would be well to start in the simplest way possible and let's see how it develops.

If this becomes an important national channel for service to people, then it may prove desirable to make some other administrative arrangements, but what the Congress is now discussing it seems to me is a fairly small affair, talking about a maximum of \$20 million.

This is against an expenditure of voluntary funds of about—what is it?—\$2 billion? So this is not a very large program to start with, and this is sound enough.

While it is relatively small, perhaps it would be well to keep it simple.

Mr. THOMPSON. I rather agree with your view. Of course, we are spending a lot of time waltzing Mr. Taft around trying to keep a string on our last hopes that we can have him say, "Well, this is just what I want and I will put another bill in with you and we will just march it through."

We are trying very hard to please him, I think with relatively little success, but some.

Mr. TAFT. Is the \$2 billion figure, Mr. Carlton, the total of all private agency welfare expenditures?

Mr. CARLTON. I believe so, sir. This is private agency welfare and health expenditures.

Mr. TAFT. And health?

Mr. CARLTON. Yes.

Mr. TAFT. We had a figure of a billion from Mr. Ginsberg, did we not, the other day?

Mr. THOMPSON. I do not remember.

Mr. TAFT. I thought so. I may be wrong.

Mr. THOMPSON. You mean in overall private?

Mr. TAFT. The answer may be the health agency coming in here too, private health agency.



Mr. CARLTON. I think this is correct. It's almost a 50-50 split of that \$2 billion.

Mr. THOMPSON. During the course of the hearings it has become apparent that most of us desire in some way to bring the State governments into the picture, but without giving the statehouse the veto power over the courthouse or city hall.

I understand that you have seen the language approved by the committee in the other body as well as the language drafted by our staff.

I wonder if you would like to make a comment on it?

Mr. CARLTON. I did have a question, Mr. Chairman, about section 3(b), which as I get it now reads:

The President may assign corpsmen to projects only upon invitations by State or local public agency or by a bona fide local nonprofit private agency after consultation with interested State and local governmental and nongovernmental agencies.

I wondered whether that "only" was too restrictive. One of the points that the assembly tried to make in its statement is the real possibility that through the National Service Corps it will be possible to greatly develop services in areas that have not been adequately served by the existing public and voluntary organizations and agencies.

How is it intended that this should operate, for example, in the case of migratory workers? There it is not a State or local matter, really. It is interstate. It is interlocality.

Mr. THOMPSON. I would assume in that case, needing some flexibility in interpretation and in administration, if assistance were requested, for instance, for the education of migratory workers' children starting in Florida, that it might well be that the corpsmen would follow them in their travels, treating them rather as a transient group rather than as residents of locality as distinguished, for instance, from the Oglala Sioux, in which case the tribal council might make a request, issue an invitation, it is accepted, and they are on a reservation and the corpsmen would stay there with them.

This is a rather delicate question because it is entirely possible that if the statehouse were given veto power there might be some disagreement, political or otherwise, between the Governor and the mayor of a city. The Governor, having the right to veto, might be able to prevent the beginning of a very good project in a city.

We want them informed. We want them to know what is going on in their States and to have something to say about it, but personally I do not want to give any of the Governors the right to veto a project.

Mr. CARLTON. I think the assembly would entirely agree with you there.

My only question about the proposed language is whether this is too restrictive with respect to the need for a local or State endorsement, or actually it is invitation, is it not?

Mr. THOMPSON. Yes.

Mr. CARLTON. In the case of the education of migrant workers' children, where would the invitation come from and fit this language?

Mr. TAFT. What page are we on there?

Mr. THOMPSON. Page 3.

Mr. CARLTON. This is section 3(b), Mr. Taft.



Mr. THOMPSON. Frankly, I do not know the answer to your question, specifically. It is a matter that we would have to look into carefully.

Would it affect your thinking if on page 3 we dropped out "local"? In other words:

\* \* \* upon invitations by a State or local public agency or by a bona fide nonprofit private agency \* \* \*

Mr. CARLTON. Yes, that would in fact, and this does meet one of the recommendations of the assembly that the national voluntary agencies be given an opportunity to develop programs.

Mr. THOMPSON. I quite agree. I think the word "local" is unnecessary there. I do not see why we could not accept that. I think it would improve it.

Mr. TAFT. I do not understand your last remark, Mr. Carlton, about the national agencies having a chance. What did you infer?

Mr. THOMPSON. The Friends Service Committee would be a national agency.

Mr. TAFT. I understand what the national agencies are, but how are you relating this to the necessity for invitation to a particular project and the language in section 3(b)?

Mr. CARLTON. I was thinking, Mr. Taft, particularly of interstate problems where you don't have a single local either voluntary or public agency that would be in a position to invite the corps, but if the bill permitted the National Service Corps to aid a national voluntary organization—the Friends Committee is a good example, and we have 57 national agencies that are affiliated with the assembly in various fields of social welfare, and of course there are many in the health field—they could come along with a program that would cover the eastern region and this might be a very good project.

It is simply a question of the limitation in the present language that seems to take the national organizations out of the picture as proposers of projects.

Mr. SICKLES. In line with the point that you make, Mr. Carlton, what local invitation could there be to take care of the Indians living on a reservation?

We talk about State or local public agency or bona fide local nonprofit private agencies. It seems to me the same problem would arise there too, would it not?

Mr. CARLTON. I would imagine so, sir, unless the tribal council is regarded as a local public agency. I don't know that.

Mr. THOMPSON. I would think that it would be. They are responsible for the government of their people and I suppose it would depend on one's definition of "local."

Mr. TAFT. How about other Federal agencies such as the BIA?

Mr. THOMPSON. Bureau of Indian Affairs. We are going to keep them out of it.

Mr. TAFT. This is a very real question as to whether or not when you have a governmental agency already dealing in this area you are going to be able to go in without obtaining their permission. I do not know.

Mr. THOMPSON. I do not know either.

In our report I think we could prepare language which would clarify this point with respect at least to the Federal Government and



its agencies, and perhaps we should attempt to define "local" more precisely than we have.

Mr. TAFT. I just wondered if we should not add here "Federal" as well as "State," at least in consultation?

Mr. THOMPSON. In the case of the Bureau of Indian Affairs that probably might be a valuable thing to do, at least to indicate that they ought to be consulted.

Mr. CARLTON, the matter of civil rights has been raised. We have a letter from the Attorney General, for the record, in which it is his ruling that the Government policy of nondiscrimination in hiring will apply to the recruitment of corpsmen, even though they won't be Government employees in the full sense of the word.

We have also had submitted for the record a proposed questionnaire for recruits in which no question at all relating to race, creed, color, or national origin is asked.

Do you feel that we need any additional safeguards?

Mr. CARLTON. No, sir.

Mr. THOMPSON. I would not think so either, especially in view of the established Government policy. I think it might be valuable for the record, Mr. Carlton, if we knew a little bit more about your personal background. You have an office in New York.

Are you an attorney, sir?

Mr. CARLTON. No, I am not, Mr. Chairman. My main business is voluntary nonprofit health insurance, medical care insurance, in New York; and I also am involved in a number of private social welfare organizations such as the Henry Street Settlement in New York of which I am president, and the National Federation of Settlements, Neighborhood Houses, of which I am the vice president as well as the assembly, and in addition, I have an interest in an investment firm in New York, A. W. Johnson Associates, and I have an interest in cooperative housing.

That is about my range of activity.

Mr. THOMPSON. Thank you very much.

Mr. SICKLES, do you have any further questions?

Mr. SICKLES. No further questions.

Mr. THOMPSON. Mr. Taft?

Mr. TAFT. Mr. Carlton, do you think that the administrator of a Federal program that is using Federal funds should have the authority to decide whether or not those funds should be granted as a part of a project or an agency in which there is discrimination on account of race?

Mr. CARLTON. My personal view, Mr. Taft, is that he should have. We have to depend on the good judgment of a highly praised Federal administrator, on the climate of public opinion in this country.

I think specifically it would be a great mistake to make it impossible to provide needed services in areas where discrimination continues to be practiced, contrary to Federal law and the opinion of the majority of this country.

Mr. THOMPSON. Of course, all segregation is not necessarily discrimination in the sense in which we ordinarily use it. The junior Senator from Texas has indicated that he wants to introduce an amendment which would prohibit the assignment of corpsmen to segregated areas. This would include, of course, the Indian reserva-



tions, which are segregated; it would in many instances include de facto segregation among migrant workers of one race; and there are other possibilities. Perhaps I am answering the question Mr. Taft asked you, but I would think, with the progress that is being made in this area and with the probable enactment of a broad and comprehensive civil rights bill, that it would be much better not to undertake it in this case.

There are urban areas where there is de facto segregation throughout the United States. These would necessarily be eliminated and the help that they could get and that they deserve would be denied.

Mr. TAFT. I do not see why it would be denied. All they have to do is open their doors. It is just as simple as that.

Mr. THOMPSON. There are many urban areas which are populated entirely by Negroes and you can open every door in the whole neighborhood and you will find that white people are not going to move in.

Mr. TAFT. There is no proposal of enforced segregation or prohibition against having all of one race. It is a question of access of the facilities involved to all persons under the circumstances. That is the only question.

Mr. THOMPSON. In my hypothetical case in an entirely Negro area where there would be access to anyone, but people of other races do not take advantage of it, there still is segregation, is there not?

Mr. TAFT. Yes; but I do not think that the provision I am suggesting or that has been suggested along this line would prohibit such a project if the facilities of the project were open to all.

Whether they made use of it or not, of course, is a question of fact, but open to all it seems to me is a logical requirement if you are going to use Federal funds.

Mr. THOMPSON. What facilities are you talking about? Public accommodations, for instance?

Mr. TAFT. Any facilities or any program that you are talking about.

Mr. THOMPSON. If we enact the public accommodations section, whether it be under the 14th amendment, the commerce clause, or a combination of both, the Federal law would make all facilities open and any enactment here would be redundant, I would think.

Mr. TAFT. Of course you are not just talking about facilities. I hope that you are right that such a law will pass. I am not sure it will, but the facilities answer does not solve the problem and title VI relating to federally assisted programs or federally aided programs leaves this discretion with the Administrator.

It makes it entirely discretionary, as I see it, with the Administrator as to whether or not he wishes to grant funds in a program which discriminates or does not want to grant them.

To me this should be a responsibility of Congress. I think it is improper to use Federal funds in this way. I think if when we began most of these Federal assistance programs we had put in a condition of this sort that by now we would have made a lot of progress. Mr. Clarence Mitchell testified before the Banking and Currency Committee the other day, that we would have made a terrific amount of progress if we had done that.

Here we are talking about starting a new Federal program with new funds going into it. We are not taking money away from anybody in any established program.



It seems to me that it is logical to put in a condition that the program shall not discriminate on account of race.

Mr. THOMPSON. I think we might establish such a condition. Obviously we do not want in any circumstances to assist in any discrimination, but I think that we have to be extremely careful in devising language to that end.

I agree with both you and Clarence Mitchell that we would be much further along the road over all of these years had we added such a proviso.

The fact is, however, that there is always the problem of the Committee on Rules on this side. There always has been, and apparently there is going to be for some time, the question of getting a bill out. We reported a good FEP bill from this committee but I doubt that it can get a rule.

If by some miracle it were to pass and the Senate were to pass a different version of it, I know we could not get the unanimous consent to go to conference and I doubt that if we could get it out of the Committee on Rules in order to go to conference.

This happened with the only school construction bill that has ever passed the Congress before the gentleman from Ohio got here. It passed with an antisegregation amendment on it and everyone voted for it and the other body passed a different version of it, making necessary either unanimous consent or a rule to go to conference.

Obviously we could not get the unanimous consent. The thing died with the Committee on Rules. We could not get enough votes to go to conference. This would have been the history.

We would not have had many, many of the programs which we do have had we attached these riders to them over the years. I think that is an absolute fact, an indisputable fact.

The gentleman suggests that he is for the public accommodations section. He doubts that it may become law. I think that the chances are very good.

Mr. TAFT. I am thinking of just one form. I do not know the present form.

Mr. THOMPSON. It is going to be an extraordinarily difficult thing. We are going to need a majority of the Committee on Rules to get it out and I predict that that will be very difficult, however good our intentions.

Mr. TAFT. I might point out the majority party is in control and I am sure they will get some cooperation from the minority in this matter.

Mr. THOMPSON. The majority party is in control. The minority party has five members and all we need are two of their five and we will get it out.

Mr. TAFT. I think you are going to get it out.

Mr. THOMPSON. I hope so. I rather think we might, too. Do you have any more questions?

Mr. TAFT. Yes; I have.

Mr. CARLTON. May I just say one more thing to Mr. Taft's question, Mr. Chairman?

Mr. TAFT. Yes.

Mr. CARLTON. I think the people I speak for would be very unhappy if an effort were made to assure no discrimination which in turn would defeat this legislation.



I believe I am accurately representing them in saying that, with the assurances that have been given in the testimony received by this committee and in the Senate, the clear intent of the legislation, the character of the programs that would be assisted as put forth by the Study Committee, my people, I am sure, would be satisfied that there would be, in fact, no discrimination in the administration of this act. What we see is a need for the bill to be enacted.

Mr. THOMPSON. I thank you for that statement.

We do have difficulty in some programs, but I do not see the analogy, for instance, between the administration of the impacted school areas laws, Public Laws 815 and 874, and this.

We know that segregated facilities are being built with Federal funds in those impacted areas and I think that a great majority of this committee wants clearly to do something about it.

My view, even with respect to that, however, is that if the *Brown v. Board of Education* case is too narrow to offer the solution to it, the proposals in the omnibus civil rights bill by the administrative will, I think, bring about an end to that.

Do you have any more questions?

Mr. TAFT. Yes. I would like to go into this question of the Commission or President situation again.

This was some testimony by Mr. Hollander.

This proposal emphasizes the assembly's belief that outstanding citizens, both volunteer and professional, and qualified in public and voluntary service in the field of welfare, health, and education, should be brought into direct and responsible relationship to the operation of the Corps.

Do you consider that under the language as drafted they would be in direct and responsible relationship to the operation of the Corps?

Mr. CARLTON. I think so, Mr. Taft, on the basis of what has been said in testimony and the intent, as I get it, to have the advisory council advise the President and the Administrator on the basic policies of the Corps.

Mr. TAFT. Is that advice direct and responsible relationship?

Mr. CARLTON. I would think so, sir, judging from the way such advisory councils are operating in, specifically, again, the National Institute of Mental Health.

Mr. TAFT. Could you describe briefly what that is? I am not familiar with that.

Mr. CARLTON. I believe I am correct in this description. The advisory council of the National Institute of Mental Health is advisory to the Director of the Institute.

Mr. TAFT. By whom is the Director appointed?

Mr. CARLTON. The Director is appointed by the President through the Secretary of Health, Education, and Welfare, and the Public Health Service.

Mr. TAFT. What do you mean by "through" them?

Mr. CARLTON. The National Institutes of Health are part of the Public Health Service and the Public Health Service is in turn part of HEW.

I think I am incorrect that the appointment is the President's. I do not think this is a position that requires the consent of the Senate, but I am not sure about this.



Mr. THOMPSON. I do not think that it does require advice and consent.

Mr. CARLTON. It is further down the line than that. However, the advisory council advises the Administrator and this means that all projects coming to the Administrator on the recommendation of the staff and of a series of review panels, special review panels set up in each subdivision of the mental health field, are submitted to the council, which then reviews them and gives a positive or a negative recommendation to the Administrator.

My understanding further is that this recommendation is not binding, that the Administrator has the ultimate responsibility, as well as the authority, to recommend a grant to the Secretary.

Mr. TAFT. He is the person that is responsible. That is getting back to semantics, I will agree, but the use of the word "responsible" in here indicates to me that you are the person who makes the decision and if the advisory council does not make decisions, I do not see how you are responsible.

Mr. CARLTON. Well, sir, technically you are correct. In fact, the way it operates I know of no occasion on which the council has advised against making a grant and the Administrator has nevertheless gone ahead and made it.

This is technically, however, possible, that is quite true. However, again, I would say that in the interest of sound administration it is generally better to have a person responsible for the expenditure of public funds, it seems to me.

Mr. TAFT. I do not think there is any question about that. This is a question not of how you are going to run the Agency, or run the Corps, or run the mental health program. You are going to have one person run it. It is a question of whether or not he is responsible to a council, or a commission, or a group of experts and answers to them, perhaps is even hired by them, rather than having him responsible to somebody else and not required to listen to the group when they are supposed to be the experts in the field.

Mr. CARLTON. Here I have to depart from the statement of my organization because it is true that that statement rather specifically would give the Advisory Council the power to veto a project, but in my personal view it is sounder administration not to have boards make such decisions.

I think boards function best when they are dealing with policy rather than with details of administration.

Mr. TAFT. They function best when they pick the executive too, though, do they not?

Mr. CARLTON. In many cases. Certainly in all of our voluntary organizations this is true.

Mr. TAFT. In fact, that is one of the principal functions of any board or agency in this area generally, is it not?

Mr. CARLTON. That is correct.

Mr. TAFT. To pick the executive and see that he does the job.

Mr. CARLTON. This is perhaps somewhat more difficult in Government than out of it for a variety of reasons. This does say, does it not, that—

The President may appoint, by and with the advice and consent of the Senate, a Director of the Corps \*\*\*



Mr. TAFT. I am worried about one aspect of this that has not come out, Mr. Carlton. That is that it seems to me that you have a real problem here in connection with the possible political conflicts that you get into. This is not an area in which your group generally deals, but there are possibilities I think here that this thing can become snarled down in politics pretty fast, and I wondered if your group has given any consideration to the fact that the President inevitably, no matter who the President is or what party he comes from, is the head of a political party and he has political responsibility because of that.

This program basically is not a governmental program. This program is a supplementary program to the regular health and welfare process in the country. It is not basically a matter of administering the Government, so that here you have the possibility that you are going to bring in, I believe, through the direct responsibility to the President political implications that might well jeopardize the effectiveness of the program if you decide to go ahead with the program.

Has your group given any thought to that?

Mr. CARLTON. I don't believe so, sir, specifically.

Mr. TAFT. It seems to me you are more likely to make this thing work if you take it out of the realm of politics, and I do not see how you can take it out of the realm of politics if the Director is responsible primarily to the President rather than to a nonpartisan Commission of experts.

Mr. THOMPSON. What would a nonpartisan Commission be? Obviously it would not be an even number, at least if we follow tradition.

Presumably such Commission would be appointed by the President, would it not?

Mr. TAFT. Presumably, although this leads me into another area that I would like to ask about. Has there been any consideration, and that is insofar as the selection of the Commission is concerned, to set some requirements as to the background or connections of the members of the Commission.

I do not just mean political party connections. As Mr. Thompson has mentioned (although I think that is relevant and I think that that on a 4-to-3 basis in a seven-man Commission probably can be answered). What I am suggesting is perhaps you ought to have the members designated from particular fields.

For instance, you might have ex officio the head of the American Red Cross as a member of this Committee. You might have ex officio the head of the National Social Welfare Assembly.

There are various ways you could approach this and assure yourselves of having on this Commission people of certain backgrounds that would be valuable in this program.

Mr. THOMPSON. I might point out, Mr. Taft, that in earlier legislation which I have sponsored; the National Cultural Center Commission under the last administration, and the Federal Advisory Council on the Arts, and some other legislation—I went to great pains to set forth such guidelines as saying, for instance, in one instance that each of five fields should be represented and that the President should consult the leading organizations in each of those fields with respect to the members of the Commission.

That was done in one instance and there was an odd number appointed to a board, which is now defunct, with recommendations that



they come from specific backgrounds. It worked quite well, but it was perfectly obvious when the Commission had begun that all of the members of the Commission meet the requisites set forth in the legislation with respect to background and qualifications, and perfectly expectedly and simply there were, I think, five Republicans and two Democrats on it.

I do not know how you can keep politics completely out of it. I am not saying that it would not enter, but do not think that this would be used as a political vehicle.

If, on the other hand, you just had an arrangement under which the head of the American Red Cross, the head of the American Friends Service Committee, and five other groups were required to be named, heaven knows what their politics would end up to be.

You would have a five-member Commission which within itself would have political problems of one nature or another. In other words, what I am trying to say is that I really and sincerely do not believe that this can be properly or will be used as a political vehicle, nor do I see any way of drafting language, whether it be an Advisory Council or a Commission, which would completely eliminate all political considerations.

I think it would be naive to expect that, that is, the politics of the individual selected for such a Board or Commission.

Mr. CARLTON. I am afraid I can't cast much more light on this, Mr. Chairman.

Mr. TAFT. Your group has not gone into this.

Mr. CARLTON. Our Committee did consider the desirability of specifying the composition of the Committee and decided that it was much too difficult a task and that it would be better to state it as it is stated in the recommendation, that it be composed both of volunteers and professionals who are knowledgeable in the fields of health, education, and welfare, and let it go at that.

I think it is true, Mr. Taft, that there is an assumption here that this would be regarded as a welfare project and it would not likely get embroiled in partisan politics. Perhaps we are naive about that, but at the same time we have to deal with the realities of life all the time in these agencies that are represented in the assembly, and I think our people have had some experience with regard to complications of a political character, and so we did come out with this general recommendation and left it at that.

Mr. TAFT. You indicated, Mr. Carlton, at one point I think that this should start as simply as possible and see how it develops.

Did your group have any misgivings about the broad scope of the programs, in fact, the unlimited scope of the programs, which could be covered under the language of the bill?

Mr. CARLTON. I don't think so, sir, except as we set down some guidelines on page 216 of the printed record. There are nine points that we thought might be applied in the selection of projects: Is the services proposed to meet a serious need? Is it requested by the local community, or is it such that interest in the locality can and should be stimulated, and so forth?

There are, as I say, nine points here that you can see without taking your time to read them all. These are guidelines for administration policy and it was not our intent that these should be embodied in the



legislation, because again this, I think, we would regard as trying to legislate administration.

Mr. TAFT. Do you think it might be wise to start it out on a smaller basis in two or three of the various areas mentioned specifically where there is a demonstrated Federal connection and Federal need and see how this project works, see how the administration works, before you start expanding out into a broad, across-the-board program.

Mr. CARLTON. I don't think we felt so, sir. Of course, the limitation as to numbers and the amount of money available certainly strongly suggests that to begin with there would not be many areas.

Mr. TAFT. That, in itself, bothers me because if you are going to start on this basis it seems to me you are not going to do much of a job in any one area if you spread it out.

Mr. CARLTON. Of course, this is a matter of practical judgment. I don't think our people felt that the money would be fritted away by any administration of the character proposed here. However, I also am quite sure that in contemplating this program we did not think in terms first of what you might call the areas of Federal responsibility.

There are a couple of them that seem badly to need assistance—the Indians and the migratory workers—but then there are other areas where our people are aware there is also a great need of help local in character.

There is the area of mental health which we regard as very important and understaffed and under-understood by the community at large where the Service Corps could be of help in pinpointing needs.

Mr. TAFT. How are they going to pinpoint need in the mental health situation? How are you going to use the volunteers in the mental health picture?

Mr. CARLTON. As I recall it, there is a very interesting project set up by the Massachusetts Mental Health Association for the use of corpsmen as recruiters of volunteers to go into those institutions to help the patients with friendly advice, and counsel, and so forth.

A pilot program of that kind has been in operation for some time. They need to expand it and it was felt that if they could get these full-time volunteers interpreting this need it would be greatly expanded and the community would come to understand better the need.

Mr. TAFT. These corpsmen are going to go into the mental hospitals is that correct?

Mr. CARLTON. Oh, yes; they would go into the mental hospitals in order to acquaint themselves with the need and they would be in effect a liaison with the public in interpreting this need and drawing people in as part-time volunteers.

Mr. TAFT. Are there agencies that are presently doing this?

Mr. CARLTON. Well, to the limited extent that they can mount such a program there are a number of State associations that are trying to do it, but they would find it of great assistance.

Mr. TAFT. What about volunteer bureaus? Are there not volunteer bureaus, members of your association even, perhaps?

Mr. CARLTON. There are volunteer bureaus of the agencies, Mr. Taft, yes; and some community councils have such volunteer bureaus,



but this is a matter of, if you like, pinpointing particular needs and particular areas in a dramatic and meaningful way.

Mr. TAFT. Why is it going to take a Federal Corps to go out and do this kind of a volunteer job?

As I understand it, the people that are going to actually go into the mental hospitals are part-time, unpaid volunteers, volunteers in the customary language which is used in the social welfare field.

Why is it necessary that the Federal Government get into the business of taking full-time corpsmen and sending them out to recruit these volunteers? Can't the agencies themselves or can't the community resources in these various areas do this job? Most mental hospitals are in urban areas or they are at least in States which have considerable facilities to go out and do this kind of work.

Why is it necessary to have a National Service Corps get into this?

Mr. CARLTON. Well, sir, we feel, as our statement says, whether it is necessary or not it would be very desirable.

Mr. TAFT. Why would it be better? That is what I want to know.

Mr. CARLTON. Because you would have their full-time service at virtually no cost.

Mr. TAFT. I mean a volunteer bureau would provide full-time service. Presumably it would have a full-time employed social worker as head of the volunteer bureau, would it not?

Mr. CARLTON. Yes, but this proposal would permit the head of that volunteer bureau to multiply himself by 5 or 10, however many corpsmen were assigned to it.

Mr. TAFT. Is there a shortage of people working in volunteer bureaus in the country today? Is there a great shortage?

Mr. CARLTON. Oh, yes. There are a great many part-time volunteers. There are relatively few full-time volunteers and, as we said before, there is a great shortage of full-time professionals.

Mr. TAFT. What else might these corpsmen do with regard to mental hospitals? Are there any other ideas or programs you have in mind other than this particular program?

Mr. CARLTON. This is the mental hygiene project that I recall. What more they would do I can't say.

Mr. THOMPSON. To a very large extent the outstanding mental health program in Kansas depends on part-time volunteers and we have testimony and evidence to the effect that they need more in the same way as I think every area needs more, and that a full-time volunteer to work in the mental institution following adequate training and/or to recruit would act as a catalytic agent.

Mr. TAFT. This is why I am getting confused again, because the witness has just testified that these corpsmen are going to work as recruiters for part-time volunteers.

You are talking about training corpsmen to go in and do the treatment in mental hospitals. I am getting confused.

Mr. THOMPSON. No. Let me clarify it. I am talking about both. In an area such as Kansas where they have an already established program they want the corpsmen to be trained and to work in the hospitals, not to recruit, but rather to assist, to coordinate, and to supervise to some extent part-time volunteers, as distinguished from the idea of Massachusetts where they want the corpsmen to be acquainted with the problems in the hospitals and then to go out and



to use that knowledge as probably the basis for recruiting more part-time volunteers. They are two separate functions.

Mr. CARLTON. That is correct.

Mr. TAFT. Are you familiar with the Kansas project?

Mr. CARLTON. No; I am not.

Mr. TAFT. I gather what they would do there—I must have missed this part—would be to go in and supervise in the hospital the use of part-time volunteers, unpaid volunteers.

Mr. THOMPSON. Yes.

Mr. McCORD. Mr. Chairman, I visited Kansas with your administrative assistant, and briefly in the Kansas proposal for a project they said they would make their facilities available to trained corpsmen for other States, but the Osawatomie Hospital specifically requested corpsmen to go into Kansas City where they wanted to establish a halfway house and to work in establishing that and to work with the outpatients, and in that way encourage local people in Kansas City to come in and take over that job of filling the jobs that volunteers can do in a halfway house.

Mr. TAFT. It is just a question of recruiting people, then, to work as part-time, unpaid volunteers in a halfway house; is that it?

Mr. McCORD. That was a specific project that the Kansas Mental Health Division submitted to the Study Group and it is outlined briefly in the fact book.

Mr. THOMPSON. Those three bells indicate that we are being called for a quorum, and we thank you very, very much for your valuable testimony.

The subcommittee will adjourn, subject to call of the Chair, if the members want to hear further from Captain Anderson.

Thank you.

(Whereupon, at 11:15 a.m., the subcommittee adjourned subject to call of the Chair.)



## NATIONAL SERVICE CORPS

THURSDAY, SEPTEMBER 12, 1963

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

The subcommittee met at 10:20 a.m., pursuant to notice, in room 429, Cannon Building, Hon. Frank Thompson, Jr. (chairman of the subcommittee), presiding.

Present: Representatives Thompson, O'Hara, Sickles, Griffin, and Taft.

Also present: Robert E. McCord, director; Charles Radcliffe, minority counsel for education; and Philip R. Rodgers, minority clerk and counsel.

Mr. THOMPSON. The subcommittee will be in order.

Our purpose this morning is to give the members of the subcommittee the opportunity to discuss with Capt. William R. Anderson, consultant to the President, matters relating to the National Service Corps legislation.

We will conclude the hearings on this legislation with Captain Anderson's testimony this morning.

First, would you like to make an opening statement Captain Anderson?

### STATEMENT OF WILLIAM R. ANDERSON, CONSULTANT TO THE PRESIDENT ON A NATIONAL SERVICE PROGRAM—Resumed

Mr. ANDERSON. Mr. Chairman, if I may, I have a very brief statement.

We have understood that the open hearings are about to conclude and, in view of that, I would like to summarize our views at this time.

This statement reflects the views of the Attorney General, who headed the Study Group, and I fully and completely share in them.

We believe that the committee should be congratulated on the excellence of these hearings. You have heard many witnesses from many walks of life, and their testimony and responses to your questions have built a very complete and, we feel, very impressive record. By far the great majority has enthusiastically endorsed this explicit bill and except for a minority of 1 or 2 percent, the rest have come out strongly in favor of some type of national service program.



Boiled down to its very essence, here is the way we view the need and the role and potential of this program:

First of all, with the population explosion, automation, and the emerging social problems, we need to start work now on some path-finding new ways of helping our people to overcome their problems.

Secondly, we feel that there is a well of idealism for service among the American people that hasn't nearly been tapped, and this resource is desperately needed and ought to be used.

Third, we believe that a program of national service, embracing this idealism in terms of full-time service of a modest number of carefully selected and trained men and women can be a start—can plant the seeds—can be the catalytic force—resulting in increased volunteer efforts by citizens in their own communities, and we feel that this is, in the final analysis, probably the only way that many of these increasing problems can be overcome.

Finally, the national role in this respect should be to attract and to recruit corpsmen and to assign them where their skills are needed most. The local role should be to supervise their work, when they are wanted, when they are invited in, on projects that are locally designed and locally administered, within the limitations set by Congress.

We believe the bill that was transmitted last spring to accomplish these aims is a good one but, as we have said from the start of the hearings, we hope the committee and the Congress will come up with a better bill. We are ready to work any time with anyone willing to translate their reservations into constructive alternatives. The important thing, we feel, in view of all these considerations, is to get the program underway, and to give it a try.

Mr. THOMPSON. Thank you very much.

I have just a few questions which will, I am sure, in large measure reflect some of the questions asked here, some of the issues raised in the Senate debate, and some other matters that have come to my attention.

I think one of the greatest fears that we have heard expressed about a National Service Corps as provided in the bill before us is that it could become a political tool to be used by the administration in power. Do you feel that this concern is warranted?

Mr. ANDERSON. Mr. Chairman, I certainly do not. I don't see how this could be utilized as a political tool, even by a person who had that as his sole and almost exclusive aim in administering this program.

First of all, it is very much a local program in regard to projects, in regard to the requests for corpsmen, in regard to their supervision, and in regard to the design of projects; second, it has the overall theme that this work is to be undertaken where the needs are truly critical, where there is no overlapping or duplication of present agencies, where there is no displacement of workers, and where there is no discouraging of any constructive program.

In surveying the ideas that have been presented to the Study Group from local agencies, we find that by far the majority of these projects will be undertaken among people who literally have no political voice at this time.

Mr. THOMPSON. What protection does the bill provide against political use of corpsmen?



Mr. ANDERSON. Well, in regard to the selection of corpsmen, in regard to the understanding with which they will be brought into service, they will be under the Hatch Act. They will be selected without regard to their political philosophy or their party. In that measure, it is truly a nonpolitical program.

Mr. THOMPSON. Does the draft questionnaire, which has been devised, make any reference to politics at all, or ask any questions about political affiliations?

Mr. ANDERSON. None whatsoever, and it will not.

Mr. THOMPSON. Do you suppose that an effort might be made to determine political affiliations by some other means?

Mr. ANDERSON. Certainly not, Mr. Chairman.

Mr. THOMPSON. Perhaps, in view of these facts, we should write into the bill some criteria for the approval of projects to insure that there would not be this political question remaining.

Would you have objection to that?

Mr. ANDERSON. None whatsoever.

Mr. THOMPSON. Now, I do not know whether you saw last week an article by Roscoe Drummond suggesting that the Service Corps provided for in the bill is not tied sufficiently to interested local Governmental and nongovernmental groups. Concern has been expressed by members of the subcommittee in this direction.

I think that we have demonstrated in the hearings that there is a very strong tie with local groups, both governmental and nongovernmental. Mr. Anderson, I would appreciate any comments that you might like to make on Mr. Drummond's suggestion.

Mr. ANDERSON. Well, I certainly agree, Mr. Chairman. I think that this program is very much tied to localism. As a matter of fact, it would be difficult to construct a program which really is more tied to the local situation—that is any program in which there is any national effort whatsoever. There again, if there are thoughts in regard to additional specific language which will clarify this point, why, certainly I believe it should be considered, and put into the bill.

Mr. THOMPSON. Mr. Taft, do you have some questions?

I have more, but I thought we would just go around a little bit with them.

Mr. TAFT. Yes, Mr. Chairman, I have some.

Captain Anderson, first of all, let me say that I am delighted that you are back here again at this point in the hearings to give your views, and I particularly have reference to the fact that I was not able to be here at your last meeting.

I think it would be helpful if you could tell us whether your present status has changed. I believe you indicated at one point in the testimony, and I will attempt to avoid repeating material that has been covered already, that your status was as a staff director of the Study Group and as a consultant to the President.

Mr. ANDERSON. Yes; Mr. Taft, my status has changed in this respect. I am continuing in the capacity of an advisor or a consultant to the President. However, the Study Group itself was disestablished by the President on the 15th of August, recognizing that the study had been completed and that the hearings were approaching an end. So now our effort is simply in the capacity of Presidential



adviser, and I have the good fortune of having at work with me a very, very small number of people, most of them part time, to continue to be responsive to the questions that come up, both at the committee and among the other Members of the Congress.

Mr. TAFT. Are you being paid for your services?

Mr. ANDERSON. I am being paid under the White House special projects fund.

Mr. TAFT. And are the other persons who are still working on the project being paid under this fund?

Mr. ANDERSON. There are two or three working with me who are being supported by that fund. The remainder are part-time personnel who have been associated with the Study Group who are now continuing on a part-time basis, and generally after their other responsibilities are completed each day or week.

Mr. TAFT. The bill calls for a setting up of—do you call it a Director of the Corps?

Mr. ANDERSON. A Director would be the proposed title, yes, sir.

Mr. TAFT. Have you discussed the position of Director with anyone in the administration.

Mr. ANDERSON. Only to this extent: When I was asked to assume this responsibility, the Attorney General mentioned at that time that he would hope that I would consider the possibility of becoming the initial Director of the Corps if it is established.

Mr. TAFT. And did you indicate that you might consider such a position?

Mr. ANDERSON. On the basis of considering it. I have not committed myself to it, nor has there been any official request that I would be the Director. That would come further down the road.

Mr. TAFT. In the eyes of the public, it is pretty well considered, don't you think, that if the program passes, you are to be the Director of the program?

Mr. ANDERSON. The speculation has been rather broad; yes, sir.

Mr. TAFT. Do you think it would be appropriate, then, to go into the question of your background and qualifications at this time?

Mr. ANDERSON. Absolutely so, if you desire. It might be premature, because I haven't really submitted myself, nor have I officially been asked, but on the basis that there is broad speculation, why, certainly so, I would be happy to go into it.

Mr. THOMPSON. Would the gentleman yield for me to interrupt to ask a question?

Mr. TAFT. Yes.

Mr. THOMPSON. I forget whether the act provides for advice and consent.

Mr. ANDERSON. It does.

Mr. THOMPSON. Well, I have always wanted to play Senator for a day, so go ahead.

Mr. TAFT. My purpose here is not to try to preempt any decision the Senate might have to make in this connection but, rather, because I think that it is important that we understand the nature of the program and of the problems involved here, and the approach that you, Captain Anderson, as the consultant on it and as the possible director of it, might have to these problems. For that reason, I would just like to ask a few questions about your personal background.



I understand you are a graduate of the Naval Academy. Is that correct?

Mr. ANDERSON. That is right, Mr. Congressman.

Mr. TAFT. And where did you originally come from?

Mr. ANDERSON. Tennessee.

Mr. TAFT. And would you describe your academic background, in general?

Mr. ANDERSON. Well, my academic background consists of the course at the Naval Academy, graduation from there, as well as various training courses pretty much in accordance with the normal career pattern of a naval officer, with emphasis on submarines.

I served exclusively in submarines.

It includes academic and practical work and training in the field of nuclear power, and that essentially is it, other than my own personal efforts, trying to keep up with a number of fields as best I could.

Mr. TAFT. Where have you resided since you have been a naval officer?

Mr. ANDERSON. Well, I have resided at various bases, including New London, Conn.; Portsmouth, N.H.; Hawaii; Washington; at the University of Idaho, Moscow, Idaho, for a tour of duty as an instructor, and, of course, I have, on a temporary basis, resided many places, incident to various cruises, pretty much throughout the world.

Mr. TAFT. Have you taken any postgraduate courses other than in the technical fields that you have just described?

Mr. ANDERSON. No postgraduate courses, other than a year's training in nuclear propulsion under Admiral Rickover.

Mr. TAFT. In the communities in which you have lived when you were shore based—I take it you have been shore based at various times?

Mr. ANDERSON. On occasion. Generally fairly briefly.

Mr. TAFT. Could you describe your activities in those communities as a citizen rather than as a naval officer?

Mr. ANDERSON. Well, my activities, Mr. Congressman—I have always been the type fellow who put the primary emphasis on his job, and I have tried to work pretty hard at carrying out my responsibilities as a naval officer. I have not generally had time to operate in civic causes within the communities in which I have lived.

I have done some on a minor scale, but the principal attention has been to the official duties that I have had.

Mr. TAFT. Have you ever served on the board or as an officer of any local community welfare or educational institution?

Mr. ANDERSON. Well, I have served as a national sponsor of the National Society for Crippled Children and Adults for several years.

I served as Tennessee State chairman for 1 particular year.

Mr. TAFT. When was this?

Mr. ANDERSON. As Tennessee State chairman, which involved active statewide duties in regard to the fund-raising program in that State—this was in 1959.

Mr. TAFT. Was this while you were in the Navy?

Mr. ANDERSON. This is while I was in the Navy; yes.

Mr. TAFT. When did you resign from the Navy?

Mr. ANDERSON. I did not resign, Congressman; I retired, in 1962.

Mr. TAFT. I see.

Mr. ANDERSON. After 20 years' service.



Mr. TAFT. You were stationed in Tennessee at that time?

Mr. ANDERSON. No; the State chairmanship had to be done as a part-time effort. It did involve some work in Tennessee, strictly on my own, on my own expense.

Mr. TAFT. But you were not living in Tennessee at the time?

Mr. ANDERSON. I was not living in Tennessee at the time; no, not on a full-time basis.

Mr. TAFT. Since retirement from the Navy, what have your activities been, as far as employment is concerned?

Mr. ANDERSON. As far as appointments?

Mr. TAFT. Employment.

Mr. ANDERSON. Oh, employment. One involved a short period of political education in my home State, Tennessee. I made a race down there last fall for Governor.

I have worked also with Freedom's Foundation, based in Pennsylvania, as vice president for their youth programs.

I also have taken on the responsibility that you know of now.

Mr. TAFT. Have you ever participated actively as a board member in a locally oriented health and welfare agency or education agency?

Mr. ANDERSON. No; not as a board member; not on a local basis, no.

Mr. TAFT. Nor as an officer?

Mr. ANDERSON. Nor as an officer in that type of activity.

Mr. GRIFFIN. Would the gentleman yield?

I wonder if on the Freedom's Foundation——

Mr. THOMPSON. The prospective Senator from Ohio has the floor.

Mr. TAFT. I yield to the Senator.

Mr. GRIFFIN. I wonder if we could have a little more in the record about what the Freedom's Foundation is, since some of us do know, but is this a welfare or a social agency, or is it primarily a political or educational agency of some kind?

Mr. ANDERSON. Nonpolitical, nonsectarian.

It is primarily an educational foundation. Its goal is to endeavor to encourage the American people generally to hold in high regard the principles upon which the country was founded, the principles which have led to our great national strength and to communicate the ideals of America in particular to young people. They carry out several programs. One is quite a large awards program, which is an effort to encourage a great deal more citizenship responsibility on the part of people generally.

Mr. GRIFFIN. I thank the gentleman for yielding.

Mr. TAFT. You mentioned the race of Governor, running for Governor in Tennessee.

Mr. ANDERSON. Yes, sir.

Mr. TAFT. Would you describe to the committee your participation in that campaign?

Mr. ANDERSON. Well, I was asked to—there were a number of people interested in my running. I was not eligible to retire in time to participate in either one of the primaries, so I entered the contest for the general election, having only the choice to make to run as an independent. I ran as an independent, without enough time, financial resources, or organization and, as I mentioned, I consider it now to be mainly an educational effort.

Mr. TAFT. What was the general result of the election in so far as votes were concerned?



Mr. ANDERSON. It was approximately a 3-2-1 split. Frank Clement, the current Governor, got a little over 300,000 votes, I got a little over 200,000, and the Republican candidate got about 100,000.

Mr. TAFT. Have you ever expressed a political party preference by registering in a particular political party primary? Is that done in Tennessee?

Mr. ANDERSON. No. No, I voted by absentee ballot in Tennessee. This requires no particular registration in regard to one party or the other. My action in that race was as an independent.

My current efforts are very much toward what we hope is a non-partisan program, trying to get support behind a bill which I feel truly should be nonpartisan; so in frame of mind and in approach, I maintain very much an independent status.

Mr. TAFT. I believe that Mr. Griffin raised a question about the Freedom Foundation. I am not sure I really understand what the activities of that organization are and how you participated in them.

Mr. ANDERSON. As I mentioned, one of the principal efforts of that foundation has been to carry out a major annual nationwide awards program, which, in effect, encourages local groups and individuals to nominate persons whom they feel have carried out some outstanding activity during the year which has led to a better understanding and a better dedication to the American way of life.

These award categories cover many fields. Many of them are in the education fields, among teachers and school systems, and so forth. They cover the various communications media, radio, television, public addresses, and so forth.

This effort also has gone on to try to expand particularly those effective communications methods which might be appropriate in this day for young people in this country, who represent a very, very fine generation. In some instances, perhaps, we, as adults, have failed to communicate to our young just to sell them on our own system.

Principally, it is a communications effort. It is a catalyst type effort.

Mr. TAFT. It is not basically a social welfare effort in any sense?

Mr. ANDERSON. No, I would not say that it is basically social welfare, although the foundation would have an interest, a broad spectrum-type interest, in all fields which have to do with the welfare and the motivation of the American people.

Mr. TAFT. But not of those particularly in need. Is that correct?

Mr. ANDERSON. No, they would not be particularly related to any one group.

Mr. TAFT. As you probably recall, I have been disturbed by the unlimited scope of this program, insofar as choice of projects is concerned.

Do you have any views on priorities within these particular areas that have been named or in any other area? Because there is a catch-all clause at the end of the authorization.

Do you have any ideas on particular priorities that might be established?

Mr. ANDERSON. Well, Mr. Congressman, I think that, from the administrative point of view, certainly in a new program such as this, which represents a new approach and which must, to a certain extent, be considered experimental, it would be desirable to establish priorities, and to say in effect that we will operate exclusively for the first initial



period of operations in perhaps only three or four areas, and let the other areas develop more on a trial-type basis.

I think certainly from the reaction and response that we have received from the professionals in the social welfare field that there would be great disappointment if this program did not operate in the mental health field, for example.

I think there would be great disappointment if it did not operate on Indian reservations.

There would be great disappointment if it did not operate among the migrant workers.

Certainly those would be priority areas.

Mr. TAFT. As to the mental health field, we had some testimony here as to what was intended or what was planned in the projects in this area. Much of the discussion seems to be to the contrary.

Just how do you consider that a corpsman would work in the mental health field?

Mr. ANDERSON. The thing that seems to come through from the institutional managers and from the professional people dealing with mental health is that they have a great need in the institutions for an interface, as we might call it, between the generally overworked professional staff and the local part-time volunteers.

In other words, they need a dedicated group of full-time people working on an intensive basis, people with some nominal amount of training who can make meaningful and can correlate the services of the local part-time volunteers who are able to come in and participate in the positive programs of the institution.

There is also a great need for meeting the so-called half-way situations among the patients who are released from the mental institutions but who need to be followed in the sense that the staff should have a communication with them. Also there should be a communication between the local community interest and those people.

The possibility exists that, in some instances, corpsmen could work in those half-way situations to better enable the transition of a patient from the situation where he is under the attention of a staff to where he becomes a member of the community again, and where he is given the opportunity to readjust in that community.

Mr. TAFT. Is the corpsman going to do this himself, or is he just going to supervise or recruit people to do this kind of job?

Mr. ANDERSON. No, I don't visualize that the corpsmen would be put out into a community as a recruitment effort, as such. We would hope that by their own conviction, their own ability, that they would tend to inspire more people to participate on a part-time basis, but I don't visualize that they would go out into a community and start beating the drums for more volunteers. They would do it in a more indirect sense. They would have—

Mr. TAFT. Well, we had some testimony directly to the contrary, that this is exactly what they expected to do and nothing else.

Mr. ANDERSON. Well, Congressman, many people have expressed their ideas in regard to how this program would work, and we certainly respect those ideas.

However, we do have to bring this thing into focus.

I think that there are many good thoughts that have been submitted, but we have to narrow it down to the point that is a straightforward,



down to earth, workable problem, and we can't accept everybody's suggestion.

Mr. TAFT. You do not agree with those analyses, then, of that function as being the primary function?

Mr. ANDERSON. No, this is not a matter of a corpsman going in to serve as recruiter in a local community. Certainly the recruiting should be a matter of local concern.

We hope that our people will very much encourage recruitment through the excellence of their programs, and perhaps through drawing some greater attention to these critical areas of need.

Mr. TAFT. The President's Study Committee, in dealing with this area of mental health, gave one example in the Massachusetts mental health model. Among other things, it stated that:

Here are some of the jobs corpsmen could do: service coordinator, corpsmen could work directly with patients, becoming familiar with their needs and referring them in an appropriate professional and voluntary therapeutic program.

This, in effect, means that the corpsman is going to do diagnosis in those particular programs which might benefit mentally or emotionally disturbed person.

Is that correct?

Mr. ANDERSON. Congressman, it does not mean that. All of these so-called project models are simply suggestions that have come in from local groups and agencies. We haven't agreed to any project at this point.

Mr. TAFT. You do not necessarily think that that would be a good idea?

Mr. ANDERSON. No, sir; we will take these suggestions. Perhaps it is a good idea. We will take these suggestions and on a realistic, down-to-earth basis, with the resources which Congress gives us to work with, we will carry out programs that look like the most effective, most-needed programs.

Mr. TAFT. Let us get back to the priorities.

You have given the mental health area as one priority, the Indians as another priority. What other area would you state as a priority?

Mr. ANDERSON. Well, I did mention also, Mr. Taft, migrant workers.

Mr. TAFT. Migrant workers.

Mr. ANDERSON. That is a very considerable need.

I think also there would be great disappointment if we were not able to operate at least on a small-scale basis in some of the very desolate, very isolated rural communities. We have received a very large number of requests, for example, from native villages in Alaska.

Mr. TAFT. Yes; one there particularly interested me. It was a request for a recreation director.

This raised the question in my mind as to what extent we were going to go through this program into providing local communities with, in effect, public officials.

Now, maybe they cannot provide it up there, or are unable to, but I query whether this program is something under which a youth counselor, or recreation director—I think it was for the village of Kotzebue, Alaska—is a field which you would think that properly the National Service Corps should get into.



Mr. ANDERSON. I doubt very much if we would take on the responsibility of supplying a recreation director in any official capacity for any community. Certainly that is not the purpose of this program.

Mr. TAFT. But that example was given as one of the examples of an area of need which this program is supposed to meet.

Mr. ANDERSON. No, sir. Congressman, that represents strictly a proposal of the people up at Kotzebue who really probably have not received a full understanding of this concept and, of course, they can't, until Congress establishes—

Mr. TAFT. I agree with you as to their perhaps misunderstanding, but when the the sponsor of the bill on the Senate floor cites this as an example, which he did, I assume that those who are proposing the measure think that this is something the Corps ought to do.

Mr. ANDERSON. It is an example, certainly, of their interest in this program.

Mr. THOMPSON. Would the gentleman quote that—the sponsor?

Mr. TAFT. Senator Harrison Williams.

Mr. THOMPSON. He gave as an example that it would be possible that this Alaskan village would be provided—

Mr. TAFT. I believe it was one of the Senators on the floor.

Mr. THOMPSON (continuing). With a recreation director?

Mr. TAFT. It was put in as a letter from Kotzebue, making a request for this, and was cited on the Senate floor as an example of one of the things that this program could take care of.

Mr. THOMPSON. Well, as one of the sponsors, I might have to say in the colloquy on the floor that such a request had been received and would be considered, but that would not mean necessarily that I was advocating somebody to go up there and teach them how to make snowballs, or something.

My idea would not be that we are going into the recreation business, and I do not think it would be Senator Williams' either. I read the debate. It is a little vague on that point, but I do not think it was intended to show that the purpose was to provide recreation, any more than it is to provide diagnosticians in a mental institution.

Mr. TAFT. Apparently not all the gentlemen over there considering it agree with you.

Mr. THOMPSON. A bare majority agree with me.

Mr. TAFT. Captain Anderson, in your earlier testimony, you stated that:

We believe that one of the reasons why a new, fresh attack on these problems of human poverty and distress has not been made is because many of these conditions escape our day-to-day attention.

Mr. ANDERSON. Yes, sir.

Mr. TAFT. How is the National Service Corps proposal going to avoid this? How are they going to correct this situation?

Mr. ANDERSON. Well, in regard to their operation, they will operate out in situations which are in many instances remote, in many instances neglected. They will, we hope, carry away with them—the corpsmen who serve—a lasting impression of some of this Nation's—

Mr. TAFT. But in 180 million people, you believe that the few thousand that the Senators authorized are going to have an effect on changing the day-to-day attention of the American people to these particular needs.



Mr. ANDERSON. I think on an ultimate basis, Congressman, it can be helpful in that direction. I don't think it will solve the total problem by any means, but this is a modest program that should be very helpful; where an impression is made on the life of a particular corpsman, based on his services in one of these areas of critical need, I expect that he will go back to his own community, and he will talk about it, and I suspect the word will travel rather fast.

I think also that the people with whom he will be working, the local counterparts, will also be impressed by some of these situations on which they will be encouraged to come in and help.

Mr. THOMPSON. I do not know whether it is a fair analogy, but I think it can be said, although I do not think anyone expects that this would solve the problems of 180 million people, or even an appreciable percentage of them, but with respect to the catalytic agent, I think that the gentleman will have to agree that the 5,000 or 10,000 Foreign Service Corps people have excited the imagination of billions of people, and if you are looking for an analogy with respect at least to the catalytic effect, I think that that is a fair one.

Mr. TAFT. What I want to know is, this indicates to me—and some other testimony that you have given indicates—that the primary job is to be one of creating an awareness of these needs, and indeed the law itself states that this is one of the primary purposes.

Mr. ANDERSON. Yes, sir.

Mr. TAFT. Now, what I want to know, Is this a service organization or is it a public relations proposition?

It seems to me if we want to make people aware we do not have to go into the service question. All we have got to do is set up a publicity bureau, to give continual publicity to these needs. I am confused as to what the primary purpose of this organization would be. What is your consideration?

Mr. ANDERSON. Well, Congressman, it has been my experience that if you have a darned good service outfit, the publicity effort follows pretty naturally. We hope that that will be the case here, that by the very excellence of the service there will be publicity behind it. We do not intend this to be a publicity effort which will aggrandize corpsmen. We intend to reflect any beneficial comment back to the people responsible for carrying out these projects—the local project area, the local project sponsor.

Mr. TAFT. Well, I am off the track again here, I think, because apparently now you are talking about publicity that might be given to individuals or to particular programs, rather than to this awareness of needs that we were talking about before.

I say if you want to make the American people aware of a need, it seems to me that we in this country have certainly developed better ways of getting ideas over than going into a service program.

Is this creation of an awareness the primary factor, or is it a question of providing the actual service involved?

Mr. ANDERSON. Well, Congressman, that is only one aspect of this program, to try to illuminate the needs to a better extent than they are at the present, but that is only one very—

Mr. TAFT. Do you have any organization chart set up yet as to how you would operate?

Mr. ANDERSON. We have made a limited study. However, it has been limited, because, of course, we haven't know precisely—



Mr. THOMPSON. It has been submitted for the record, Mr. Taft.

Mr. TAFT. I think that one was requested, and I was wondering if it had been submitted for the record.

Mr. THOMPSON. Yes, it will be in the next volume.

Mr. TAFT. How many P.R. men are directly or indirectly on that organization chart?

Mr. ANDERSON. We have shown one principal employee to be responsible for that area. As far as the number of clerks or secretaries that might be in that section, we haven't made that detailed an analysis yet.

Mr. TAFT. Is your administrative budget still in the neighborhood of 10 to 20 percent of your actual service budget?

Mr. ANDERSON. We have calculated approximately 15 percent.

Mr. TAFT. Captain Anderson, there have been some suggestions that we ought to get into requiring local matching funds. I am not sure that I understand your position in this regard. What do you think we should do about it?

Mr. ANDERSON. Well, sir, the current bill, as I understand it, does require that a local sponsoring agency requesting a project contribute to the material success of that project as much as possible, which might mean funds, it might mean materials, it might mean finding low-cost housing or inexpensive meals for the corpsmen.

I think that that requirement should be made—that the local community should contribute as much as they can.

However, I think it would be a mistake to try to formalize the extent of their participation because some of the areas in greatest need are those which have virtually no resource to draw on.

Mr. THOMPSON. In that connection, would you have any objection if criteria were set forth in the legislation to require, where the local authorities can afford it, contributions from them, but in cases such as the Alaskan village, where they have no resources, this could be waived on the production of evidence that they do not have the resources? Would you have any objection?

Mr. ANDERSON. No objection whatsoever, Mr. Chairman. Certainly it could be spelled out in greater detail.

Mr. THOMPSON. I think that would make some of my colleagues more comfortable if we were to do that.

Mr. TAFT. How many supergrade employees did you come up with in this organization chart?

Mr. ANDERSON. We have estimated a requirement for 16 or 17, Congressman.

Mr. TAFT. Have you come up with any further ideas about the phaseout situation requiring the local areas to show an ability and a willingness to take over these duties after the 2-year period of the Service corpsmen?

Mr. ANDERSON. We have made a certain amount of analyses of that situation, Mr. Taft, and have concluded that in order that this Corps might serve truly as a catalytic effort, being a modest Corps in size, and one in which you would want to demonstrate the success of certain types of projects, you would want to have a certain turnover of projects. Therefore, the period of duration for projects should range from about 2 years to about 5 years, with perhaps 3 years being the average, in terms of phaseout dates. We have reached a conclusion



which is not new, and that is that this must be a matter which is very carefully negotiated with the local agencies so that they are aware of that requirement and that they are able to furnish evidence with a reasonable degree of reliability that they will be able to take over the roles of the corpsmen after that length of time.

Mr. TAFT. Are you familiar with Senator Javits' amendment, as offered in the Senate, on State participation?

Mr. ANDERSON. I am generally familiar with it, yes, sir.

Mr. TAFT. Do you have any comments on that as to whether you think it would be a good idea or not?

Mr. ANDERSON. I think certainly the Senator was reaching a thought which is good, but my reaction to it personally is that it may be a matter of putting the cart before the horse.

As I understand it, he frames his idea in terms of a National Guard type arrangement.

Well, I think perhaps that would be a splendid idea somewhere further down the road, after we are able to have a national effort which will set the standards for recruitment of trainees, recruitment and training of corpsmen, and demonstrate at a high level the principles of operation of this Corps. Then perhaps later on, based on those standards and based on what we hope to be a very great degree of excellence, then the States might come in and say, "Yes, we do want to form our own counterparts here," and the Federal Government might contribute to the success of those counterparts.

Mr. TAFT. I believe you testified earlier that you did not think it would be a good idea to require a definite request by the Governor or the mayor of a particular State or city before you could come into a particular area.

Have we ever worked out just who these requests would have to come from? Is this going to be a discretionary matter in the hands of the Director as to whether or not the so-called local invitation requirement in the statute has been complied with?

Mr. ANDERSON. I think it has to be dealt with with a great deal of caution, Congressman. The sponsoring activity must be one which is oriented toward public service, and must be nonpartisan. It must be nonprofit. It must be broadly and generally accepted within the State and the community.

Mr. TAFT. But the invitation you are talking about is to come only from the group that is going to carry on the project; is that right?

Mr. ANDERSON. There must be that local responsibility.

Now, there is the provision which was discussed some time ago regarding the opportunity of the Governor to comment and to make his recommendations to the President concerning the project requests that emanate in his State.

Now, in the action in the other body, there was an amendment placed on the bill which requires that the Governor in effect give his explicit permission to carry out a project in his State. I think that is a mistake. I think that the Governor would not want in many instances to be responsible for saying firmly "Yes" or "No" to some of these projects.

I think also it is an invitation to getting project selection within a State, in some cases, into the field of political considerations.



Mr. TAFT. If you think political considerations could enter in here at this point, I do not see how that is consistent with your feeling that the operation of the Corps on a national basis is not going to have any aspects that could be affected by politics—which is what you testified a few minutes ago.

Apparently you admit now that the projects that you are involved in here in your request for an invitation to the State are going to have some political considerations. Don't you think that this means that you are going to have some political considerations at the national level, too, or are you saying that they are purely at the local level?

Mr. ANDERSON. Well, Congressman, I was speaking strictly of the local situation, which, as we know, among the 50 States varies tremendously in tenor and tone.

In regard to the national level, in regard to the selection of projects, the orientation must be that the projects which we undertake are those which will be meaningful, which will represent meeting a truly urgent need, and which will have the possibility of being successful and truly serving this catalytic effort that we have referred to frequently.

Mr. TAFT. Yes, but the question gets down to the approach that has been discussed by others—and by myself, as you probably know—as to whether or not the control of this project should not be put into a nonpolitically oriented group.

In other words, you would still have a director running a program because that is the way to run a program, but the actual control of the selection of the director and his activity would be put in a nonpolitical, perhaps even nongovernmental, group.

Now, do you think that would jeopardize in any way the program here proposed, or that it would prevent the program from going ahead?

Mr. ANDERSON. Well, Mr. Taft, in regard to project selection, certainly you might wish to further define in the bill precisely what are the criteria for project selection. You might wish to consider broadening out the responsibility of ruling on projects into a body of some sort or another.

I think, on the other hand, that it would be administratively extremely inefficient and ineffective to try to run an operation like this as a committee-type operation.

Mr. TAFT. I am not advocating that. I never have. I just qualified by remarks to that extent. Captain Anderson, I agree with you. I think that it has got to be run by a director, but I think the director ought to be under a body which establishes the policies and takes them out of politics. Now, do you see anything wrong with that?

Mr. ANDERSON. I see nothing wrong whatsoever, so long as we do insure that there is someone who is accountable and responsible for the performance of the Corps in regard to selecting projects. There might be many ways that advice might be received on that.

Mr. THOMPSON. If I understood Mr. Anderson's response regarding Governors, Mr. Taft, he said that he would agree that the proposition that they be consulted and be made aware to the projects and be given perhaps other interests in the matter is acceptable but he does not want them to have a veto power, because of the possibility of politics entering, if they do have that veto power.



Now, my view would be that it would be extremely difficult for us to establish the criteria in a Federal act, turn over to the Governors the veto power, and then ask or compel the Governors to meet those criteria.

Mr. ANDERSON. Exactly.

Mr. THOMPSON. The Governors themselves, the Governors' committee, chaired by Governor Hughes of New Jersey, requests that they be informed, that they have something to say about the matter, but they do not request any veto power.

For my part as a sponsor, I would oppose any amendment which would give the Governors a veto power. I would just as soon not have a bill as to turn it over to the 50 Governors.

Mr. GRIFFIN. If the House adopts this amendment, you would oppose the bill, I take it, then?

Mr. THOMPSON. I think I would. I think I would.

Mr. ANDERSON. Mr. Chairman, it might possibly be of significance and interest—I had the opportunity of testifying before Governor Hughes' committee on this matter, and although there were many questions raised regarding the National Service Corps concept, none of the Governors then present, some 11 Governors, questioned at all the then current provision in the bill that they would be consulted and given the opportunity of making recommendations to the President. None of them expressed any desire to have a veto power.

Mr. THOMPSON. Well, that is the point I was developing, and I agree with that. I have discussed it with Governor Hughes and with members of that panel, from various States, and the consensus appears that they would be perfectly satisfied with this degree of consultation and so that they be aware of what is going on, but they do not want the veto power.

Mr. TAFT. Mr. Chairman, I think we ought to clear up one thing.

With regard to this so-called veto power, Captain Anderson testified that the Senate put in such a requirement, that it gave the Governors of the States a veto power. Is that correct?

With regard to this so-called veto power, you testified I think that the Senate put in such a requirement, that it gave the Governors of the States a veto power. Is that correct?

Mr. ANDERSON. That is correct, sir. That was entered by Senator Thurmond on the floor, and was accepted.

Mr. TAFT. Was the language that you are talking about this language:

Before undertaking a project, the President shall assure himself that any recommendations received from such Governor have been given appropriate consideration and that such project will not displace regular workers or duplicate or replace an existing facility in the same locality.

Is that the section you are talking about?

Mr. ANDERSON. That was the original provision of the bill which remains. I believe, Congressman, if I recognize what you are looking at, that the next paragraph down is the Thurmond amendment.

Mr. TAFT. Oh, yes. I see it. Thank you.

Nothing in this Act shall authorize the implementation of any program by the National Service Corps or any activity of the National Service Corps within the confines of any State in the United States, unless and until the Governor of the particular State has so requested in writing to the President of the United States.



Shall authorize him "to implement any program by the National Service Corps within the confines," unless the Governor so requests.

You feel that is a categorical requirement that the Governor's approval in writing shall have been secured before the Corps could go ahead with any project in a particular State?

Mr. ANDERSON. According to the best interpretation that we have at this time, sir.

Mr. TAFT. There has been a lot of newspaper discussion and, frankly, I have gotten no further than that, with regard to this Anacostia situation.

Do you have any comment that you want to make at this time?

Mr. ANDERSON. Well, Congressman, that again is another example that goes back to the situation where we have carried out a study, we have received from many individuals and local groups suggestions on the projects that might be carried out within their area. The Anacostia situation is nothing more than the ideas and suggestions of a local group in Anacostia.

We have not ruled on the project. We have not made even a tentative commitment that we would participate in that project at all. It is the same situation.

Unfortunately, some of the publicity in regard to it was completely out of context and miscast.

Mr. TAFT. I agree with you. I could not understand it at all.

Here is a letter which was in the Saturday Review of Literature, June 15, 1963, from a Mr. Thomas Hardman of the Community Service Foundation.

He states:

Robert F. Kennedy's article on the national service program couldn't have been more timely. While the hate-mongers are stirring deep resentment among Negroes who have waited too long for justice, it gives me, as a southerner, a warm satisfaction to know that a program has been proposed that will offer us an opportunity to help make the American dream come true for all minority groups. From the excitement generated in our community by this proposal, it appears that approval by Congress would break the veneer of apathy and bring forth a gusher of good will from all Americans.

Mr. THOMPSON. What is that dated, the 4th of July?

Mr. TAFT. This type of reaction has been quite common insofar as the question of minority groups are concerned, and the thought that the program will do much for minority groups particularly. Have your views on this changed from what you originally told us, that you did not feel this was true?

Mr. ANDERSON. I don't feel it is true at all, Congressman. This is a program which will not be directed or oriented in any sense other than to the areas of most critical need.

Now, whether those needs exist among minority groups or non-minority groups will be a completely incidental matter.

Mr. TAFT. Where there is a need and the providing of the service necessarily would be for a facility which was discriminating, would you consider that that would be a factor that ought to be considered?

Mr. ANDERSON. I am not sure I follow the question, sir.

In regard to working in facilities where there is some discrimination?

Mr. TAFT. I am speaking of a project which might be proposed to you, which by its nature involves discrimination, as, for instance, a segregated southern school.



Mr. ANDERSON. Yes.

Mr. TAFT. Do you think this is a factor that you would consider in deciding whether or not to approve the project?

Mr. ANDERSON. Congressman, it is not. The Attorney General stated back early during the hearings that we would be permitted to operate in areas and in institutions where there may remain some degree of discrimination, that the important consideration is the need, and not other factors which would tend to divert and perhaps in some instances have diverted the proper degree of attention to these critical human needs.

Mr. TAFT. So you would not eliminate a project just because there is discrimination in it. Is that correct?

Mr. ANDERSON. We would not.

Mr. THOMPSON. Captain, the hypothetical case is one in which there are children all of one race. There are many instances of segregation in the absence of discrimination.

Mr. ANDERSON. Exactly.

Mr. THOMPSON. De facto.

Mr. ANDERSON. Yes.

Mr. THOMPSON. One would have to be very careful, for instance, in considering migrant laborers, almost exclusively traveling in groups all Negro, not necessarily any discrimination involved at all; it is a fact that they work together, and that they travel together. Indian reservations are segregated. I do not think that is a question of discrimination. It is de facto segregation.

Mr. ANDERSON. Yes.

Mr. THOMPSON. And I think that we are getting into a very delicate area.

Mr. TAFT. Mr. Chairman, I agree we are getting into a delicate area, and I want to make sure, in view of what the chairman just said, that your last answer stands. I was not talking about segregation or the fact that one race might be in a project, but I was talking about a project in which there is discrimination, and your answer was directed to a project in which there was discrimination, as I understood it.

Mr. ANDERSON. My remarks should have been framed in terms of segregation, Congressman. In particular, may I give an example of where we might work, where there is segregation? Let's take, for example, there are mental institutions in the South in which there is segregation—either all white or all Negro, as the case might be. We would not rule out working in those institutions which have a valid project representing an area of great need.

Mr. TAFT. In that situation, there would be discrimination, too, would there not?

Mr. ANDERSON. In my context, there would be discrimination. Exactly.

Mr. TAFT. Yes, I think there would be. I agree with you.

You would go ahead and want to work in a project of that sort.

Mr. ANDERSON. Congressman, again, I don't believe that we would want to try ourselves, to say that well, there is segregation or discrimination, or whatever adjective might apply. We are going to look for where the need is, for what the validity of the project is, and not in terms of what the local situation may be or the individual feelings may be regarding segregation or discrimination.



Mr. THOMPSON. With respect to that again, I distinguish clearly in my mind the word "discrimination" from the word "segregation." In an all-white mental institution, or an all-black mental institution, there is segregation, but not necessarily discrimination. There are other factors involved.

If as distinguished from segregation and discrimination, would you consider that discrimination is a factor to be considered in the approval of a project?

Mr. ANDERSON. Congressman, I would consider that where there is definite discrimination, that it should be a factor, and it would be considered.

Mr. THOMPSON. Mr. Griffin asked me in an aside, in a segregated school is there no discrimination? I said, yes, there is discrimination, but there is not discrimination where there is an all-white school in a school district where there are no Negroes, or an all-Negro school in a school district where there are no whites.

Mr. ANDERSON. Exactly.

Mr. THOMPSON. Or on an Indian reservation, where there are no Eskimos, or an Eskimo village where there are no Indians.

Mr. GRIFFIN. Mr. Chairman, I guess we are quibbling over what you mean by "segregated." I assume when you say "segregated," that there is some deliberate plan to segregate a group.

Mr. THOMPSON. I made very clear that there is de facto segregation.

Mr. GRIFFIN. I would not consider that segregation, myself. But that is all right. We are just quibbling about the semantics.

Mr. THOMPSON. What I am trying to express is this: Where there is discrimination, where there are people discriminated against and excluded by reason of race, religion, color, or national origin, would you take that into consideration in determining whether or not a project would be approved?

Mr. ANDERSON. Mr. Chairman, I think it should be taken into consideration. I think it would be one factor among many that the administration of such a corps should consider before it enters into a contract, because, after all, if it affects nothing else, it is going to affect the environment under which the corpsmen will operate. It is going to affect many considerations, perhaps even in regard to their indoctrination or training.

On the other hand, there may be situations where some people will say that there is discrimination within that project, where the need is so impelling, and where the request is so valid that perhaps you might operate in that area.

Mr. THOMPSON. I see. Well, you have answered Mr. Taft's question in a different way.

Mr. TAFT. I think, yes, he has answered it in a different way. He has answered it in two different ways, exactly opposite one from the other.

I want to go back to your original answer.

Now, first, as I understood it, what you stated to me in answer to my question that if there was discrimination in a particular project it would not have any effect on whether you gave it approval or did not.

Now, you just testified directly to the contrary to the chairman's question.

Which is the right answer?



Mr. ANDERSON. Well, Congressman, I will admit to adding to the confusion on this situation where a great deal depends on words and contexts and just how we each interpret words.

I would like to stand on that last answer, and to go back again and to point out that the No. 1 thing that we will consider in a project request is the urgency of the need, and the ability of the corps to recruit and to train people who will be helpful in carrying out the project directed toward that need under the local supervision. From that point on, there will be many considerations, and in regard to this matter of is there discrimination within the bounds of this project area, or is there not discrimination, I suspect that in any one case we will find local people who say, "Yes, there is," others who say, "No, there is not."

Certainly, the matter of local feelings in any situation will be considered, so I probably should never have said we will absolutely not pay any attention in regard to whether there is discrimination or not. That is, perhaps, oversimplifying.

Mr. TAFT. I am not talking about the situation where somebody else might say so. What I want to know is, if you determine that there is discrimination in a project, is that project thrown out or is it still kept in for consideration?

Mr. ANDERSON. It depends on many factors, Congressman.

Mr. TAFT. You might still keep it on under some circumstances?

Mr. ANDERSON. Under some circumstances.

Mr. TAFT. Even though there is discrimination?

Mr. ANDERSON. Under some circumstances.

Mr. TAFT. Then your answer to my first question is correct.

Thank you, Captain Anderson. I think that is all I have.

Thank you, Captain Anderson, you are very cooperative.

Mr. THOMPSON. Mr. O'Hara?

Mr. O'HARA. Captain Anderson, I want to make a few comments. We would not have this problem as long as the Strom Thurmond amendment is supported.

By the comments during the hearings which the gentleman from Ohio has adhered to, I do not think we would have any great problem with deciding whether or not a project was one operating in an atmosphere of discrimination. The Governor, then, would have the final say on that question, and that determination would be conveyed by him.

It seems to me from the questioning that you are in a little bit of trouble on this program. Referring to Mr. Taft's question of eliminating politics out of it by perhaps using a nongovernmental agency to direct the program, I think that one of the difficulties facing that proposal is that this is a governmental program. There is not any place here for private enterprise to make a profit on it. Perhaps you ought to consider, instead of having a Government program, simply contracting out to private enterprise at a profit this entire National Service Corps function, and then if you could make that decision you might revise the financing a little bit, and instead of having the Government pay the private organization, you might authorize the organization to borrow from the bank, and then have the Government pay the bank with 6-percent interest cash on the barrelhead.

I think that would add a lot to the attractiveness of the program for many of our colleagues.



And then, with respect to this question of objectives, apparently you are going to be working largely not with the well to do but with the poor. Maybe if you oriented it toward welfare investigations and have the Peace Corps men go out and see if they can find any welfare chiselers, or maybe if there is a man in the house, or something, so they can reduce the welfare loads, perhaps provide some instruction in how welfare recipients can live on less, so that welfare benefits could be reduced by the States and the communities, that would add, I am sure, to the attractiveness of the program.

MR. THOMPSON. I hope that you do not get from here to planned parenthood.

MR. O'HARA. Well, I think we could.

I think, too, if you could go beyond that and do something for the outlook of these people, that is, have the corpsmen's job be to teach them self-initiative and if possible to convince them to refuse welfare benefits, I know that the program would be a lot more attractive to some of the people that do not seem to be particularly enthralled by it now, and I do not know if you would want to go to that extent, but I just wanted to be constructive.

Finally, I wanted to say, Captain Anderson, that I have been very impressed both in our informal discussions over the months and your appearance today, particularly in your detailed knowledge of the action of the Senate and even referring to the proper page number in the record for Mr. Taft to find the Thurmond amendment.

I have been very impressed by the manner in which you have conducted yourself and the very thorough and effective way in which you have presented the program, and in which you have analyzed what its needs might be and how it would operate.

I think that if we could enact this bill, or one similar thereto, I know that the country would be very well served by having you involved in the administration of this program because I would have complete confidence in you; I think that you are one of the greatest assets that we have in putting this bill through. I want to thank you for your many efforts with us.

MR. THOMPSON. See? We are all playing Senator this morning.

MR. ANDERSON. You are most kind, Mr. Congressman.

May I say in regard to these manifold problems which face our country in which some effort might be made that the staff of the Study Group has received many unusual requests, and we received one from a, I believe, probably a rather elderly lady out in the West, who maintained that if this program would give a blank check for indefinite and unrestricted travel throughout the country with the finest of hotel accommodations to all people over 65, that she thought it would be wonderful.

We believe, on the other end of the scale, that this modest program directed toward specific urgent needs, and carried out in a down-to-earth fashion, can really provide a new service that is badly needed in the country, and, furthermore, a pathfinding-type effort which really we must achieve in view of our population explosion and the many problems that we have.

We don't maintain that we are going to have all the answers. We do maintain that this idea fundamentally is worth a try.



We believe that the bill can provide a workable basis, and we are entirely willing to, in effect, have the Congress say, "All right. We will hold the reins. We will guide you with these limitations. We will let you try this thing for a couple or 3 years, and then you are strictly accountable for it. If it works, fine; we will redefine just where you are going. If it does not work, we are going to chop you off without a nickel."

We are perfectly willing to accomplish it on that basis. We are completely openminded to the situation.

Mr. THOMPSON. You are, indeed. I think that is a very fine statement.

That old lady may have had a pretty good idea, and just stop to think for a minute: if we were to write this in the bill, and then add the requirement that all travel must be done by steam lines, pulled by steam locomotives, you would solve the railroads' problems, you would solve Appalachia's problem because of the coal consumption, and so on. That has a great deal of merit, I think.

Mr. Griffin?

Mr. GRIFFIN. Captain Anderson, a few moments ago you referred to the staff of the Study Group and I want to talk or go into a little bit more detail and get some more information into the record concerning the present status of the Study Group.

Were you referring a few moment ago to the same Study Group that was originally set up on November 17, 1962, by the President?

Mr. ANDERSON. That is right, Mr. Congressman. That group, as I mentioned, was disestablished by the President on the 15th of August, based on the fact that the study had been completed and the hearings were about to draw to a close.

Mr. GRIFFIN. Well, maybe—apparently I missed this explanation. Then has there been one Study Group that has terminated its operations and another one has commenced? Is that right?

Mr. ANDERSON. No, Mr. Congressman.

The activity now that I represent as having been retained is in a capacity of adviser and consultant to the President. I do have the good fortune of having two or three people who represent a personal staff, and a few other people who are still contributing to this effort on a part-time basis, in many instances after their regular working hours or on weekends. We have found that—

Mr. GRIFFIN. Well, Captain, let me just clear these points up in my own mind. You are probably familiar with a letter from the Comptroller General on May 17, directing to Congressman Devine, and I think he put it in the record. That is one reason I think you may be familiar with it. He posed a series of questions to the Comptroller General.

Did you put it in the record?

Mr. THOMPSON. Yes.

Mr. GRIFFIN. Concerning the authority of such a study group to be appointed by the President and who was working for it and from which departments did they come, and so forth, and so on.

Mr. ANDERSON. That is right.

Mr. GRIFFIN. And the explanation was given in that letter from the Comptroller General that the original authority came under a presidential order of November 17, 1962. The President appointed



a Cabinet-level committee to study the feasibility of a national service program patterned after the Peace Corps.

The Study Group set up under that authority is not the one that you are making reference to?

Mr. ANDERSON. I made reference to it in terms of, as we were saying, the Study Group that existed, appointed by the President, to study the need and to develop a possible concept under which a National Service Corps might operate.

Mr. GRIFFIN. As the original Study Group, are they still operating under the original?

Mr. ANDERSON. We are not, sir. That group was disestablished by the President on the 15th of August. We have no Study Group. There is no Study Group in existence right now.

Mr. GRIFFIN. All right.

Mr. THOMPSON. I think I might clarify the point.

The letter to Mr. Devine is in the record, I forget on what date, but in a colloquy between myself and Mr. Gross of Iowa, in the course of a debate on an amendment by Mr. Gross, to an appropriations bill prohibiting the use of any funds appropriated under that legislation, I believe it was State Department-Justice bill, for a Study Group. Such an amendment had been carried on one or two other bills.

Mr. ANDERSON. Yes, sir.

Mr. THOMPSON. As a result of the Gross amendment to those bills, on August 15 the President disestablished the Study Group. It is no longer in existence.

Captain Anderson, as I understand it, has the status of consultant to the President, being paid from funds available to the Chief Executive, and has a small staff with him, plus some volunteers who, following the disestablishment, returned to their regular work and are volunteering their services after their regular work and on week-ends.

Mr. GRIFFIN. Is that correct, Captain Anderson?

Mr. ANDERSON. Mr. Chairman, that is very correct, except for one fact. It is my very firm and definite understanding that the President did not disestablish the Study Group based on any factors other than the fact that it had originally been contemplated that this would be an effort which would last until about the 1st of July. This was in mind when the group was formed back last fall.

The hearings took a little bit longer than expected, but on the 15th of August and only based on the fact that the study was completed and the hearings were substantially completed, the President saw fit that it was logical to disestablish the Study Group at that time. That decision was made regardless of any other factors which have come to bear regarding riders or whatever.

Mr. THOMPSON. I see.

Mr. GRIFFIN. Now, the letter from the Comptroller General to which we have made reference, set forth the fact that there were two employees of the Department of HEW, one from the other Peace Corps, two from the Department of Labor, one from the Department of the Navy, two from Agriculture, one from Justice, one from Treasury, one from State, two from Commerce, three from the Veterans' Administration, and one from the Interior, who were working either full or part time for this Study Group.



Do I understand now that none of these people from other departments are working on this Study Group in which you are now involved?

Mr. ANDERSON. That is right, sir. Well, we are not a Study Group, Congressman, now, and we have no support in terms of people or money.

Mr. GRIFFIN. From any other department of Government?

Mr. ANDERSON. Coming from any of these departments.

Mr. GRIFFIN. How many people do you have working with you now?

Mr. ANDERSON. At the present time, myself, sir, and four others who are working in a full-time capacity.

Mr. GRIFFIN. And how are they being paid, and under what authority?

Mr. ANDERSON. They are being paid under the President's White House special projects fund.

Mr. GRIFFIN. I see.

Mr. THOMPSON. That letter which I referred to, which Mr. Griffin has also referred to, to Mr. Devine, is in the Congressional Record and will be in volume 2 of our hearings.

It sets forth the legal authority which the President has to establish such activity.

Mr. ANDERSON. Yes, sir.

Mr. GRIFFIN. Captain, as I understand it, you have made it very clear that you are opposed to the amendment adopted in the Senate which would require any approval on the part of the Governor of a State before a project could be undertaken.

There was another amendment adopted in the Senate, as I recall, absolutely limiting the size of this Corps to 2,000 instead of 5,000.

Mr. ANDERSON. The limitation which was introduced by Senator Proxmire did not express itself in terms of the number of people. I think the language stayed the same, that there could be no more than 5,000 maximum corpsmen.

It was expressed in this way: that the act would authorize operations for 2 years and would be within the framework of \$5 million the first year and \$10 million the second year and then the authorization would cease and, in effect, Congress would take another look.

Now, the \$10 million would not, of course, provide for 5,000 corpsmen.

Mr. GRIFFIN. There was no limitation in numbers as to the number of corpsmen who could be enrolled, then?

Mr. ANDERSON. Other than the original provision, which was for 5,000 maximum ceiling.

Mr. THOMPSON. I might interject at this point that such an amendment or amendments establishing all sorts of criteria, I think, would be acceptable in order to establish the program. Would you have any objection to a limitation on numbers?

Mr. ANDERSON. Mr. Chairman, none whatsoever. We are perfectly willing to approach this matter from the standpoint, as I mentioned, that to try for a limited, specified period of time.

Now, actually, we would find it difficult to operate under the framework of the Proxmire amendment, because it specifies that the Corps shall operate for only 2 fiscal years. Looking at the calendar, we find that really we would have to report back to Congress after having



corpsmen in the field for less than 1 year in order for Congress to make the determination on where the program would go after that.

I think we should be allowed a little bit more time in order to really make a meaningful response to Congress.

Mr. GRIFFIN. Captain Anderson, the last sentence of your statement which was presented today says:

The important thing is to get the program underway now.

You are very anxious that this committee report a bill and that we get it to the floor just as quickly as possible for a vote?

Mr. ANDERSON. Well, Congressman, we are very anxious to get the program started, which would include that vote. We want to get the program going. We want—

Mr. GRIFFIN. Just as quickly as we can.

You do not want the Rules Committee or this committee to hold it up at all, do you?

Mr. ANDERSON. You are getting me a little bit out of my territory in regard to—

Mr. GRIFFIN. Well, I am just amplifying on what you already said.

Mr. ANDERSON. I would hope that the committee would endeavor to prepare a bill modifying it as you see fit, so that it will be acceptable at the earliest possible date to by far a great majority of the Members of the House, on a truly bipartisan basis.

Mr. THOMPSON. That is an invitation.

Mr. GRIFFIN. Yes.

I have no further questions, Mr. Chairman. Thank you.

Mr. THOMPSON. Mr. Taft, do you have any more?

Mr. TAFT. No, sir.

Mr. THOMPSON. I have no more.

Thank you very much, Captain. You realize you have been a splendid witness and I appreciate it.

This concludes the hearings on H.R. 5625 and related bills.

Mr. ANDERSON. Thank you, sir.

(Captain Anderson's biographical information follows:)

BIOGRAPHICAL INFORMATION: WILLIAM R. ANDERSON, CONSULTANT TO THE PRESIDENT AND STAFF DIRECTOR, THE PRESIDENT'S STUDY GROUP ON A NATIONAL SERVICE CORPS

William Robert Anderson was born on a farm at Bakerville, Tenn., on June 17, 1921, son of David H. and Mary M. Anderson. He attended public schools in Tennessee, Kentucky, Alabama, and Missouri and the Columbia Military Academy, Columbia, Tenn. He entered the Naval Academy in July 1939, with an appointment from the late Congressman C. W. Turner of the Sixth Congressional District.

Upon graduation from the Naval Academy he entered the submarine service and had combat duty in the Pacific during 11 war patrols in the submarines *Tarpon*, *Narwhal* and *Trutta*. Post-World War II service included duty in the submarines *Sarda*, *Trutta* and *Tang*, and two brief periods ashore as an instructor.

In May 1953, he became commanding officer of the submarine U.S.S. *Wahoo* which participated in the Korean theater from January to May 1954. He subsequently served in the Division of Reactor Development of the Atomic Energy Commission and on June 19, 1957, relieved as commanding officer of the *Nautilus*, the first atomic-powered submarine. The *Nautilus* made the first voyage to the North Pole, accomplishing this feat by passing under the ice at the pole at 11:15 p.m. (e.d.t) on August 3, 1958. The *Nautilus* surfaced in the Greenland Sea, first ship to travel from the Pacific to the Atlantic by the polar route. Captain Anderson and all hands received the Presidential Unit Citation, the first time in peace that this award had been made. He was also awarded the Legion of Merit, presented by the President at the White House.



Captain Anderson is author of "Nautilus 90 North," printed in numerous foreign editions through the U.S. Information Service. His book "First Under the North Pole," received the award of the Boys' Clubs of America in 1959.

Following duty on the *Nautilus* Captain Anderson was transferred to Washington where he served on the staff of Vice Admiral Rickover as special assistant for the selection and training of nuclear submarine crews for 1 year and subsequently as naval aide to the Secretaries of the Navy Franke, Connally, and Korth with duties involving Navy programs, budget, and congressional matters. In July 1960, he was promoted to captain 2 years early and ahead of almost 2,000 contemporaries, becoming then, at age 39, the youngest line captain in the Navy. He retired from active naval service on July 1, 1962, after 20 years of service.

Entering the race for Governor of Tennessee 5 weeks before the 1962 general election as an independent candidate against the Democratic (current Gov. Frank Clement) and Republican nominees, he amassed over 200,000 votes against about 310,000 for the Democratic Nominee Frank Clement and 100,000 for the Republican nominee.

After this he was in charge of the youth programs of Freedom's Foundation at Valley Forge, Pa., an organization with former President Dwight D. Eisenhower as chairman and the Honorable James Farley as vice chairman. He was also director of American Nuclear Corp., of Oak Ridge, Tenn. On May 6, 1963, Mr. Anderson was appointed by President Kennedy as consultant to head the staff of the President's Study Group on a national service program.

Mr. Anderson has served for several years as a national sponsor of the National Society for Crippled Children and Adults, and during 1959 served as Tennessee State chairman for this society.

He is married to the former Yvonne Etzel and they have two sons, Michael D. and William R., Jr., ages 18 and 8, respectively.

#### AWARDS

##### Military:

- Bronze Star (Combat "V")
- Commendation Medal (Twice—Combat "V")
- Legion of Merit (North Pole trip)
- Presidential Unit Citation (North Pole trip)
- Various area and theater awards.

##### Others:

- 1957: Stephen Decatur Award for Operational Competence by Navy League of the United States.
- 1958: Christopher Columbus International Communications Award, Genoa, Italy.
- 1959: Patrons Medal of Royal Geographic Society by authorization Queen Elizabeth.
- Elisha Kent Kane Medal, Philadelphia Geographic Society.
- 1960: Freedom Leadership Award—Freedom's Foundation at Valley Forge.

##### Memberships:

- American Legion
- AmVets
- VFW
- Explorer's Club

##### Honorary Degrees:

- Doctor of Science, The Defiance College, Defiance, Ohio.

(Whereupon, at 11:48 a.m., the subcommittee adjourned, to reconvene at the call of the Chair.)

(The following material was submitted for the record:)

WASHINGTON, D.C., August 31, 1963.

HON. FRANK THOMPSON, M.C.,  
Cannon House Office Building,  
Washington, D.C.

DEAR CONGRESSMAN THOMPSON: In view of your sponsorship of the proposed National Service Corps, I thought that you might be interested in the enclosed memorandum on the pros and cons of the Senate-passed legislation. As a free-lance writer and the author of the first and only extant book on the U.S. Peace Corps, I have studied the new program in great detail, especially in connection with a new book I am writing (for W. W. Norton & Co. of New York) on the American Indians.



The memorandum is a revised and updated version of one which I wrote some months ago for my former boss, Roscoe Drummond of the New York Herald Tribune. Fearing for the program's prospect after the near rout in the Senate, and encouraged by the favorable reaction of certain Congressmen and private voluntary service workers, I took my proposal to Capt. William Anderson, the Chief of Staff of the President's Study Group on the national service program. He, too, was favorably interested and now has the proposals under study. I am hoping that revision of the legislation along the lines proposed will give to the national service program the needed support of many moderate and conservative "doubting Thomases" in the House and Senate.

Basically, I propose a part Federal, part private "Foundation for National Service," modeled on the existing National Science Foundation—with clearcut provision for shared Federal-State-local financing of projects, which would be initiated and run at the community level. While recognizing the necessity of a national service program under the Federal aegis, it emphasizes local initiative and responsibility, with the projects being executed through and by existing State, municipal and private agencies and university help programs. Of course, since public funds will play an important part, the locally run projects would be subject to overall Federal review.

Franky, I am writing to you as a concerned private citizen and as one who has too often seen too many of my own countrymen living in squalor and ignorance and hopelessness. I am no professional "bleeding heart," for to me those words—squalor and ignorance and hopelessness—are really the men and women and children I have seen staring me in the face, in Pine Ridge (S.Dak.), in Hazard (Ky.), and in slums, rundown schools and mental hospitals around this "affluent" country of ours. In October, I am traveling to the east African nation of Tanganyika with a Michigan doctor who renounced a lucrative medical practice here to take care of bush tribesmen living in similar conditions of want and neglect. At one time, he worked as a medical intern in a midwest Indian reservation, but neglect, public apathy and lack of enough assistance caused him to take his present post (since 1959) at an improvised hospital-clinic run by the Catholic White Fathers of Africa. I will help Joe Foust and his family in their work there for a couple of months, then return to the States to report on his efforts for a publisher.

My question, Mr. Thompson—as I'm certain it was your question when you introduced your bill to authorize the National Service Corps—is how many Joe Fousts are working with far inadequate resources and little or no public support back here in the United States? And, why is it that this rich and powerful Nation of ours, which can afford to send multistage rockets to outer space and finance the development of other nations, cannot seem to help our own people to help themselves toward a meaningful citizenship, as Americans and as human beings? Like you, I think we can and should—now, not tomorrow.

From many interviews and frequent travels, I know that most people recognize, if only vaguely, the need for a National Service Corps, but that the basic disagreement centers on the means toward this worthy end. I sincerely believe, along with many moderate, liberal and conservative citizens to whom I have talked, that the National Service Foundation is that means upon which Democrats and Republicans of varying persuasions can agree.

In conclusion, I hope that you and your colleagues will join in sponsoring legislation which will take into consideration the proposed changes. Thank you very much.

Sincerely yours,

CHARLES E. WINGENBACH.

#### MEMORANDUM ON THE PROPOSED NATIONAL SERVICE CORPS

Even though the Senate has narrowly passed an amended version of the National Service Corps bill, the program, as it now stands, remains in as much a limbo as before. Public apathy toward the numerous pockets of depression in our country is widespread, although paradoxically support for the International Peace Corps, to assist underprivileged citizens of other nations, is as great as ever. As President Kennedy's Study Group has testified, "a national service program (Domestic Peace Corps) could help resolve the paradox that exists within this country. The United States is the richest and most powerful nation in the world, yet within it there live millions of its citizens who desperately need help." But doubts about the proposed program have, if any-



thing, been strengthened, causing many otherwise favorable legislators and influential groups to withhold their needed support.

Why is this? The first reason seems to be public apathy and misunderstanding about the role of a National Service Corps. In a recent memo to his staff, Capt. William Anderson, former *Nautilus* skipper and present chief of the President's Study Group on the national service program, has instructed them to stop using and to downplay the popular characterization of "Domestic Peace Corps," because of the confusion it has caused in the public mind.

The question is continually raised, why do we need another Peace Corps? What is needed is not another Peace Corps, but a national service program to help our own citizens and to get rid of those pockets of chronic ill health; lack of any or insufficient education for children and adults alike; continued neglect of the American Indians, certainly the most tragic of this Nation's responsibilities; and the resultant conditions of widespread juvenile delinquency and petty crime among young and old alike. President Kennedy has felt that such a program—with the full weight of the Presidency and Federal Government behind it—could do more than anything else to focus public attention and a renewed feeling of public responsibility to alleviate ignorance, poverty, disease, and disillusionment in our own American backyard.

But part of the distrust toward the proposed National Service Corps is the belief that it will be just another completely federally financed, federally managed bureaucracy. In a column (Feb. 28, 1963) written by Roscoe Drummond at my behest, he made clear that this "is the wrong way to go about it and that this new kind of thrust by the National Government into State and local responsibilities will rightly alienate congressional support, at least as now conceived."

"There are," Mr. Drummond continued, "two crucial defects in the administration bill which would set up a Domestic Peace Corps:

"1. The administration offers no clear-cut provision for shared financing. This would be dangerous. State and local agencies should bear part of the cost of every project from the beginning with perhaps an exclusion for migratory workers. This should be a precondition for Federal assistance.

"2. The administration bill would leave it wholly to the judgment, or the whim, of the Administrator to decide where the Domestic Peace Corps would be deployed."

Concluding his column, Mr. Drummond agreed wholeheartedly that such a national service program is definitely needed, but he reasserted his belief, shared by many moderate and conservative supporters, that "Federal assistance ought to be deeply imbedded in local initiative and tied, in part, to local financing."

What Roscoe Drummond predicted has come to pass. Although the Study Group later clarified their intentions and agreed to include—as does the existing International Peace Corps—private agencies and local municipal groups, as well as various ongoing university help programs, still the question remains befogged due to the lack of a clear-cut declaration that shared financing and local initiative would be a vital mainstay of the new program. For this reason, I have advanced the following suggestion, which has met the approval of many "doubting Thomases."

In my book<sup>1</sup> on the International Peace Corps, I noted that for a time President Kennedy was considering a decentralized "Peace Corps Foundation," modeled on the National Science Foundation. Like the latter, it would have been administered by a Presidentially appointed board of private citizens. Even though the idea had a certain public and professional appeal, it was vetoed—and for very good and sound reasons. The principal and deciding strike against the proposal was that the U.S. Constitution specifies that:

a. The President has full responsibility for the conduct of U.S. foreign policy, and therefore

b. A clear line of authority must run from him to those responsible for programs bearing on our foreign policy.

Thus, as a foreign policy tool, the International Peace Corps had to be either a new Federal agency or a direct branch of such an agency.

No so the National Service Corps. A "Foundation for National Service" or "National Service Corps Foundation" would have several distinct advantages:

First, it would be completely removed from the national political arena, as was the National Science Foundation.

<sup>1</sup> "The Peace Corps" (John Day Co., New York, and Longmans-Canada, Ltd., Toronto: 1961-63).



Second, it would be a coordinated, national program under the Federal aegis. And, as such, it could give solid Federal guarantees to worthwhile private and local programs that might otherwise fail because of financial difficulties or inability to recruit enough qualified volunteers.

Third, it would enlist existing State, local, and private groups—borrowing a leaf from the experience of the International Peace Corps and the National Science Foundation. There are many municipal youth programs, universities, labor unions, farm groups (FFA, 4-H, etc.), and private agencies like the Quakers' Field Service who have been working for many years with inadequate resources and lack of public knowledge and support, but whose success, won over the years from trial and error, and whose vast experience would be invaluable to the national service program, and vice versa.

Fourth, existing State, local, and private groups could, if encouraged and given the needed support, bring to the national effort extremely valuable experience and know-how, established procedures and contacts, a ready pool of trained technicians and other personnel who could form the skeletal basis for the national program—plus a valuable lack of bureaucratic redtape. Also, the existing grassroots basis of their operations has already won them acceptance among the people a "National Service Corps" would be working for.

Fifth, if set up as a semiautonomous foundation within the existing U.S. Department of Health, Education, and Welfare—directly under the Secretary and the President—it would retain the advantages of overall Federal coordination and supervision (a must if public funds are to share in the program). In this sort of setup, it would more readily invite and gain the cooperation and help of the various State, local, and private agencies through which much of its programs would be funneled. But, like the International Peace Corps, there would necessarily be situations requiring a direct Federal effort and direct Federal recruiting of volunteers—however, in the case of the proposed National Service Corps, these should be kept to a minimum.

Sixth, one of the principal areas mentioned for National Service work is among the Indians, both on the reservations and in the city relocation centers where ex-reservation Indians migrate and find adjustment to urban life especially difficult. A national service program would be particularly valuable here because the Indians are traditionally distrustful of the Federal Government and State governments, because of past dealings, broken promises, and insufficient help where the promises were even partly fulfilled. Indians would be more likely to trust a local or private effort, backed by the Federal and State Governments, in which their own self-reliance, rights, and duties would play a visible part.

#### OTHER DEFECTS IN THE SENATE VERSION

During the Senate debate on the National Service Corps, several amendments were attached to the legislation which crippled the proposed program.

The most damaging one stipulated that:

"3(d) Nothing in this Act shall authorize the implementation of any program by the National Service Corps or any activity of the National Service Corps within the confines of any State in the United States unless, and until, the Governor of the particular State has so requested in writing to the President of the United States."

This amendment has two practical effects, neither of them good:

(1) It stifles, instead of encouraging, local initiative in the community level and throws the whole program back into the political arena. Communities, mental hospitals, private agencies, and non-Federal Indian reservations that might have applied on their own initiative, without fanfare or pork-barrel publicity, must now go through the politically minded State capitols and party machines. Without this nigh-crippling amendment, these local and private groups could have drawn on a National Service Corps pool of volunteers, nationally processed data, etc., to help them in their work to help millions of their own people in helping themselves.

As the legislation now stands, they must first go through the State Governor who, if hostile (as several key ones in the problem areas are), can completely veto and wreck their carefully laid plans and hopes.

The amendment also would put the State government in a spot that could easily be avoided without it. If a Governor has publicly expressed his opposition to Federal programs, whether in general or in specific, the amendment puts him in the embarrassing position of having to give the program his tacit approval by sending the local request on to the President—or, by refusing to pass on the otherwise worthwhile project, he incurs the wrath of local voters.



(2) The amendment seems to contradict the entire experience and intent of Federal Indian law. Its wording would seem to refuse to the Federal Government its appointed responsibility for Indians on Federal reservations, by not allowing the President to carry out this responsibility through the use of National Service volunteers. According to Federal Indian codes, the States have no say whatsoever over Indians on Federal reservations—a principle and a fact reaffirmed by successive Congresses. This new amendment would have the effect of radically upsetting the experience and the judgment of a couple of hundreds of years' experience in Indian affairs.

On the basis of both counts, this amendment fails to meet the criteria of sound and conservative legislation. First, it disinvites and discourages local initiative and secondly, without benefit of proper hearings on such a complex question, it changes the entire experience of Federal Indian law in one fell swoop. It is, of course, quite probable that the courts will strike down this provision insofar as it would apply to Indians on Federal reservations, because of the obvious contradiction.

Limitations on the program: In another section, the Senate version directs that the program, if finally enacted, will come under formal congressional review after 2 years, when its fate would be decided. Although this provision has come under attack, there is nothing unsound in requiring that such untried programs be evaluated and reconsidered at the end of a trial period.

However, not so sound is another provision, which forbids more than 5,000 national service volunteers at any time in the future. With the 5,000 volunteer limit combined with the 2-year probationary amendment, there could be no valid objection. But to hamstring the legislation with an absolute interdict against future expansion is unnecessary, unwise, and, in any case, not binding on future Congresses, which would themselves decide whether to expand or to abolish the program after 2 years. It is quite evident that 5,000 volunteers will be far too few to meet the needs and purposes for which a National Service Corps would be authorized—that is, to alleviate longstanding conditions of poverty, disease, insufficient education, etc., in this country. So, the only effect of this amendment is to cast a pall over the program and to discourage State, local, and private agencies that might be interested in cooperating with it and working through it.

#### CONCLUSIONS

With these facts in mind, I hope—as do many conservatives, moderates, and liberals who see the need but also the thorns of the proposed national service program—that changes will be made in the Senate-passed legislation and pending House bills to include the suggested provisions.

Thank you for the hearing.

CHARLES E. WINGENBACH.

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RESOLUTION ADOPTED BY THE UNITED STATES NATIONAL STUDENT ASSEMBLY,  
THURSDAY, AUGUST 29

#### FACT

An apparent and acknowledged need for aid exists for the nearly one-sixth of the Nation's population now living in poverty and deprivation. The need for aid is concentrated in five major areas: urban slums, rural depressed areas, migratory labor camps, Indian reservations, and mental institutions. Despite the efforts of existing public and private agencies, the need is still present.

Therefore a Study Group, appointed by the President of the United States, was established to investigate the potential of a National Service Corps. The report and subsequent testimony of the group resulted in Senate bill 1321, the National Service Corps. The bill passed the Senate on August 14, 1963, and was sent to the House for consideration.

The Corps will consist of a limited number of carefully selected men and women of all ages, who will work at local invitation, with local people, and in cooperation with local government, on specific projects in the five areas of need. The goals of the Corps are: to work directly with people in great need, to dramatize human need, to motivate other citizens to serve and to encourage more Americans to enter the service professions.



## DECLARATION

USNSA expresses its approval, with the following reservations, of the Senate action as stated in Senate bill 1321, establishing a National Service Corps. We urge the Congress to establish the Corps. Our reservations are:

1. That all volunteers be selected according to their skills and talents without any stipulation of an educational minimum;

2. That section 3(D) of the bill be deleted. This section states that "Nothing in this Act shall authorize the implementation of any program by the National Service Corps or any activity of the National Service Corps within the confines of any State unless and until the Governor of the particular State has so requested in writing to the President of the United States."

3. That the training period be extended to from 8 to 12 weeks.

USNSA strongly endorses the National Services Corps as an important means to expand the scope and effectiveness of the social professions and social welfare agencies.

The U.S. National Student Assembly expresses its hope that no State official will use his powers to obstruct needful action by the National Service Corps.

The U.S. National Student Assembly feels that in such a program students would not only give of their time and energy but more importantly such a program would encourage students to consider permanent positions in the service professions.

## MANDATE

The NAVP is directed to communicate this resolution to the majority and minority leaders of the House of Representatives and of the Senate. The NAVP is further directed to communicate the substance of this resolution to the President of the United States.

As recommended by the Washington conference, we further direct the NAVP and President to appoint an advisory board to the National Service Corps of six people including the NAVP to fill the positions each year, with the following duties:

1. Study and constantly evaluate selection and training of corpsmen or projects as they are developed;

2. In the capacity of a clearinghouse the board would participate in the compiling of bibliographies of materials used in training corpsmen and other materials used by National Service Corps projects, in the listing of National Service Corps projects, and other similar existing project plans;

3. Conduct research in finding suitable campus locations and staff for both National Service Corps training projects and other organizations needing such assistance;

4. Research pilot projects and inform present service organizations of National Service Corps projects;

5. Inquire as to the possibilities for an official U.S. National Student Assembly representative to sit on the National Service Corps Advisory Council.

TULSA, OKLA., August 26, 1963.

FRANK THOMPSON, Jr.,  
House Office Building,  
Washington, D.C.

On behalf of the U.S. Junior Chamber of Commerce I wish to express opposition to the National Service Corps legislation. A referendum on the issue conducted among our 4,800 local chapters showed Jaycees were against the bill by a margin of 2 to 1. Speaking for 225,000 young men of America we believe local and community problems can best be solved by local citizens acting on a volunteer basis through their own civic and service organizations.

ERIC SCHMIDT,  
Vice President, U.S. Junior Chamber of Commerce.



EDUCATIONAL TESTING SERVICE,  
Princeton, N.J., June 26, 1963.

Senator HARRISON WILLIAMS,  
Senate Office Building,  
Washington, D.C.

DEAR SENATOR: I understand that you are currently investigating the need for a National Service Corps patterned after the Peace Corps.

I would like to endorse the idea and add several specific illustrations of the types of services that such a program could render to cities, large and small.

As you can see from the enclosed clippings and reports, a group of Princeton residents recently established a study center and tutoring program for the young people of Princeton. Since February, 30 to 40 youngsters—grades 6-12—have been coming to the center to study each night and to get help with homework. They are assisted by adults who volunteer their services one or more evenings a week.

This program has not been aimed exclusively at the so-called culturally deprived. There are many others in our community who have found the services of the center helpful. In a small way, I think we are doing something useful to keep youngsters from getting discouraged and possibly dropping out of school.

A second phase of our project involves a tutoring program—one in which selected youngsters receive individual help from Princeton undergraduates and from adult volunteers drawn from the community at large.

In both of these projects there is a need for part-time—perhaps even full-time—assistance beyond that provided by volunteers. At the study center, for example, we need someone to recruit and supervise the volunteer staff and to provide continuity from one evening to the next. At the moment, the lack of such a person is perhaps the greatest weakness of the program. I imagine that a National Service Corps man could perform this function admirably.

Similarly, the tutoring program needs someone to coordinate various aspects of the program and to maintain close liaison with tutors, pupils, teachers, and school officials. We managed to hire a seminary student to help with this phase of the program, but we would need additional people to operate an expanded program.

Princeton, along with other communities, has a crying need for neighborhood recreation centers. Those of us close to the situation here in Princeton feel that the need is acute. Lack of funds, lack of space, lack of facilities are all problems, but even if the community could provide these, we would still have the need of trained leaders who would work effectively with the young people and help them find wholesome, socially approved outlets for their energies.

I am excited about the Service Corps idea because I can see these people functioning as catalysts for community action. There are, in every community, vast numbers of men and women with time, energy, and educational qualifications, and good will, who are willing—even anxious—to work on projects such as those I have described. What is frequently lacking is the leadership and people with skills needed to harness and coordinate these human resources. Dedicated men and women, such as those serving in the Peace Corps, can help through direct service, but even more important, through indirectly helping to mobilize unused community resources for the benefit of our youth. I can think of no federally sponsored project with greater potential for doing good at such small expense to the taxpayer.

Please let me know if I can be of further assistance.

Sincerely,

BENJAMIN SHIMBERG,  
Director of Educational Relations.

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STATEMENT BY SAN CARLOS APACHE TRIBAL COUNCIL, SAN CARLOS, ARIZ.

This statement is presented to the U.S. Congress by the Tribal Council of the San Carlos Apache Indian Tribe of Arizona. The tribe had hoped to send a member to Washington to testify in person in favor of the National Service Corps. For financial reasons this has proved impossible, and this statement is submitted in place of a personal appearance.



The San Carlos Apache Indian Reservation is one of the larger reservations in the country. It is located in the eastern part of Arizona and covers approximately 1,600,000 acres. The total population of the reservation is in excess of 5,200 people. There are two large settlements on the reservation: San Carlos, with a population of 3,700, and at Bylas, with a population of approximately 1,500. The balance of the residents live at widely scattered points.

The San Carlos Apache Tribe is organized pursuant to the Indian Reorganization Act and conducts its affairs through a popularly elected tribal government composed of 11 council members and a tribal chairman. The council manages the governmental and economic affairs of the tribe and operates a court and police system.

The Federal Government has a substantial plant located on the reservation, primarily at the community of San Carlos. The Bureau of Indian Affairs operates a school system and administers Indian landholdings. The Public Health Service operates a hospital and is engaged in the construction of water and sewer projects.

There is a critical need for programs on the San Carlos Reservation to improve economic conditions and to deal with the problems of social and cultural adjustment. A large portion of the potential labor force is either unemployed or underemployed. According to figures prepared by the Bureau of Indian Affairs, the labor force on the San Carlos Apache Reservation is 1,500 persons, of which 75 percent, or 1,225, are unemployed. Living conditions on the reservation are equally deplorable with almost all of the families living in one- or two-room shacks, without electricity, plumbing, a nearby water source, adequate light, heat, or ventilation.

There are a great many worthwhile projects on the San Carlos Apache Reservation in which the National Service Corps could effectively participate. The ones in which the tribe would be particularly interested are as follows:

1. *Self-help housing.*—The Public Housing Administration, in cooperation with the Bureau of Indian Affairs, is now conducting a pilot program for self-help housing on the San Carlos Reservation. The program has run into a number of problems caused by the lack of adequately trained personnel to supervise self-help construction. The program badly needs volunteer personnel with some building experience who would work with the Indian people to help build our own homes. It would be expected that as the program progresses the Indian people would become trained in self-help housing and would be able to carry on this work in the future.

2. *Community workers.*—San Carlos Apache Tribe has applications pending before the Community Facilities Administration of the Housing and Home Finance Agency to construct community buildings at San Carlos and Bylas. These buildings would serve as centers for community development and recreation programs.

In order to make these centers an effective source of community improvement, it would be necessary to have trained personnel to set up programs there. In the first instance, we would need people who are able to work with children, teenagers, and young adults in recreational programs. We would also like to expand to such programs as dramatics, arts and crafts, other hobbies. The community centers would also serve as a focal point for home demonstration projects. The National Service Corps volunteers could be used to operate the recreational programs and to give lectures and demonstrations to housewives in effective home management.

3. *Farm aid.*—The economy of the San Carlos Apache Reservation is primarily devoted to the production of livestock. Many individual members of the tribe own livestock, and the tribe itself also operates a large tribal herd. Although the Bureau of Indian Affairs does provide some technical assistance in the livestock operations, the tribe and its members feel that additional assistance is badly needed. Since the responsibility for extension work has been removed from the Bureau of Indian Affairs and placed in the State, there has not been an adequate number of extension agents available to assist cattle operators. National Service Corps volunteers who are experienced in animal husbandry could fill this gap, and thereby make a substantial contribution to the reservation economy.

4. *Home demonstration.*—Many San Carlos families lack training or knowledge in efficient and healthful home management. They could use assistance in such areas as nutrition, infant care, preservation of food, use of modern appliances, family budgeting, and sanitary housekeeping. This type of training is most especially needed by families who will be moving into the improved self-help



housing. Corpsmen with training in home economics and experience in working with depressed communities would be most useful.

With respect to all of these programs, general supervision would be lodged in the tribal council working through its advisory and executive committee. It would coordinate the work of the volunteers with tribal efforts and assistance from the Bureau of Indian Affairs, Public Housing Administration, Public Health Service, and other Federal agencies.

The tribe would do everything in its power to assist the National Service Corps to operate an effective program on the reservation. Specifically the tribe would endeavor to find suitable housing for the corpsmen, perhaps through the construction of self-help type housing units. The tribe would endeavor to provide needed transportation to the corpsmen through its tribal police. The tribe would make every effort to supply tools, equipment, and other materials which would be necessary to the corpsmen in carrying out these programs. For example, the tribe would purchase balls, records, and other recreational equipment necessary for a teenage recreational program.

The San Carlos Apache Tribe feels that the proposed National Service Corps presents a unique opportunity to improve the reservation. This kind of assistance has not been provided in sufficient quantity by the Bureau of Indian Affairs. The tribe feels that if a program were initiated by the National Service Corps it could be continued under tribal auspices.

Respectfully submitted.

MARVIN MULL,  
*Chairman, San Carlos Apache Tribe.*

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#### STATEMENT OF THE CHAMBER OF COMMERCE OF THE UNITED STATES

The Chamber of Commerce of the United States appreciates the privilege of commenting on the program envisioned in H.R. 5625, to provide for the establishment of a National Service Corps to strengthen community service programs in the United States.

As one of the organizations consulted by the Attorney General of the United States, whose Study Committee coordinated the developments leading to the present legislative proposal, the national chamber has followed all reports issued during the course of this development. It is apparent to us that the original concepts advanced for a Domestic Peace Corps have been greatly modified, with some characteristics completely eliminated.

The President's message in February of this year on youth problems recommended among other things that the Corps be a "small, carefully selected group," but no suggestion appears in the legislation about criteria or methods of selection of either the corpsmen or Corps projects except that they "will not displace regular workers or duplicate or replace an existing service."

The earlier description of the proposed Corps as an "elite, highly visible" group is nowhere implied in H.R. 5625. Nor is it any longer assumed, in provisions of the bill, that the program is designed to stimulate corpsmen to "further professional training and career preparation" for welfare work, as a statement in correspondence of the Attorney General's Office once indicated.

While the January report of the President's Study Group reported some 35 model projects which agencies or individuals had suggested, nothing in the proposed legislation indicates how or whether priority would be given to such projects—or how it could or would be determined that projects deemed so worthy by the agencies suggesting them could not be justified in their own state or community budgets and hence initiated without Presidential assistance.

In general, the present bill increases the vagueness of the Study Group's original presentation to a point of complete uncertainty about the programs being proposed. It authorizes the President and his several administrative appointees, and presumably other employees "he deems necessary," to make contracts or agreements for whatever projects they believe will do the most good with whatever governmental or nongovernmental agencies or individuals they may choose for whatever number of projects they deem expedient for as many years as the Congress will appropriate funds.

In short, the bill authorizes the President to spend \$5 million the first year—and unknown amounts in the future—to place corpsmen, as he defines them, wherever he believes they can do the most good in assisting the agencies of his choice to resolve whatever he believes to be the most "critical human needs" of any area of the Nation.



While the bill provides no operational meaning from which to predict its consequences, the advocates of such legislation have used certain sets of conditions and potential projects to justify it. These activities thus presumed to be possible and needed to improve the conditions of "migratory workers and their families" or "Indians living on or off reservations" or "residents of depressed areas" or "the elderly, the disabled, the delinquent young, and dependent children," could be undertaken without further Federal legislation. The executive agencies of Federal and State Governments already include departments presumed to be serving such purposes.

Certainly those agencies and the manpower they already have deployed to assist in the solution of such problems would be the best judges of the feasibility of utilizing amateur volunteers in the welfare undertakings apparently envisioned in H.R. 5625.

The Bureau of Indian Affairs is charged with such responsibilities; the Department of Commerce is already engaged in working with depressed areas under the Area Redevelopment Act; the Department of Labor already has a division handling problems of migratory workers as well as a Manpower Development and Training Act to provide for the upgrading of farmworkers; the Department of Health, Education, and Welfare has agencies for the rehabilitation of the disabled, for assistance to dependent children and for the correction of delinquency. These agencies are in a much better position to judge the feasibility and set the priority for any such undertaking than the prospective administrators, advisers, or consultants which the President would be authorized to appoint under H.R. 5625.

It was the unanimous judgment of the board of directors of the national chamber when polled in December last year that such legislation was unnecessary. The education committee of the national chamber, after further study, recommended to the board of directors on January 26, that the legislation be opposed, and their recommendation was also unanimously approved. The opposition thus expressed to the earlier proposal of the Attorney General's Study Committee is even stronger to the much vaguer program of H.R. 5625.

We respectfully urge this Special Subcommittee on Labor to seek full delineation of the operational meaning of programs envisioned in this bill to determine whether they are, in fact, necessary and, if so, whether they might not more effectively be carried out by present governmental agencies under existing legislation or through amendments to it. The chamber has found no justification for the enactment of the indeterminate legislation proposed in H.R. 5625.

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YOUNG ADULT COUNCIL OF THE NATIONAL SOCIAL WELFARE ASSEMBLY,  
New York, N.Y., July 1, 1963.

HON. FRANK THOMPSON, JR.,  
*Special Subcommittee on Labor, U. S. House of Representatives,*  
Washington, D.C.

MY DEAR MR. THOMPSON: The U.S. Young Adult Council, a coordinating body for national youth and student organizations, has passed the enclosed resolution endorsing the establishment of the National Service Corps. This resolution was unanimously passed at our December council meeting and subsequently adopted by 17 national youth and student organizations. The composite opinion expressed by the affirmative votes of these organizations unquestionably represents the sentiment and consensus of the vast majority of young Americans.

The International Peace Corps has served as a great symbol for American youth. Through the Peace Corps, students and youth have found it possible to serve their country and their fellowmen unselfishly and directly. In essence, American youth have had the opportunity of transforming their idealism into valuable service. In the same way, American youth want the opportunity to help build a better America. The National Service Corps offers such an opportunity.

There were many people who predicted that the International Peace Corps would be a catastrophic failure. It has been an outstanding success and even its strongest initial critics now grant its great value to our country and the world. By the same token, there are those who criticized the initiation of a National Service Corps and opposed the expenditure of any Federal funds for such a new project.



The youth of this country are vitally concerned about the welfare and development of our own Nation and would like to have the opportunity to put their idealism into practice here at home as well as abroad. We feel very strongly that the expenditure of any Federal funds for the establishment of a National Service Corps is not only money well spent, but a great capital investment in the future of our Nation that will pay very high dividends.

Respectfully yours,

JED JOHNSON, Jr., *President.*

#### RESOLUTION ON NATIONAL SERVICE CORPS

Whereas the Foreign Peace Corps has proved highly successful; and

Whereas many of the techniques used in the Foreign Peace Corps could be applied to recovering the annual losses to our Nation from unemployment, underdevelopment, and natural and manmade conditions requiring economic, social, technical, and cultural rehabilitation; and

Whereas only a national program can fully utilize the potential volunteer help in the most useful program; and

Whereas our society stands to gain many benefits from a national program which includes increased interchange of persons from the many sections of our country; and

Whereas there is widespread and enthusiastic support among youth for such a program: Therefore be it

*Resolved*, That the U.S. Young Adult Council goes on record in support of the establishment of a National Service Corps.

The above resolution was adopted at the December 1962 meeting of the U.S. Young Adult Council and subsequently approved by the following member organizations:

Americans for Democratic Action, Campus Division  
 American Youth Hostels  
 Experimenters Association  
 Lisle Fellowship  
 National Association for the Advancement of Colored People, Youth Division  
 National Council of the Young Men's Christian Associations  
 National Federation of Catholic College Students  
 National Newman Club Federation  
 National Student Assembly, Young Women's Christian Association of the United States of America  
 North American Student Cooperative League  
 Students for a Democratic Society  
 Student Religious Liberals  
 U.S. National Student Association  
 Workmen's Circle (Associate)  
 World University Service (Associate)  
 Young Christian Workers  
 Young Democratic Clubs of America

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#### STATEMENT OF MRS. HAZEL BLANCHARD, PRESIDENT, NATIONAL EDUCATION ASSOCIATION

The National Education Association supports H.R. 5625, the National Service Corps Act. The association urges passage of this legislation.

At the 1962 annual representative assembly held in Denver, July 1962, the 6,700 delegates adopted a special resolution which reads in part as follows:

"The National Education Association calls for wide recognition of the grievous problems in education of disadvantaged Americans. The mobility of the disadvantaged serves to underline the fact that their problems are the problems of the whole society. The forces that prevent their successful adaptation to urban living lead to low achievement, dropout, delinquency, disease, and disorganization.

"It is of the highest importance that the American people take steps to combat these problems at their roots. Public schools of good quality, universally available to all Americans, are the greatest single hope. Such schools are costly, but not nearly so costly as the other programs which must be—and are—provided for dealing with these problems.



"The association urges that action programs be planned and implemented which will lead to the rapid improvement of the educational, economic, and environmental status of 'Disadvantaged Americans.'"

While the proposal for a National Service Corps has not yet been made, it is clear that the Association's elected delegates share with President Kennedy and the sponsors of H.R. 5625 a deep concern for the problems of that segment of our society which circumstances prevent from sharing the economic, social, and educational rights to which every American is entitled.

The National Service Corps can demonstrate, as has the Peace Corps, that American ideals of equality of opportunity and human dignity are not idle platitudes.

The philosophy of survival only of the fittest is not part of the American creed. This Nation was founded on the principles of cooperation, of helping one's less fortunate neighbor. It is appropriate that as a Nation we reaffirm these principles.

The National Service Corps will provide through demonstration and proper utilization of volunteers, leadership to those communities who request the assistance of specially skilled professional personnel in solving their sociological and educational problems.

In the area of education there are several possibilities for National Service Corps volunteers to be helpful:

The development of cooperative day-care centers for children of working mothers which can provide safe supervision for children between the close of the schoolday and the parent's return from work is one important—and largely unfulfilled—need in many communities.

Training volunteers in teaching adult basic literacy courses is a vitally important service for both rural and urban areas.

Training community volunteers to tutor homebound physically or mentally handicapped children and youth is another unmet need.

These are only a few examples of many educational services in which National Service Corps volunteers with special skills can supplement the formal educational programs of many American communities. The NEA believes, of course, that such programs should be part of the tax-supported public educational program. However, realistically, we recognize that such projects exist only rarely. Through demonstration by the National Service Corps the value of these and other projects can be recognized as important aspects of the education program, far outweighing the cost involved.

The National Education Association is dedicated to the upholding of democratic civilization, to the promotion of the welfare of children and to the fostering of education for all of the people. Support for the National Service Corps clearly corresponds with these high principles of achieving human dignity.

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#### STATEMENT BY H. CURTIS MIAL

I welcome and appreciate this opportunity to testify in support of the National Service Corps bill. My statement is presented by me as an interested individual citizen. However, the views expressed substantially reflect the views and interests of the National Training Laboratories (NTL) of which organization I am associate director. I believe they also reflect views of many other individuals and units of the parent organization, the National Education Association (NEA).

The proposed domestic service corps speaks directly to the same concerns which 4 years ago led NTL to embark on a new program of community leadership training, held the first summer in Bethel, Maine, and now held both in Maine and at Cedar City, Utah, with the cooperation of the major colleges and universities of the intermountain region. It may be helpful to place my statement still more in context by adding that my own interest in the idea of a Service Corps has been built over a number of years devoted to community organization and development. As director for some years of the New York State Citizens' Council, for instance, my colleagues and I would many times have welcomed Service Corps men to collaborate in some community project. We would have seen this not only as a source of manpower and resources but also as a means of dramatizing the need to mobilize men and women of all ages in programs of community problems solving and improvement.



Actually, the New York State Citizens Council with leadership from a number of colleges and universities of the State and various organizations has devoted considerable time over the past 2 years to a possible service corps for New York State. As visiting faculty in 1960 at Southern Illinois University's community development program, I had still further opportunity to see the potential role trained corpsmen might fill, this time in an area designated as economically distressed.

I mentioned these three programs—the National Training Laboratories training program conducted by interuniversity, interdisciplinary staff teams, the New York State Citizens' Council, and Southern Illinois University's community program—to suggest that there are in existence programs where there is already interest in a Service Corps and where there is a body of experience and resources to help train and place the corpsmen. You have heard testimony previously on other university programs as potential sources of help in developing and using a Service Corps.

My major purpose in coming here today is not only to support the idea of a Service Corps but also to stress the importance—the critical importance I believe—of building into the program an adequate training emphasis. May I first say a few words about why the proposed program seems to me to ring a very loud bell.

The literature on the community is filled today with despairing remarks on the fact that we have lost our sense of "community," without which no civilization can long survive, that communities are disintegrating (in rural as well as in urban America), that our social technology has not kept pace with technological change, and that we have found no replacements for traditional social mechanisms for solving community problems through collaborative action. We face, particularly in large urban cities, problems that are so big and so complex that citizen participation seems impotent to take significant action or to play a real role in making decisions. At the same time that the individual is further and further removed from significant participation, behavioral science tells us that man has a deep and basic need to serve, to belong to a community, to take social responsibility, to become involved and personally engaged in something that he can feel is important. We see all too vividly the demoralization of young people who drift into trouble without significant employment or responsibility and who have become alienated from adult society. We see the demoralization and waste of human resources of older people who have outlived their jobs but not their need to contribute and to use the talents and resources which they still possess. And while human resources are underutilized, we see communities with mounting problems, both physical and social. The national service program represents, potentially, a bold attack on these problems and an imaginative use of available resources. I do not see the program as a substitute or replacement for programs already underway. I believe that it can be designed and administered in such a way that existing agencies, many of them pitifully understaffed, could use the program to dramatize the problems they now encounter when they try to link volunteer action with professional service and when they try to recruit and work with volunteers.

I believe the range of activities that the corpsmen might engage in is very wide. I believe they could, for instance, play an active part in helping immigrants in our cities learn ways of the city. I believe they could help lonely, isolated aged people by visiting with them and helping them on specific problems. In so doing they might demonstrate that the growing distance between young and old in our communities might be bridged with values resulting to both groups. I believe the corpsmen could make significant contributions toward lessening the problem of juvenile delinquency by working with existing programs which are seriously understaffed. They might, for example, work under supervision with gangs in urban neighborhoods. They might help man volunteer neighborhood cleanup programs, providnig leadership, example, know-how. They might tutor students having difficulty with school and perhaps prevent drop-outs. They might interview people who, for whatever reason, feel that their talents are not being utilized and they might through local agencies help in referrals. They might assist teachers, social workers, youth workers, church workers, and many others who are professionally competent but overloaded.

I believe the problem will not be devising ways in which corpsmen can make a valuable contribution to community life. I believe the more urgent problem will be how to prepare the corpsmen for what will be a challenging and often a difficult assignment.



The proposed service program is consistent with some of the traditional characteristics of American community life. These might be described (as the visiting Frenchman de Tocqueville did over a hundred years ago) as "volunteerism, civic spirit, and involvement." As life has grown more complex and as our problems require more and more highly specialized skills and knowledges, it has become increasingly necessary to add to these three forces a fourth requirement. I refer to a new kind of training—training for community action. Good intentions are not enough. I believe that the ceiling as to how far the service program can go will be set by the extent to which it builds in an adequate program of training. I believe that if this can be done, it will not only help assure the effectiveness of the program but that it will point the way toward the kind of training and development that should be built into any local development program, whether concerned primarily with community renewal, mental health, better schools, economic development, delinquency prevention, or any other area of major community need. The Service Corps might well serve to increase the impact of a wide range of programs through dramatizing the need for better training and demonstrating how this need can be met. NTL's experience over the past 17 years of conducting training programs staffed by a national network of behavioral scientists located at universities across the country indicates that there is (a) a body of tested experience and (b) a considerable number of competent behavioral scientists available for extending this experience to a national service program.

*A challenging role.*—It would seem to me a great mistake and hazard to underestimate, in our enthusiasm for the national service program, the difficulties the corpsmen will encounter and the complexity of their role. They may, and probably will, have to cope with the fears and uncertainties of local agents who may see the corpsmen as an invasion. Missionary zeal and good intentions will not be enough. The corpsmen will be dealing with volunteer workers who cannot be coerced into change, or with community professionals with long years of experience. The effective corpsman will need to understand the pressures and possible anxieties of local leaders. He will need to understand and manage his own anxieties. He will need to be able to listen. He will need to be able to approach in an orderly way, to look for alternatives rather than for the answer. He will need to be able to find his own rewards in achievement by others rather than in applause for his own contribution. He will need to be able to communicate his real intentions and to behave in ways that community leaders will see as consistent with these stated intentions. He will need to be able to check with others on how they see what he is trying to do. He will need to be able to relate to all kinds of people—of all ages, many occupations, many points of view, many philosophies of community work.

Of particular importance, the corpsman will need to be able to work effectively in small groups—committees, work teams, neighborhood groups, etc. He will need to develop skill in diagnosing what is keeping a group from making decisions, from developing effective teamwork, from moving from talking to acting.

*Training goals.*—In summary, it would seem to me that the corpsmen will need to develop skill and insight along these broad lines (in addition to specific competence in some area—education, social work, youth work, etc.):

1. Self-understanding and awareness (of his own motivations, his own anxieties, his characteristic ways of dealing with people, etc.).
2. Sensitivity to others (their needs, their response to him, etc.).
3. Skill in small group processes (how they make decisions, communicate, get participation, etc.).
4. Understanding of processes that operate in the larger organization, in neighborhoods, and in the community at large (who makes decisions, how groups communicate with one another, where the real power lies, etc.).
5. Understanding of how change is brought about (in oneself, in others, in organizations, in the community).

Some more specific training goals would need to include:

1. Clear understanding of the purposes of the Service Corps.
2. Information about basic principles of human behavior as they relate to leadership, to group behavior, to relations between groups.
3. Information and knowledge about basic problems of change.
4. Information and knowledge about differences between social, ethnic groups and how to communicate across cultural differences.
5. Insight about one's own feelings and behavior.
6. Ability to react effectively under stress and emergency and possible conflict.



7. Ability to test reactions of others to one's own behavior.
8. Ability to conduct and lead meetings.
9. Ability to consult with others whether in the role of giving or receiving help.

10. Ability to perform a variety of specific skills (running a projector, a tape recorder, make visual aids, record meetings, etc.).

*A suggested training approach.*—I would like to propose that a demonstration or experimental training program be built into the service program so that the effectiveness of training along behavioral lines might be tested. A training design should include data collection of data before and after training, and after some community work by the trainees so that any increase in effectiveness could be compared with corpsmen going into communities without such training.

I would propose that the demonstration training should be built upon the body of training experience accumulated over the past two decades. I refer specifically to the work coordinated by the National Training Laboratories but conducted by interuniversity, interdisciplinary staff teams. The trainers would be carefully chosen behavioral scientists with experience in community leadership training. The training would include:

1. Experimental group situations in which the trainees engage in the development of a work group starting without imposed structure.

2. Participative cases and role playing situations anticipating the kinds of problems the corpsmen will probably encounter.

3. Practice experience focusing on leadership skills and skills relating to others.

4. Planning and application groups in which corpsmen think ahead to ways of handling realistic future situations.

5. Information sessions presenting knowledge about individual, group, organizational, and community change.

6. Opportunity to read and discuss pertinent writing.

Over the past two decades members of major universities across the country have helped to develop the kind of training proposed here. The National Training Laboratories (NTL), for example, draws its staff from 150 scientists largely located on university campuses who have agreed to serve as staff on specific training projects of from 1 to 3 weeks in duration. Current discussions are moving toward a more closely organized association of universities with an interest in behavioral science and training. This represents a potential source of widely distributed resources for building training into the proposed Service Corps. It would be entirely possible for the Service to tap into this already developing resource.

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STATEMENT BY ANDREW F. FISCHER, O.D., ADMINISTRATIVE DIRECTOR, NEW JERSEY OPTOMETRIC ASSOCIATION

Mr. Chairman and members of the committee, my name is Andrew F. Fischer. It gives me great pleasure to appear before you at the invitation of Congressman Frank Thompson, of New Jersey, who is chairman of this subcommittee and author of the bill now under consideration, to establish a National Service Corps.

I am a graduate of Pennsylvania State College of Optometry and licensed to practice optometry in New Jersey. For the past 17 years I have served as the full-time administrative director of the New Jersey Optometric Association, located at 162 West State Street, Trenton, N.J.

The New Jersey Optometric Association is affiliated with the American Optometric Association and I am a member of both. My appearance here, however is on behalf of the New Jersey association. Our association is in favor of the establishment of a National Service Corps as proposed by H.R. 5625.

In President Kennedy's message he recommended the establishment of a National Service Corps composed of professional personnel and part-time local volunteers to help provide urgently needed services in mental health centers and hospitals, on Indian reservations, to the families of migrant workers, and in the educational and social institutions of hard-hit slum, rural, or poverty areas. We do not have Indian reservations in New Jersey but we do have all of the other problems referred to in the President's message. Unfortunately, the public in general is not aware of the extent that defective vision is a contributing factor to juvenile delinquency, mental retardation and other social welfare problems.

Our profession is composed of men and women dedicated to the visual welfare of those whom they serve. The code of ethics of the American Optometric



Association provides, among other things, that it is the duty of its members, "to see that no worthy person shall lack for visual care, regardless of his financial status."

There are literally thousands of our fellow citizens who are lacking adequate vision care, but not through any failure on the part of the members of our profession to adhere to this provision of our code of ethics. The principal reason for this lack is that the public take God's gift of vision for granted and neglect it, often with dire results.

The following activities are illustrative of the work of the New Jersey Optometric Association, on which we base our belief that there is a real need for the proposed Corps and that optometrists should be both recognized and called upon to take an active part in its work.

(1) The president of a parent-teachers' association appealed to the New Jersey Optometric Association to assist in developing a program to determine which children in her school were visually inefficient and to provide the means to obtain professional care for those children found to have defective vision whose family resources were not adequate to provide it. By training PTA members to administer a simple, nondiagnostic vision screening procedure, supervised by members of our association, children with a vision problem were readily identified. Those whose parents were unable to provide the professional care required were assisted by our members in collaboration with various community groups. This one experience triggered an organized statewide program sponsored by the New Jersey Optometric Association with the active assistance of the Lions Multiple District 16, to train PTA mothers to conduct the vision screening procedure, which resulted in tens of thousands of school children having their vision screened, and those with vision problems were given professional care.

(2) In one of the populous counties of New Jersey, welfare clients were required to visit public clinics when in need of vision care. For the elderly and infirm this was a great inconvenience and frequently required considerable travel, periods of waiting, and sometimes less than considerate attention. When this situation was reported to our affiliated county optometric society, a much-improved program was put into effect. Under it, elderly and infirm welfare clients are able to go to the private offices of optometrists in their own neighborhoods. They are treated with the dignity accorded the other patients of our members. The costs for this superior program were, and still are, extremely modest.

(3) During the time that the Hungarian refugees were pouring into Camp Kilmer, near New Brunswick, N.J., it developed that many had lost or broken their glasses or were otherwise in need of vision care. Plans were underway to transport the needy refugees to the optometric clinic at Fort Dix, a round trip of approximately 120 miles. Through a member of our association who was on the county Red Cross board, the matter was brought to our attention with the result that arrangements were made for the refugees to be examined in the private offices of optometrists in New Brunswick without cost and, where required, the corrective eyewear was furnished and billed to the Red Cross at actual cost.

(4) Recently our State committee on vision care of the aging has been conducting a study to determine the unmet vision care needs of persons in retirement and nursing homes, and also for migratory workers and their families. New Jersey, which is known as the Garden State, employs thousands of migratory workers in its truck gardens and orchards. This study is being conducted to support an application for a grant under the Community Health Facilities Act to equip and staff a mobile portable unit to serve these unmet needs. For the migratory workers there are practically no existing vision care resources available.

A preliminary analysis of the responses received in this study is attached. It shows that in making it 248 questionnaires were sent to nursing or retirement homes. To date, 50 responses have been received, which is slightly more than a 20-percent return. Over 95 percent of the inmates were 65 years of age or older. Their financial status showed that more than one-fourth were totally indigent, and slightly less than one-third were self-sufficient, and the others were receiving all or part of their support from relatives or friends.



Only 1 of the 50 responses reported adequate refractive facilities on the premises. There the professional services were being rendered by optometrists. One reported that they had a visiting ophthalmologist who performed refractions on the premises but with very limited facilities. Nine reported clinical facilities in the area. Nine reported no facilities for refracting whatsoever. Thirty-three were using private offices of optometrists or ophthalmologists. This involved a transportation problem. More than one-third were either wheelchair or stretcher cases. Practically none of the institutions included the cost of vision care in their services. Only three bore any of the expense. One did pay all the costs, another approximately 75 percent and the third 50 percent. In response to the question: "Is vision care important in nursing and/or retirement homes?" 100 percent answered in the affirmative, many with emphatic expressions of need. Practically all were in favor of bringing the vision care program to the institution.

The foregoing are merely four examples which illustrate how needs in the area of vision care which had been neglected have recently been satisfactorily resolved or are on the way to a solution.

Please do not misunderstand me. There is, today, a shortage of qualified optometrists and we are actively engaged in a program of recruitment for students in our schools and colleges of optometry. Our support of this bill is not for the purpose of making jobs for optometrists, but we desire to make certain that the services of our profession are utilized to the greatest possible advantage in promoting the visual welfare of the public. This can best be accomplished through cooperative programs with such organizations as the Red Cross, the PTA, the Lions Clubs and other service and welfare groups. The members of our profession, not only in New Jersey, but in all of the other 49 States and the District of Columbia, are ready and willing to cooperate. We believe the passage of this bill and its proper administration will help to bring about better vision care for those described in President Kennedy's message which prompted its introduction.

PRELIMINARY REPORT: QUESTIONNAIRE STUDY OF UNMET VISION CARE NEEDS  
COMMITTEE ON VISION CARE OF THE AGING

On 248 questionnaires submitted to nursing and/or retirement homes, 50 responses were received.

A 20-percent sampling of all institutions provides a reliable poll on which to base the characteristics of all; 95.88 percent of the inmates of the institutions polled were 65 years or older.

|                                    | <i>Percent</i> |
|------------------------------------|----------------|
| Self-sufficient.....               | 31.63          |
| Partially self-sufficient.....     | 10.10          |
| Partially supported by others..... | 12.36          |
| Wholly supported by others.....    | 13.01          |
| Indigent.....                      | 27.32          |
| No response.....                   | 5.49           |
| Total.....                         | 100.00         |

The spectrum of financial means shows that slightly less than one-third of these people were self-sufficient; one-fourth were totally indigent; five-twelfths or slightly less than half, were able, through themselves or by help of family, to provide for part of the cost of their maintenance. The mass of more than two-thirds could not meet the cost unaided.

Of these people 86.5 percent were domiciled in nursing homes; 13.5 percent were domiciled in retirement homes.

Of the 50 institutions which remitted the filled-in questionnaires, only 1 (Daughters of Miriam Home & Infirmary for the Aged) reported adequate refractive facilities on the premises. Here optometrists were the refractionists.

One (Counterside Nursing & Convalescent Center) reported a visiting ophthalmologist who performed on premises refraction, but without adequate facilities on premises. Nine reported having clinic facilities available in the area. Nine reported no facilities whatsoever—on or off the premises—so that there was no means of providing adequate vision care. Thirty-three reported using the private offices of neighboring refractionists—optometrists or ophthalmologists. This required the use of transport with special difficulty for the nonambulatory.



Reasons given for inadequate vision care:

- (1) Lack of transportation.
- (2) Absence of portable equipment.
- (3) No equipment in building.
- (4) Financial.
- (5) Difficulty in moving the nonambulatory.
- (6) Difficulty in securing on premises services of refractionist.
- (7) No system of regular checkup.

Of those that answered, 36.5 percent were nonambulatory. More than one-third would require wheelchair or stretcher to be transported to off premises site of refraction.

Practically none of the institutions included vision care in the total cost of their services.

The Lutheran Home at Moorestown paid approximately 50 percent of the cost. The Bloomfield Home for the Aging paid all cost where needed. The Haddonfield Home paid approximately 75 percent of the cost.

Where vision care was not included in the total charges—

|                                  | Percent |
|----------------------------------|---------|
| Were able to pay fully-----      | 12.5    |
| Were able to pay partially-----  | 61.5    |
| Were unable to pay anything----- | 20.5    |
| No report-----                   | 5.5     |

In response to the question, "Is vision care important in nursing and/or retirement homes?" 100 percent were in the affirmative, with many enthusiastic expressions of need. Over 98 percent expressed affirmatively the need for a vision care program that could be brought to the institutions.

In response to the question, "Would your organization cooperate and assist in the development of an acceptable program of vision care?" all those that responded (31 out of 50) gave an enthusiastic "Yes." There was no negative response—19 left the question unanswered.

Concerning vision care needs of the migratory worker and his family:

In New Jersey there were 23,530 farmworkers, and in addition 330 dependents for a total of 23,860. Of these, 11,318 are residents of New Jersey; 5,230 come from other States and 6,982 are from Puerto Rico, et sic. The latter (6,982) are Spanish speaking.

The seasonal characteristics of their employment are such that 10,921 are employed between April and June inclusive; 20,490 are employed between July and September inclusive; 8,001 are employed between October and December inclusive. There are no figures available as to their employment between June and March inclusive.

For these people there are no existing vision care resources available, except referrals to the Commission for the Blind. The only resource these people have is available only after vision is lost.

In response to the question, "To what extent are existing vision care resources utilized?" the answer is "Very little, if any."

These seasonal workers, whose incomes are notoriously low, do not have the benefit of unemployment compensation during the off season. The little they earn during the agricultural season must be spread out to suffice for the months of no employment. They are a group uncared for, and almost forgotten.

AMERICAN PUBLIC WELFARE ASSOCIATION,  
Chicago, Ill., June 11, 1963.

HON. FRANK THOMPSON, JR.

*Chairman, Special Subcommittee on Labor, Committee on Education and Labor,  
U.S. House of Representatives, Washington, D.C.*

DEAR MR. THOMPSON: On behalf of the American Public Welfare Association I should like to express our support for the principles and general objectives embodied in the proposal to establish a National Service Corps (H.R. 5625).

The American Public Welfare Association is the national voluntary organization representing the field of public welfare. Our membership includes public welfare agencies at all levels of government and individuals who work in these programs, as well as others having an interest in this field.

The members of our association are well aware of the services needed among migrant workers, Indians living on reservations, the mentally ill in institutions, and individuals and families living in the blighted areas of large cities. In



almost all situations of these kinds public welfare agencies are already carrying heavy responsibilities for providing assistance and services. But we doubt that there are any of these instances in which much more help is not needed. We believe there are many situations in which National Service Corps projects could provide services that are urgently needed and which could not otherwise be made available.

It also appears to us that the mechanisms for sponsorship and organization which are proposed would open new opportunities for volunteer service. Such opportunities, we believe, would not be in competition with the existing volunteer services, but would rather augment the total contribution of volunteers by recruiting new workers.

In our view one of the essential features of the proposal is that projects would be set up and corpsmen assigned only on the invitation of a responsible local sponsoring authority. We believe that a provision of this kind is a necessary safeguard and that it will also result in increased public support for the undertaking.

We are confident that if this program is enacted public welfare agencies throughout the country will be prominent among the sponsors of projects.

Sincerely yours,

HAROLD HAGEN,  
*Washington Representative.*

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NATIONAL COUNCIL OF SENIOR CITIZENS, INC.,  
*Washington, D.C., August 1, 1963.*

HON. FRANK THOMPSON,  
*U.S. House of Representatives,  
Washington, D.C.*

DEAR SIR: The enclosed copy of a letter sent to Senator Lister Hill should be of interest to you. May we hope that you will give it deep consideration? Its aim is to help those who are unable to help themselves. The proposed National Service Corps would only be a small start toward a great and noble objective. But when the Nation has been fully mobilized under the proposed voluntary system, the National Service Corps will become the greatest humane undertaking that has ever been launched by a free society.

To help the needy, those in despair and desperate and uninformed to climb out of the mire of poverty and idleness to a useful life, should be the aim of all men of good will.

Sincerely,

WM. CASTLEMAN,  
*Member of the Board.*

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NATIONAL COUNCIL OF SENIOR CITIZENS, INC.,  
*Washington, D.C., July 30, 1963.*

HON. LISTER HILL,  
*U.S. Senate Office Building,  
Washington, D.C.*

DEAR SENATOR: A great many Americans of good will with the milk of human kindness in their hearts have long looked to their Government for leadership in lessening the evils of poverty. The proposed National Service Corps may mark the beginning of a humanitarian effort to deal with this gigantic evil that has plagued mankind over the centuries.

The cry of despair that is heard coming from the slums of our big cities can be brought to an end only when the men and women of good will volunteer to give sincere aid to those in great distress, to lift them out of the mire of poverty into a life of independence. I see ever before me a great mass of humanity who need sympathetic understanding and guidance, training, physical and mental activity toward a useful purpose, that they may be lifted out of a life of boredom and idleness into a life of usefulness and independence. I feel very depressed when I see so many elderly left to live a life of idleness and boredom when they could be restored to a life of usefulness and greater happiness.

The many third-class nursing homes are outstanding examples where the life of the patients' health is badly neglected. Many are just human dumping grounds, patients receiving no physical therapy. They are left to physically disintegrate and die, receiving inadequate and improper health care. The only real interest that motivates them is how much money they can make. In some



cases I found that where a patient had money in the bank and wrote their own checks, that extortion practices were used to obtain money for extra services that were never rendered. In some cases I found that where the patient had some money, relatives with greedy appetites induced nursing home owners to hasten death by injections of morphine or constant giving of barbiturates to patients. This destroyed their desire for food. The patient soon died of malnutrition, although the nursing home doctor stated that death was from heart failure.

That great law giver and human emancipator Moses said 3,500 years ago, "Do not leave the world to itself that you may save your own soul, but rather, do good in the world that you may be happier and the world be better." That should be the object of all thinking men and women who will volunteer in the National Peace Corps.

Sincerely yours,

WM. CASTLEMAN,  
*Illinois Field Representative.*

ST. LOUIS, July 28, 1963.

SPECIAL SUBCOMMITTEE ON LABOR,  
*George Washington Inn,*  
*Washington, D.C.*

DEAR SIR: Enclosed are some of my reflections following conversations with various friends of mine on the topic of the National Service Corps. It is hoped that you find them intelligible and not too irrelevant to your current hearings.

Sincerely yours,

ROBERT C. BABIONE.

The prospect of an organization such as the proposed National Service Corps suggests many exciting possibilities, both for bringing relief to those in need of aid and for giving meaningful experience to those who serve. But these possibilities will only be realized if the program is established boldly and imaginatively with high ideals and as an undertaking different in kind from most presently existing welfare programs. Imaginative planning is needed, first of all, to break away from the redtaped patterns of typical programs and place the accent on direct relief of the immediate needs of those with problems. Furthermore, by establishing full-time contact between the volunteers and those they aid, the Corps could pursue a coherent course which would have a significant cumulative effect. But these imaginative elements will be of little value unless they are accompanied by high objectives which will both attract and stimulate those who will do most to make the Corps effective in its immediate undertakings and produce desirable long-range results.

When thinking of the Corps as addressing itself to urban problems, it is natural to conclude that the most effective way of organizing and deploying units of the Corps would be to provide their housing in the midst of the area in which they will be working. Since it is expected that the Corps will be making its services available to multiproblem families, their quarters would be in the neighborhoods that have deteriorated. In these circumstances the Corps initial steps to refurbish its own property, making it a model of order and neatness without ostentation, would be a beginning of movement away from continuing deterioration.

Furthermore, having the volunteers actually living in the area in which they work will make them neighbors to those they help, and as such they will have the opportunity to come to a realistic understanding of the problems involved and the approaches to solutions which would be most adequate. In addition there would be the possibility of pursuing a coherent course of action. In present welfare organizations in which each case is treated as an isolated problem by a central and removed office, the results of the remedies are most apt to be isolated. However, with constant on-the-spot attention given to the problems of a particular area there is a good possibility that remedies would be related and effects would be cumulative.

Another advantage of having Corps members living at the scene of their activity is that aid would be immediately available for those emergency situations that could arise; little problems could be met with swift and effective action which could prevent development of major problems. There is already some evidence of the value of having on-the-spot service available even when it is



only part time. In one of St. Louis' public housing areas an office of the housing authority was set up to handle immediate needs more quickly. This move contributed to a dramatic reduction of the crime rate in the area so that it is now substantially below that of the city at large rather than substantially above.

Inclusion of a feature which would allow the Corps to render assistance with a minimum of restrictions and administrative redtape could also be important to the effectiveness of the Corps operations. First of all it would be of value because it would avoid one of the handicaps of most present arrangements; namely, the delay of technicalities. Ofttimes a person in need will be shuttled from one agency to another until he arrives at the one that might be willing to help him, and then there is the delay of filling out forms, making applications, satisfying requirements for investigations, etc. In the meantime nothing gets done and the difficulty of the situation is very apt to become compounded. But with provision for immediate and uncomplicated aid for whatever problem arises, the results should be more satisfactory and considerably more economical. And so long as there is the provision that the volunteers live in the area in which they are working and become intimately familiar with the circumstances generally prevailing, the perennial problem of chiseling should be kept at a reasonable minimum.

The range of specific projects in which the volunteers could engage is great, and the Corps should be established so that it can function in as many areas as need arises. First of all the volunteers should cooperate with existing programs; they could, for example, serve as "big brothers" for orphaned juveniles and advise mothers who have been left with the responsibilities of running a household on matters of home management and child care. Besides this they could cooperate with officials of the schools in the area in working on the problem of dropouts or by serving as moderators and coaches in extracurricular activities. And volunteers could be available, so long as flexibility is stressed, on an emergency basis for any agencies that might need them, an example being the relief of the overtaxed staffs of hospitals during the recurrent influenza epidemics.

Besides augmenting existing programs, the Corps could undertake some specific activity of its own. A good possibility would be a program addressed to the problem of illiteracy. Using a method similar to the one which has proven successful in Mexico, the volunteers would teach on an individual basis and prepare each student to teach another student in turn. If a more concerted approach to the problem were desired, volunteers could teach the techniques of the method during the school year to students who would then be equipped to work full time during the summer months as literacy instructors. Additionally there could be many other projects which might range from civic beautification to programs for physical fitness.

Besides making the National Service Corps different from most existing programs in the matter of its organization and technique by having volunteers living in the area in which they work full time with a minimum of redtape, the Corps ought to be made superior in its objectives. The magnitude of the welfare and relief problem is apt to be increased with the continuation of unemployment, automation and population expansion, and the complexity of the problem is only partially reflected in the current turmoil in the area of civil rights. In the face of this growing and complicated problem, a careful searching out of new and more effective approaches to the whole problem will be needed. Hence the Corps ought to be established on lofty principles of self-sacrifice and dedication to the service of fellow men so as to encourage participants to vigorously and wholeheartedly apply themselves to the working out of a more satisfactory solution to the problem, both while they are associated with the Corps and after they leave its service.

It will only be by such high ideals that the program will be able to tap the immense reservoir of vitality and energy present in those perceptive members of the current generation of young persons who are dissatisfied with the generally prevailing selfish business ethics but are unable to do anything of themselves to effect a change. Boldness of ideals in the establishment of the Corps would make it a focus which could develop for some the concept of the relief of those in need as a way of life, and, most importantly, provide a concrete means of bringing the concept to actuality. Adoption of such a way of life, if only by a small percentage of those who participate in the Corps program, could bring an enormous benefit to our society as a whole.



READING, OHIO, July 10, 1963.

HON. FRANK THOMPSON, Jr.,  
House Office Building,  
Washington, D.C.

MY DEAR MR. THOMPSON: I have received a copy of House bill 5625—of which you are the sponsor—from your colleague, Mr. Clancy. My purpose was to review this bill and inform Mr. Clancy of my opinion on it; as sponsor I wish you, also, to know my feelings about it.

My objections to this legislation are as follows:

(1) Section 5(b) is a broad statement as to who may be enrolled in the National Service Corps. It is even broad enough, under the definitions and terms of the New Frontiersmen, to include Communists, if the President determines that it might be in the national interest. Under the current policy of appeasement and surrender this paragraph does not surprise me, and I object to the entire bill for just this reason alone.

(2) Section 3(c) authorizes \$5 million for the fiscal year beginning July 1, 1963. This is only a beginning, and it puts me in mind of the Area Redevelopment Act which was enacted into law some 2 years ago. All of my inquiries as to funding and the number of personnel now in this Area Redevelopment Act have never been answered directly, and this act, H.R. 5625, promises to go the same way. Thanks, but, "No, thanks."

(3) Sections 5(j) and 7(a) also do a remarkable job of tying this act into all other agencies of the Federal Government to the extent that it could never be disentangled. It is my opinion that many bills are deliberately done this way so that, once they are started, they could not be dislodged without causing a major upheaval in the bureaucracy in Washington.

(4) Section 6 states outright that the bureaucracy in Washington will become more topheavy; at least, whoever drew up the bill did not try to conceal this fact: "The President may employ such persons as he deems necessary \* \* \*." This is also an excellent opportunity to pay off political debts as was the case with the Area Redevelopment Act.

(5) Section 7(c) is, I am sure, inserted to legalize the fact that this act is currently in effect, and has been for some months, any denials notwithstanding. Why would this section be in this bill otherwise? The administration can use funds of other agencies to finance this bill, as it has been doing with or without the knowledge of the Congress.

(6) Section 10(2) states that "\* \* \* expenses of printing and binding without regard to the provisions of section 11 of the act of March 1, 1919 (44 U.S.C. 111)." I wish to inquire just what this is without regard to.

(7) Section 12 is, in my estimation, a week-kneed attempt to placate the patriotic Americans so that Communists could not become members of the Corps. However, it is left to the discretion of the President just what or who serves the national interest, and this area is certainly open for debate, in view of the current policy of appeasement and surrender.

In closing, this bill would increase the Federal bureaucracy to some unlimited boundary, the Federal Government could stick its nose into everything domestic—National, State, and local—and I would like to know just how many employees are working under the auspices of this act right now (per sec. 7(c)).

Our country can do without further Federal Government interference in State and local affairs. For this, and the reasons enumerated above, I stand opposed to H.R. 5625.

Thank you.

ROBERT H. MUELLER, Jr.

PRINCETON, N.J., August 1, 1963.

HON. FRANK THOMPSON, Jr.,  
U.S. House of Representatives,  
Washington, D.C.

DEAR MR. THOMPSON: No one has tried to imagine the scope of activities the National Service Corps may become involved in. One project that has been mentioned, and I am familiar with, is a tutorial project in urban and rural communities.

This past spring I participated in the Philadelphia tutorial project while a junior at Beaver College, Glenside, Pa. This project is concerned with tutoring students, particularly junior high and senior high school students, in specific subjects of difficulty. The districts with the greatest dropout rates have been the centers of concentration in this effort to raise the standards of education.



This project was started by college students in Philadelphia. Timothy Parsons was the director for 1962-63. Each college in the Philadelphia area was encouraged to participate and application blanks were made available to the Beaver campus. The YWCA on campus decided to support the project in the fall and became a sponsoring group. Each student was requested to give at least 2 hours a week to tutoring a subject she felt qualified in, but only a small number actually participated.

The Board of Education of Philadelphia is in support of the program and the individual schools have cooperated. The guidance counselor in each school involved has referred the names, addresses, and problems of the students he thought could benefit from extra tutoring to the director. Each of these students was consulted before his name was submitted, and each must have the desire and potential ability to improve himself.

There are many more students anxious to be tutored than there are college students available to tutor. When a person applies as a tutor he has the choice of one or more students, the subject he wishes to tutor, and the location in which he tutors.

The churches have taken an active part in the project, and many have opened up their facilities for evening tutoring sessions. The churches and the students who tutor are making sacrifices to see that some of the children who want academic help get it. This means something to the high school students who may have little incentive to learn while at home.

The National Service Corps could find an area for involvement in the field of tutoring. A small group of corpsmen in an urban or rural area, where there is a high dropout rate in the schools, could organize a volunteer group of students or adults to tutor. Although college students in the larger cities have started such projects, there are many smaller cities, towns, and rural communities where none have started and may never start without some assistance.

The possibilities for a Service Corps are numerous, and I think a tutorial project should not be overlooked.

Sincerely yours,

LINDA JOHNSTON.

NATIONAL CONSUMERS LEAGUE,  
Washington, D.C., July 29, 1963.

HON. FRANK THOMPSON,  
*Chairman, Special Subcommittee on Labor, Committee on Education and Labor,  
House of Representatives, Washington, D.C.*

DEAR MR. THOMPSON: The National Consumers League would like to express its strong support of H.R. 5625, a bill to establish a National Service Corps. The league has long worked in support of legislation to better the working and living standards of our citizens. We are intensely interested in the problems of migratory farmworkers as well as urban workers.

We believe that H.R. 5625 will be helpful in two very basic ways: (1) it will channel energetic qualified persons into communities needing a variety of personal social services that are either not currently available or not currently fully appreciated; (2) it will help the people who participate in the Corps and the American public in general to a better understanding of some of the vital social problems of our country today. This opportunity to increase public awareness of the unsolved problems of "the other America" and the "invisible poor" is invaluable and will stimulate constructive solutions of neglected social problems.

For many years, a great variety of social service organizations have carried out projects similar in many ways to those proposed in the legislation. Reports on these projects which we have had occasion to read are rich in examples of the types of benefits derived by both project workers and communities from these projects. But these agencies have neither the money nor the available personnel to carry on the extensive type of work that is necessitated by the ever-increasing problems facing rural and urban community life.

We are particularly gratified that H.R. 5625 takes cognizance of the problems of migratory farmworkers and proposes to utilize the Service Corps in this important area.

Here is a group of workers whose problems are hidden from most Americans because of the short appearance of migrants in communities during harvesting time. Their health and educational problems are neglected because of the fact of their migrancy and temporary stay in any one community. We feel that



Service Corps workers could provide valuable social services for these workers and their families.

Because of the many short- and long-term benefits offered by H.R. 5625, we respectfully urge the committee to favorably report H.R. 5625 and to speed its enactment by Congress.

We would appreciate the inclusion of this letter into the record of the public hearings on H.R. 5625.

Thank you very much.

Sincerely yours,

VERA MAYER,  
*Member of the Board of Directors.*

CONSUMERS' LEAGUE OF NEW JERSEY,  
*Montclair, N.J., June 18, 1963.*

HON. FRANK THOMPSON, JR.,  
*House Office Building, Washington, D.C.*

DEAR CONGRESSMAN THOMPSON: We wish to urge your support of the National Service Corps. We feel that it will prove immensely helpful in training volunteers to work in their own communities, in a constructive and thoughtful way.

We have a pool of unused human resources in our country. These persons would welcome the opportunity of training others in their respective skills and at the same time being assured that these community volunteers would carry on the much needed work of improving local conditions.

In New Jersey, we can easily understand the need of a National Service Corps. In the larger cities, we have slum areas, language difficulties of Cuban and Puerto Rican residents, and an ever-increasing number of school dropouts. We also have large numbers of migratory farmworkers who need education in the basic "three R's," health services, and sanitation instruction. Community volunteers, provided they are shown the way, must be our main resource to aid these migrants.

Furthermore, we have in New Jersey a large pool of persons who would wish to enroll in the Service Corps. Many of our college graduates are seeking just such an opportunity and a number of them will be returning from their 2-year term with the Peace Corps. In addition, New Jersey has a larger number than most States of skilled and professional persons who have retired in their early sixties. Many of their wives have been active in local affairs and know how to work with groups on community projects. Husband-and-wife teams could certainly be recruited in New Jersey and would welcome the chance of a 2-year intensive term of service.

We have studied the techniques to be applied in the recruitment of corpsmen and in the selection of communities where projects would be carried on. We believe that these techniques are sound and will mean a permanent improvement in the areas needing aid.

We will look forward confidently to your support of H.R. 5625.

Very sincerely yours,

SUSANNA P. ZWEMER, *President.*

STATEMENT OF GARRETT J. BOWMAN, AMVETS NATIONAL SERVICE DIRECTOR

Mr. Chairman and members of the committee, AMVETS appreciate the opportunity to express our views on H.R. 5625 to establish a National Service Corps.

The National Executive Committee of AMVETS, at their April meeting, unanimously adopted a resolution supporting a National Service Corps. As AMVETS National Veterans' Administration Voluntary Services representative, I know firsthand what tremendous good can be accomplished by properly coordinated volunteer service. We of AMVETS, from our experience with the VAVS program, cannot help but agree with the statement made by the Administrator of Veterans' Affairs, the Honorable John S. Gleason, Jr., during his testimony before this committee on June 11, 1963.

The poverty stricken, the mentally retarded, the mentally ill and the deprived millions living in our depressed areas are a waste of human resources that this Nation cannot morally or economically long endure.



The American people have always shown a willingness to help others. Their response to properly organized appeals is on occasion almost unbelievable not only in dollars, but in their willingness to give of their own time, talent, and energy.

The only elements lacking nationally and locally to put this great potential to work for the good of our less fortunate citizens is organization, coordination, and leadership.

In the opinion of AMVETS, a National Service Corps would provide the organization, coordination, and leadership that is needed to tap our greatest of all "natural resources"—namely, the willingness and generosity of the American people in giving of themselves to help others help themselves.

This is a nation of people who like to help others and want to help, but they need the direction that a National Service Corps program would provide. This response of the people of this great Nation to appeals to relieve poverty and suffering in foreign lands, their willingness to assist in the relocation of refugees, should be adequate proof—that if given the leadership, they will do as much or more to relieve the suffering and poverty of our own citizens who so desperately need assistance.

We urge your support of H.R. 5625.

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BAPTIST JOINT COMMITTEE ON PUBLIC AFFAIRS,

July 18, 1963.

HON. FRANK THOMPSON, Jr.,  
House Office Building,  
Washington, D.C.

DEAR MR. THOMPSON: The office of the Baptist Joint Committee on Public Affairs has sought to follow the proposals for a National Service Corps. Our observations and findings have been reported to the communications channels of our movement as a staff report.

As far as we know, none of the Baptist conventions related to this office have adopted any resolutions or corporate expressions on the proposals. However, the broad humanitarian concern which is basic in all segments of our movement normally would give rise to a large measure of interest in the various proposals and issues.

Nevertheless, your committee may have some interest in the findings and the observations of this office. Accordingly, I am attaching a copy of the staff report. If this analysis should be useful as part of the record of the committee's hearings you may accept it as a staff report for that purpose.

In the latter part of the report you will find an attempt to discern the kinds of church-state issues which are embedded in the proposals. Also you will find some suggestions for resolving these issues which we have considered worthy of mention to our constituency.

If you or your staff find that we can be of any further help in these matters, please feel free to call upon us.

Respectfully yours,

C. EMANUEL CARLSON.

THE CHURCH-STATE RELATIONS ISSUE IN THE NATIONAL SERVICE CORPS BILL  
Staff report from the office of the Baptist Joint Committee on Public Affairs

THE NATIONAL SERVICE CORPS BILL

A bill to provide for a National Service Corps to strengthen community service programs in the United States has been introduced into both the House of Representatives (H.R. 5625) and the Senate (S. 1321). Hearings by the two Subcommittees on Labor have been held by the chief sponsors in each House: Representative Frank Thompson, Democrat, of New Jersey, and Senator Harrison A. Williams, Democrat, of New Jersey.

The administrative action which led to the bill began with the appointment in November 1962, of a Cabinet-level committee called the President's Study Group on National Voluntary Services. This committee submitted a report to the President on January 14, 1963.



The report highlighted a variety of welfare problems found in the Nation including: the scope of mental retardation, the difficulties of Cuban refugees, the plight of children of migratory labor, the condition of American Indians, and the numbers of children in families with no father living at home. Further, the report showed that trained personnel available to work on these and other welfare problems was seriously limited.

The Study Group recommended that a National Service Corps be established, which in organization and functions would be analogous at many points to the Peace Corps. (This analogy was stressed in both hearings and emphasized by the appearance of R. Sargent Shriver, Director of the Peace Corps, for testimony on two occasions.) Teams of corpsmen, competent in different specialties, would be selected, trained, and sent out to undertake welfare projects that the Directors of the Corps believed were worthy of national attention and manageable within the Corps activities.

#### PURPOSES OF THE BILL

The long-range purposes of the bill aim to strengthen community service programs. Section 2 of the bill lists four more specific purposes:

- (1) To open new opportunities for full-time service working with those Americans in greatest need;
- (2) To illuminate those needs, so as to expand the attack on deprivation in the United States;
- (3) To motivate many more citizens to volunteer their services in their own communities, thus encouraging communities to help themselves;
- (4) To inspire more people to choose professions that serve their fellow citizens.

In the hearings, it seemed that Nos. 2 through 4 were the heart of the purposes. The sponsors were not asking for a program that would directly tackle America's welfare problems. They were asking only for an effective catalyst. The catalyst would precipitate expanded efforts and resources by local governmental and private agencies. The program was to be an advertising and demonstration effort. Advertising would make needs known; demonstration would prove what could be done. This is mentioned because it indicates that the proposed program is intended to have an impact on all welfare efforts of the Nation, including those of the churches. Witnesses before the committees repeatedly expressed the hope that welfare programs in general would be stimulated by the Corps example.

#### THE MEANS OF ACHIEVING THE PURPOSES

*The corpsmen and their work.*—The purposes of the bill would be met by the work of National Service Corps men. These carefully selected men and women of all ages, volunteers to the Corps, would serve for very little material return beyond bare expenses. They would be assigned by Presidential order to projects which the bill outlines as follows:

"SEC. 2. \* \* \* projects designed to make corpsmen available for work with persons in institutions for the mentally ill and mentally retarded and during their return to normal living; in meeting the health and education needs of migratory workers and their families, Indians living on and off reservations, and residents of depressed areas and rural and urban slums; in care and rehabilitation of the elderly, the disabled, the delinquent young and dependent children; in improving standards of educational opportunity; and in other projects directed toward critical human needs."

Such projects would be closely related to some already operated by church welfare agencies.

*Cooperative nature of projects.*—The Corps would work only in cooperation with extant agencies. Projects would be selected from those originally designed by welfare agencies, public and private, already working in the field. The bill specifically says that corpsmen would be available " \* \* \* upon local invitation and in cooperation with interested governmental and nongovernmental agencies. \* \* \*" This point was much stressed by the administrative spokesmen for the measure. Robert Kennedy, a member of the Study Group, said in a Saturday Review article that the corpsmen would be under "local supervision." William Anderson, Presidential consultant for the Study Group, state in the Senate hearing that contracts for Corps projects would allow "Each party \* \* \* the right to terminate these agreements should dissatisfaction arise." He also said that no project would be undertaken " \* \* \* which does not provide for a timely phaseout so that corpsmen, upon completion of their primary task, could



be replaced by local counterparts." (It need be noted that "local," which commonly refers to State and municipal governments in such contexts, is used in discussions of this bill to include private welfare agencies.) The cooperative nature of the measure is further emphasized by the inclusion of provisions for Corps acceptance of contributions, gifts, and voluntary services for its projects (sec. 7). Were this cooperation realized with church agencies, the Corps potentially would have great effect on church welfare programs.

*The use of contracts.*—Section 7 of the bill indicates that participation in the act would require a formal contract between the "local" agency and the Corps.

"SEC. 7. In furtherance of the purposes of this Act, the President may—

(1) enter into, perform, and modify contracts and agreements and otherwise cooperate with any agency of the United States Government or of any State or any subdivision thereof, other governments of places subject to the jurisdiction of the United States and departments and agencies thereof, and educational institutions, nonprofit health, welfare, and rehabilitation agencies, farm organizations, labor unions, and other organizations, individuals and firms \* \* \*."

Agencies of the churches would be included under this list.

*The administrative structure.*—The President, who is " \* \* \* authorized to carry out projects in furtherance of the purposes of this Act on such terms and conditions as he may determine" (sec. 3), will be aided in the administration by a Director of the National Service Corps, appointed by and with the advice and consent of the Senate, and by a Deputy Director (sec. 4). Also, there will be established a National Service Corps Advisory Council, a 25-member group, " \* \* \* broadly representative of health, welfare, and rehabilitation agencies, of education institutions, and of business, farm, labor, and other public and private organizations and groups \* \* \* " This Council would " \* \* \* advise and consult with the President with regard to policies and programs designed to further the purposes of this Act" (sec. 8). Here, again, it is likely that church welfare leaders would be involved in the effort in some measure. A kind of interlocking directorate between church and governmental welfare agencies would be a logical implementation of this section.

#### THE PROGRAM'S SIZE

At this time, the program being proposed is modest in size: for the first year, no more than 1,000 corpsmen, and until Congress authorizes otherwise, never more than 5,000 corpsmen (sec. 5). The initial appropriation is to be \$5 million (sec. 3). Geographically, the Corps would operate in the United States, which includes "the Commonwealth of Puerto Rico, Guam, American Samoa, the Virgin Islands, and other places, continental or insular, including the Trust Territory of the Pacific Islands, subject to the jurisdiction of the United States" (sec. 16). Thus, the Corps territory would overlap with both home and foreign mission territory of the churches.

#### STRENGTHS IN THE PROPOSED PROGRAM

The bill as developed in the Study Group's "Report to the President," and as explained in testimony before congressional committees by such witnesses as Robert Kennedy, Sargent Shriver, and William Anderson, has several qualities that commend it to persons interested both in improved welfare programs in the Nation and in the preservation of the churches' roles in those programs. In purposing to illuminate needs, to stimulate more local effort, and to encourage growth in the service professions, the bill brings Federal effort and, hopefully, national attention to bear on the problems of America's poor and deprived. At least some of these problems—for example, those of the Cuban refugees, migratory labor, American Indians, and Appalachian economic dislocation—are not amenable to actions by individual States. But while pointing to a national effort, the size of the initially proposed program is such that the Corps will not become a strong competitor for scarce welfare personnel. Nor will the suggested Corps projects tamper with going State, municipal, and private welfare structures. Without intending to appraise the size of the Federal programs needed, the difficulty of developing such a welfare program as this without upsetting going local programs should not be minimized. The sponsors showed good judgment in projecting modest plans.

The bill also may do the Nation good service by providing outlets for humanitarian impulses. Churchmen, familiar with longstanding challenges of mission and welfare projects, and officers of local welfare agencies, practiced in making



eloquent pleas for volunteers for their programs, will recognize that in our society there are many people of high humanitarian motivation who do not, for whatever reasons, respond to church and local appeals. In making this point before the House committee, Sargent Shriver aptly summarized, "There are different ways of serving which appeal to different people." The proposed act aims to open a new way. Judging from Peace Corps recruitment success and a poll of limited sample taken for the study group, there will be many able applicants challenged by this new opportunity.

#### A MAJOR WEAKNESS IN THE DRAFT BILL THAT AFFECTS CHURCH-STATE RELATIONS

In its initial form the bill has one major weakness that could affect church-state relations. It grants broad power to the President without congressionally defined guidelines for the use of that power. Put briefly, the bill inadequately provides for the rule of law. This can be seen clearly from the following considerations.

*Presidential powers.*—The draft bill grants the powers needed by the Corps to the President. Most important is section 3: "The President is authorized to carry out projects in furtherance of the purposes of this Act, on such terms and conditions as he may determine." Other grants of power include power to: appoint the Director and Deputy Director; promulgate administrative rules and regulations; enroll corpsmen and foreign corpsmen; terminate corpsmen's service, provide corpsmen's training; employ persons other than corpsmen; enter into contracts with Federal, State, and local private nonprofit agencies and other organizations, individuals, and firms; accept gifts and contributions for the Corps; transfer funds to other Federal agencies carrying out functions of the act; appoint and discharge members to the advisory council; call the advisory council into session; hire experts and consultants; set security standards; adopt an official emblem. The list, not complete, shows that powers granted the President were carefully elaborated.

*Limits to the power.*—Are there limits to these powers? Of course, all powers are to be used only for the bill's purposes. The purposes are, however, very broad and expressed in flexible language: "to strengthen community service in the United States," "to open new opportunities for full-time service," "to illuminate (welfare) needs," "to motivate many more citizens to volunteer their services," "to inspire more people to choose (service) professions." Such purposes put no narrowly restrictive reins on the President.

In listing the kinds of projects corpsmen will undertake (cited above, p. 2), the bill is similarly broad, ending with the phrase, "\* \* \* other projects directed toward critical human needs." This is more of a grant of power than a limit.

Written materials of the President's Study Group and witnesses in the hearings stressed that the Corps would be limited to projects originated by local governmental and nongovernmental agencies. In the bill, however, this is not a clear limit. Section 2 says that corpsmen will be made available "\* \* \* upon local invitation and in cooperation with interested governmental and nongovernmental agencies." Section 7 permits contracts between the Corps and "any agency of the United States Government." Apparently, a number of Federal agencies such as the Bureau of Indian Affairs, might issue the local invitation and cooperate in a program. If so, the Federal Government would not have to wait upon invitation by others. However, even if in administration the Corps chooses to wait on local action, its publicity and its suggestions could certainly stimulate large numbers of invitations across the country, since State, municipal, church, and other private welfare agencies are all eligible to participate. Already large amounts of nationwide publicity have been stimulated by the President's Study Group. Witnesses at hearings were able to point to numerous proposed projects sent in for the Corps' consideration before the bill was through the subcommittees.

Another limit stressed by hearing witnesses was that of local cooperation. William Anderson told the Senate subcommittee that only those programs would be undertaken which showed evidence that local effort would make possible a phaseout replacement of the corpsmen. This does not appear in the bill as drafted. It only says, "To the extent possible, each project carried out under this Act shall provide for contributions by the cooperating agencies" (sec. 2).

There are, of course, budgetary and administrative limits to Presidential power found in the bill. Some relate to appropriations, the handling of funds, limitations on salaries, corpsmen's allowances, and expenses for advisers and consultants. There is a 24-month limit on financial commitments in contracts and a ceiling on the number of corpsmen. A variety of specifications are included that outline conditions of employment for corpsmen, and the President must



investigate volunteers for security purposes. Also, the President must receive Senate approval for the appointment of the Director, and he must report on the Corps' operation once a year to Congress. These traditional budgetary and administrative limits on Presidential power show that the draft was made with care. But obviously, these limits do not reach basic policy matters or issues of relationships between the Corps and cooperating welfare agencies.

*Absence of limits related to church-state relations.*—Since the Corps will be doing work similar to that done by church welfare agencies, since it may undertake programs at the invitations of such agencies, since it may contract with church-related groups, and since it intends to inspire these agencies to expand their welfare efforts, one might expect some reference in the bill to church-state relations. There is none, unless the requirement that the President " \* \* \* shall assure himself that (a project) \* \* \* will not displace regular workers or duplicate or replace existing service in the same locality" (sec. 3) be considered as affecting church-state relations. Not even a statement forbidding a religious test for corpsmen is included, though in the testimony at House hearings and in an early draft, those who developed the bill said corpsmen would be accepted without regard to creed. Presumably, this matter will be covered by "terms and conditions of enrollment" which the President is given power to prescribe (Sec. 5), but this is not made specific in the bill.

*Possible limits of the Federal system.*—Welfare services by government in the United States have traditionally been associated with State and local governments. This is one reason why those who initiated the bill were so careful to insist that there is no intention of duplicating or competing with going programs. The bill, however, has no firm provisions that would restrict Federal action relative to State action.

Some specialization in welfare action between the Federal Government and State and local governments could be written into the bill. Certain welfare problems are more appropriately interesting to the Federal Government than others. Four such problems have already been cited: the problem of Cuban refugees, migratory labor, American Indians, and Appalachian economic distress. All are decisively interstate. Yet the proposed bill gives no indication that projects for such problems should have priority in the Corps' efforts. This bears mention, because the "Report to the President" cites as one major welfare need the number of children whose working mothers must leave them with unlicensed attendants. This problem seems more appropriately left to State and local authorities. Admittedly, the lines cannot be sharp, but Congress might give some legal suggestions to help concentrate Federal efforts on interstate problems.

The complex workings of the Federal system as they affect church-state relations must be touched on here, because they produce a paradoxical result. State constitutions have often restricted State aid to church agencies more completely than the Federal Constitution restricts Federal aid to church agencies. Thus, 29 States cannot give funds to church-related schools under the originally planned Federal-State cooperation of the national school lunch program. Therefore, the Department of Agriculture grants its lunch aid directly to those schools—bypassing the State authority. The same kind of bypass exists—though fewer States are involved—under the Hill-Burton Act and the testing provisions of the National Defense Education Act.

What does this mean for this discussion? It means that church-related agencies which have been unable to receive aid from State governments for certain programs might be able to get aid for identical programs under the National Service Corps Act. Put another way, the Federal system does not limit the church-state contacts that might develop under the act. In fact, the Federal system's operation can open more room for church-state contacts than are possible at present.

*A Conclusion about the powers of the bill.*—From the above, it seems proper to assert that at least with respect to church-state matters, the bill as it stands makes a broad grant of power to the President with no guidelines of substance. Failure of Congress to provide for the rule of law makes too much fall to the undirected discretion of the President. Undirected discretion, historically a thing the Congress has said it opposed, needs to be replaced by carefully drafted law. Much work still needs to be done on the bill.

*Probable limits on the President's power set by administrative judgment.*—Were the extent of Presidential power and the absence of limits on that power called to the attention of those who drafted the bill, they might defend the draft by saying the administrative judgments would limit programs. Therefore, sectarian goals could not be furthered by corpsmen and local private and governmental action would not be duplicated or subject to Federal competition. The



drafters might point to the apparently sound administration of the Peace Corps on these matters as proof of administrative intentions.

But the Peace Corps analogy is faulty. In international affairs, the administration necessarily has more freedom of action than is ideal in domestic affairs. Administrative rule and judgment must very largely be the guidelines of the executive in negotiations and joint efforts abroad. On the other hand, the rule of enacted law is more appropriate in domestic affairs. Here the Congress should be more careful in creating guidelines for the restriction of executive initiative.

Also, the Peace Corps is young, and its oversea operations need careful study before sound judgments about their effects on church-state relations can be made.

And a third point: 1960 political issues made the present administration especially sensitive to matters of church-state relations. This, in part, may explain administrative care in treating such matters in the administration of the Peace Corps. It is unlikely that all future administrations will have to be so sensitive to church-state problems. Thus, sound administration will not necessarily characterize future handling of church-state matters.

#### NEEDED GUIDELINES FOR THE ACT

Those concerned for adequate public welfare programs and also for well-defined and legally defensible church-state separation may well ask that certain guidelines be placed in the proposed act. The purpose of these guidelines would be to make the church-state relations involved in Corps programs more a matter of law than the draft makes them out to be, and thereby:

(1) To protect both the church-related agency and the Corps from exploiting for its own purposes the prestige of the other;

(2) To keep a regrettable competition for Federal funds from breaking out between church agencies;

(3) To protect the Corps from charges of discrimination, intervention, and ulterior objective;

(4) To carefully protect the role of church-related welfare agencies in the society from being weakened by Federal assumption of their tasks.

May we suggest that the following guidelines are essential?

(1) Corps projects should not be undertaken for sectarian purposes. Since the courts apparently do not go behind the stated purposes of nonprofit corporations found in charters, organizations cooperating with the Corps should be required in some way to go on record declaring themselves to be nonsectarian.

(2) No religious test or purpose should be involved in any project accepted.

(3) No religious test should be required of any corpsman on enrollment or at any other point in his service.

(4) No restraints on free religious practice and witness for off-duty hours should be imposed on volunteers who accept service in the Corps.

(5) The exchange or loan of church-agency personnel with the National Service Corps should be made subject to the strictest review to insure public awareness of lines of responsibility and identity of both agencies.

THE NATIONAL COUNCIL,  
EPISCOPAL CHURCH CENTER,  
New York, N.Y., July 18, 1963.

HON. FRANK THOMPSON,  
House Office Building,  
Washington, D.C.

DEAR MR. THOMPSON: The Episcopal Church through its national council stands unequivocally behind the passage of legislation which would create an effective National Service Corps. May we urge your support for the present bill, H.R. 5625, on which the Special Subcommittee on Labor is hearing testimony. In light of the serious problem of youth unemployment, this bill is a minimum effort and commands bipartisan support.

Enclosed are pertinent supporting resolutions.

Cordially yours,

DIVISION OF CHRISTIAN CITIZENSHIP  
REV. ARTHUR E. WALMSLEY, *Executive Secretary*.



Meeting in Greenwich, Conn., on February 20, 1963, the National Council of the Protestant Episcopal Church adopted the following resolution:

"Whereas the alarming rise in the school dropout rate, in the incidence of juvenile delinquency, and in the inability of young people to find employment upon graduation from high school constitutes a serious human welfare problem about which the church is concerned and which demands local and national action: Therefore be it

"*Resolved*, That the National Council of the Protestant Episcopal Church urges adoption of appropriate measures to create new opportunities for the training, further education, and employment of the mounting numbers of idle youth; and be it further

"*Resolved*, That the national council offers its services to dioceses and parishes in the development of their participation in community efforts to provide these new opportunities."

Unanimously adopted, February 20, 1963.

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NATIONAL COUNCIL, EPISCOPAL CHURCH, NEW YORK, N.Y.

Douglas A. Bushy, public relations officer

NEW YORK, February 8.—Rt. Rev. Arthur Lichtenberger, presiding bishop of the Protestant Episcopal Church in the United States today sent the following telegram to the majority and minority leaders of Congress:

"I welcome the introduction in Congress of measures to provide new opportunities for the training and employment of the young people of the United States. Such measures are in keeping with the church's belief in human welfare as a priority for our whole Nation, deserving nonpartisan support. The alarming rise in the school dropout rate, the present inability to provide jobs for young high school graduates, and the perennial pressure of juvenile delinquency all demand quick and energetic national action. It is not too strong to say that the mounting problem of idle youth constitutes a moral demand upon the financial resources of the Nation. The proposal for the employment and training of youth through a Conservation Corps and Urban Service Corps is a hopeful step in this direction. Further, the suggestion of a National Service Corps will provide within the United States the same promising opportunities which have proved fruitful overseas in the Peace Corps. At the same time it will stimulate our citizens to a renewed dedication to voluntary service in the welfare of their own communities. I would hope that many members of our U.S. churches will welcome the necessary legislative actions to improve the situation of young persons."

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VOLUNTEER BIG BROTHER SERVICE,  
Los Angeles, Calif., July 18, 1963.

HON. FRANK THOMPSON,  
*Chairman, Special Subcommittee on Labor,*  
*U.S. House of Representatives,*  
*Washington, D.C.*

DEAR MR. THOMPSON: I am writing this letter in support of H.R. 5625.

For the past 50 years this agency has utilized the services of volunteers in direct work with fatherless boys. The concept is a simple one—one man is assigned to one boy for the purpose of providing male identification and offering guidance and counsel to a youngster who does not have this available to him. The attempt is to prevent delinquent activity, school dropout, and personality problems which will prevent the boy from adequately fulfilling his role as an adult male in our society. This approach, closely supervised by a trained social worker, has been successful without question and can be statistically validated. It also enables us to extend the skills of trained social workers, who can serve several times the number of families than would be possible without this assistance. The volunteers we use are men carefully screened and selected. They come from all walks of life and range in age from 24 to 70, both family and single men. In any given month the men affiliated with this agency put in a combined total of approximately 1,200 volunteer hours.

We feel very strongly that the concept of the National Service Corps closely parallels the experience of the volunteer big brother program and are convinced that utilizing this same direct volunteer service within a definite national pro-



gram can do much to alleviate some of the social ills facing our generation. In addition, we feel the concept of a National Service Corps can be of direct help in our program since the prestige which volunteer efforts will receive from the Federal Government will give impetus to our recruitment efforts and enable us to secure the additional 500 men needed to serve the like number of boys who require the volunteers' services.

We strongly urge your committee to vote favorably on this legislation.

MARVIN WEINSTEIN, MSW,

*Director, Volunteer Big Brother, Service.*

JACK A. LEVIN,

*Chairman, Volunteer Big Brother Committee.*

#### TESTIMONY OF NATIONAL COUNCIL OF JEWISH WOMEN, INC., NEW YORK, N.Y.

The National Council of Jewish Women, a voluntary organization established in 1893, with a current membership of 123,000 in 329 local communities, is happy to testify in support of the National Service Corps.

At our biennial convention in March of this year, our delegates unanimously adopted the following resolution:

"The national service program aims to mobilize skill, commitment, and intelligence throughout America for voluntary services to meet urgent human needs. The National Council of Jewish Women, whose voluntary services bring its members into daily contact with the health, welfare, and educational problems facing millions of families in this country, applauds this purpose. Our organization's community knowledge and experience can therefore be of value and is available to the national service program.

"We support the national service program because we are confident it will stimulate the recruitment of volunteers in community services, will heighten public interest in meeting the needs of underprivileged groups, and will function in cooperation with the established network of health and welfare services now sponsored by both public and private agencies."

The National Council of Jewish Women, throughout its 70 years of experience has helped meet the need for supplementary assistance in many areas of health, education, and welfare. Volunteers, citizens with skills acquired professionally or developed through the training we sponsor, have broadened the extent of services rendered and have in many instances initiated new forms of services lacking in a community. Through demonstration programs we have been able to point up needs, encourage community backing and help in the development of communitywide projects. At present we estimate that about 25,000 members of our organization are working as volunteers in various community projects.

The proposed National Service Corps addresses itself to the same concerns which led us, almost a year ago, to launch a new program for the establishment of a Senior Service Corps. One of the purposes of this program is to open up a vast source of skilled manpower to fill the volunteer jobs not now getting done. The response we have had to our proposal indicates that there is great need for additional volunteer service; that older adults are eager to serve their communities; and that community agencies will offer cooperation.

In response to an item in the New York Times which described our program, many older adults telephoned and wrote offering their services. The Acting Commissioner of Labor of New York City, James J. McFadden, wrote: "I \* \* \* am very interested in your proposed Senior Service Corps. My heartiest congratulations to you and your efforts to mobilize skills and energies of senior citizens for constructive community effort \* \* \*. As Commissioner of Labor of New York City, I am particularly interested in the potential operation of such a corps here and am prepared to give you my assistance and that of this office in its formation."

If a city as well organized as New York believes that it can profit from a volunteer corps, it is fair to assume that smaller and less organized communities would more than welcome much needed help from volunteer corpsmen. We feel that members of a National Service Corps could render invaluable service in all communities, but particularly in areas where welfare and educational services are limited, and where the needs are just as great as in the larger and better organized communities. We are hopeful that the National Service Corps will be able to reach into areas where welfare and educational services are inadequate.



As an organization dedicated to volunteer services designed to meet the social needs of communities throughout the United States we view the national service program as an important contribution to the cause of community betterment. It will immediately provide additional personnel for many needed services; it will encourage others to give of themselves for the good of the community; and it will focus public attention on the many problems faced by communities throughout the country.

We respectfully urge your committee to report H.R. 5625 favorably.

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FEDERATION OF PROTESTANT WELFARE AGENCIES, INC.,

*New York, N.Y., June 13, 1963.*

HON. FRANK THOMPSON,  
*Chairman, Special Subcommittee on Labor,  
House of Representatives, Washington, D.C.*

DEAR MR. THOMPSON: The Federation of Protestant Welfare Agencies, which has a membership of more than 225 voluntary health and welfare agencies in Greater New York, strongly commends the stated purposes of the National Service Corps Act. The federation knows and respects the valuable contribution which volunteers provide, and it believes that a National Service Corps can serve as an effective medium for encouraging greatly increased participation by volunteers in programs for the needy or deprived within our own country.

However, while approving the intent and basic concept of a National Service Corps as described by President Kennedy in his youth message of February 14, the federation has reservations regarding one important aspect of the bill to establish a National Service Corps which you have under consideration, H.R. 5625, S. 1321. This reservation pertains to the sharing of responsibility between the Federal Government and agencies or institutions in the local community in which a project would be undertaken. In his youth message, President Kennedy implied a high degree of local community initiative and participation in establishing and conducting projects. Projects would be locally planned and initiated, and would be under local supervision utilizing local facilities. The bill before you is far less specific or emphatic in this matter, providing only (in section 2) that corpsmen shall be made available "upon local invitation and in cooperation with interested governmental and nongovernmental agencies." Couched in those terms, the bill appears to demand no more than minimal or token community participation. The federation believes that much of the potential value of a National Service Corps will be lost if the principle of local participation is treated as a secondary consideration.

Accordingly, the Federation of Protestant Welfare Agencies supports the President's concept of establishing a National Service Corps, and urges that the provisions of the bill dealing with community participation be strengthened.

Very truly yours,

THEODORE PEARSON, *President.*

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FEDERATION OF PROTESTANT WELFARE AGENCIES, INC.,

*New York, N.Y., July 23, 1963.*

HON. ADAM C. POWELL,  
*Chairman, House Education and Labor Committee, House of Representatives,  
Washington, D.C.*

DEAR CONGRESSMAN POWELL: On June 13, 1963, I wrote to Senator Harrison A. Williams as chairman of the Senate Subcommittee on Labor, and to Representative Frank Thompson as chairman of the Special Subcommittee on Labor, to say that the Federation of Protestant Welfare Agencies supported the purposes and concept of a National Service Corps and urging that the provisions of the bill dealing with community participation be strengthened. I am informed that this measure, H.R. 5625, is expected to be taken up by the House Education and Labor Committee very soon.

I have received the Senate committee print dated July 12, 1963, constituting an amendment (in the nature of a substitute) to S. 1321. I write at this time to reaffirm to you and the members of your committee the federation's approval of the objectives of the proposed National Service Corps Act, and more particularly to commend the increased emphasis on local participation which has been written into the Senate substitute bill.



The Federation of Protestant Welfare Agencies, with a membership of more than 225 voluntary health and welfare agencies in Greater New York, has deep respect for the contribution which volunteers have made and can make to programs for those who need help. It believes that a National Service Corps will encourage a great increase in voluntary service, and urges your support of H.R. 5625 with amendments corresponding to those contained in the substitute bill, S. 1321.

Very truly yours,

THEODORE PEARSON, *President.*

STATE OF WASHINGTON,  
*Olympia, June 18, 1963.*

HON. FRANK THOMPSON, Jr.,  
*Chairman, Special Subcommittee on Labor, Committee on Education and Labor,  
Washington, D.C.*

DEAR MR. THOMPSON: This is in response to your letter of June 10 concerning the questions which have been raised by several members of the committee about the lack of provision for States to officially be involved in the approval of projects or the submission of applications.

It would be my view that your proposal for an advisory committee in each State, appointed by the Governor and composed of representatives of public and private agencies, would be a workable approach. As you know, there are several similar Federal programs in which the States participate that does have this type of advisory committee; i.e., educational television commission.

The copies of my statement have been forwarded to your committee and I am hopeful that it will be helpful in your committee's deliberations.

Kind regards.

Sincerely yours,

ALBERT D. ROSELLINI, *Governor.*

STATE OF MINNESOTA,  
*St. Paul, July 24, 1963.*

CONGRESSMAN FRANK THOMPSON,  
*House Office Building,  
Washington, D.C.*

DEAR CONGRESSMAN THOMPSON: It has come to my attention that you are now considering H.R. 5625, concerning creation of a National Service Corps, and I hope you will allow me to share with you a few thoughts concerning this legislation.

There are areas of critical human needs that have to be met in all of our States. At the same time, there are thousands of dedicated, well-qualified citizens willing and eager to volunteer of their time and talents to help. What is vitally needed is a well-coordinated program to mobilize these skills and channel them into areas of priority needs.

Such needed community services include technical assistance to Indians living both on and off the reservations; coordinated supplemental services (such as health and education needs) for families engaged in migrant farmwork; young persons living in urban slum areas of our large cities where minority group problems exist; and care and rehabilitative work for the aged, the mentally ill, and the mentally retarded.

Much can be done to alleviate hardship conditions and to upgrade the level of services in all of these areas if this legislation is enacted.

Minnesota stands ready to do its part in this great effort. Our legislature recently created a State commission on the problems of the Indians, and we intend to intensify and develop a program of concerted services in this area. We are endeavoring to do all that is possible in other areas of need as far as our financial resources will allow.

Another direct advantage to this program is that it will expose to dedicated young men and women the problems that exist in these areas of great social need. This will stimulate many of them to further their education for the threshold of a professional career in social work.

This legislation has many excellent byproducts for society and can make possible the fulfillment of the hopes, dreams, and aspirations of thousands of Americans for a meaningful future. Your support for this measure is most earnestly solicited.

Sincerely yours,

KARL F. ROLVAAG,  
*Governor.*



NATIONAL ASSOCIATION OF COUNTIES,  
Washington, D.C., August 12, 1963.

HON. FRANK THOMPSON, Jr.,  
*Chairman, Special Subcommittee on Labor, Committee on Education and Labor,  
U.S. House of Representatives, Washington, D.C.*

DEAR CHAIRMAN THOMPSON: The following resolution was adopted by the National Association of Counties at their annual conference in Denver, Colo., July 31, 1963.

"NATIONAL SERVICE CORPS

"The National Association of Counties is interested in the plans for developing a National Service Corps to stimulate the use of manpower for those community services which are today seriously undermanned. There are obvious areas where volunteers could make a definite contribution in combating poverty, ignorance, and disease. Our committee (Committee on Welfare and Committee on Health and Education) are continuing their studies of the plans for the Corps. Meanwhile, we urge that any proposals for the National Service Corps activity should be developed at the local level, preferably through the county governments and certainly not without consultation with county officials, and we believe that these activities should be carefully developed so as not to conflict with or overlap community activities."

We respectfully request that the above resolution be made a part of the committee hearing. Furthermore, we feel that it would be extremely helpful if the committee would express in its report its desire that action similar to that requested in the above resolution be taken by any agency set up to carry out the work of a National Service Corps.

Very truly yours,

C. D. WARD, *General Counsel.*

NATIONAL ASSOCIATION OF STATE MENTAL HEALTH PROGRAM DIRECTORS,  
Washington, D.C., August 8, 1963.

HON. FRANK THOMPSON, Jr.,  
*Chairman, Special Subcommittee on Labor,  
U.S. House of Representatives, Washington, D.C.*

DEAR CONGRESSMAN THOMPSON: The officers of our association have instructed me to assemble the sentiments of our State members on H.R. 5625 and frame a statement for your committee embracing these sentiments.

I am enclosing that statement with the request that it be printed in your hearings on the National Service Corps Act.

The membership, in general, supports the National Service Corps concept.

Some of the members have made constructive suggestions, which are included in the enclosed statement, and I commend them to your attention.

I would respectfully suggest that the seven enumerated points made in our board statement might be the basis for particular comment in the committee report when the bill leaves the full committee.

I am sure that attention by the subcommittee or full committee to these seven "areas of concern" will assure a wide and deep measure of support for the whole program from State and territory mental health and mental retardation institutions.

Sincerely,

HARRY C. SCHNIBEE, *Executive Director.*

STATEMENT BY NATIONAL ASSOCIATION OF STATE MENTAL HEALTH PROGRAM  
DIRECTORS

The National Association of State Mental Health Program Directors consists of the persons who are in charge of the mental health programs (and frequently the mental retardation programs) in 54 States and territories.

The public mental hospitals, and often the schools for the retarded, come under the jurisdiction of the members of this organization. These public institutions number close to 400, and care for over one-half million patients.

The personnel policies of the mental institutions across the United States are thus largely the responsibility of the members of this organization.

It is proper then, that this association make known its collective sentiment on a proposed piece of Federal legislation which has, as one of its principal objectives, the assignment of personnel to public mental hospitals and schools for the retarded.



## STATE DIRECTORS FAVOR CORPS

The general sentiment of the State mental health directors favors the concept of a National Service Corps, with certain reservations as the Corps concept is applied to mental hospitals and schools for the retarded.

In most States the State mental health directors will use corpsmen if the bills are enacted into law.

The following statement was circulated by the association's board of directors, and it met widespread approval of the members. It is therefore now the position of this organization:

"The members of the National Association of State Mental Health Program Directors approve the establishment of a Domestic Peace Corps especially as it provides the opportunity for the expression of an idealistic compassion for one's fellowman in distress, as well as stimulating interest in programs for the mentally ill and mentally retarded.

"While there is, of course, just opportunity for valuable service by dedicated people to the mentally ill and retarded, there are equal or even greater opportunities for service to Americans suffering as the result of economic deprivation, social isolation, or inequality of opportunity.

"The extent and method of utilization of Domestic Peace Corpsmen in programs for the mentally ill and retarded in the several States will vary substantially, and there is no single pattern of service that can be broadly applied.

"Presently, 2-year planning for State mental health programs is being started and should include an evaluation of the services performed by the Domestic Peace Corps, and planning of the most effective means of utilizing services available from the Corps personnel.

"The National Association of State Mental Health Program Directors agrees that the Domestic Peace Corps can provide singularly valuable service if the following understandings are agreed upon:

"(1) That it is to provide an excellent means for enrichment and improvement of programs.

"(2) That it will not solve the manpower problem of inadequate numbers of trained, full-time staff personnel, and that it should not reduce continuing local efforts at staff improvements in quality and quantity.

"(3) That it is not a replacement for, nor a criticism of, existing volunteer programs.

"(4) That Domestic Peace Corps men not be considered primary spokesmen for hospitals and programs for the mentally ill and the retarded since these activities are now provided for.

"(5) That there be flexibility in the use of individual corpsmen within each particular program.

"(6) That professional persons in the fields of mental illness and mental retardation must be included in planning preservices and inservice training of corpsmen assigned to programs in these fields.

"(7) That directors of State mental health programs and heads of institutions for the mentally ill and the mentally retarded be included on the advisory, planning and control level of the Domestic Peace Corps program in proportion to the involvement of the corps in such programs and institutions.

Edited comments from some of the States are included herewith to give the Members of Congress a gage of the range of thinking by the States on the Domestic Peace Corps issue as it affects public mental health programs.

## COMMENTS AND RECOMMENDATIONS OF THE STATES

State No. 1: "At this time I am prepared to offer general approval of the idea of a National Service Corps. I feel that members of our association should accept invitations from Congress to testify. This is especially important in order that the specific understandings (in the board statement) be clearly a part of the act. If this program is enacted, I feel certain that we will wish to use the corpsmen."

State No. 2: "Our State would invite assignment of corpsmen to serve in our State hospitals, State schools for the mentally retarded, and community programs if the National Service Corps Act becomes law.

"I am enclosing some material we have prepared on this subject which will emphasize our strong support of this program.

"The board of directors statement presents the various facets of the Corps very well. I would only like to suggest that item 3 be emphasized and reinforced. I believe it is extremely important to avoid confusing the Domestic



Peace Corps program with voluntary services. Among my enclosures is a letter on this subject."

State No. 3: "We will apply for the use of corpsmen if Congress enacts the program. We will apply for as many as we can get, and will be glad to serve as a pilot area. I am very strongly in favor of the legislation."

State No. 4: "We are essentially in agreement with the association's proposed stand as outlined in your letter of June 12 concerning testimony to be given before the Congress regarding enactment of a National Service Corps Act and ultimate employment of Domestic Peace Corps workers in programs for the mentally ill and retarded."

"We have made inquiry and are assured that 'there would be definite application' of the workers, though to what degree is still undecided, at that hospital. It is our feeling, also, that such workers could be well utilized in general hospitals."

State No. 5: "I doubt very much if our mental hospital system or schools for the mentally retarded would make extensive institutional use of National Service Corps men. Whether or not such corpsmen would be of real value in implementing community programs for the mentally ill and the mentally retarded remains to be seen."

"Regarding the framework for testimony on the part of our association, I find myself in agreement with it."

State No. 6: "I would particularly emphasize items (2) and (4) in the board statement in that there is a manifest danger that their particular efforts for recruitment of professional personnel might be diluted by such a program."

"With the advent of the Domestic Peace Corps a large rank of spokesmen for mental health would be joined by new, more verbal spokesmen. The latter issue may create some confusion and give some cause for concern in National, Federal, State and local programs."

"But, be that as it may, I think the program is a good one, and we would be interested in using corpsmen if the Congress enacts such a program."

State No. 7: "The use of volunteer services in mental hospitals and in residential centers for the mentally retarded, as in other health facilities, has vastly increased over the past several years. Their usefulness has come to be virtually unquestioned. No matter how many personnel there are in these institutions, volunteers are always needed and add something to the hospital atmosphere that personnel cannot. Probably of fundamental importance is that through volunteer services institutions are brought closer to the local community."

"Ideas for uses of volunteer services should be further implemented; the fact that volunteer services have been particularly successful in the mental institutions setting, emphasizes this point."

"It is our plan to develop volunteer services to the maximum, not as substitutes for needed personnel but as supplementary services that only volunteers can give. Each institution has allowance for a director of volunteer services. It has been found crucial to the development of a successful volunteer service that there be adequate leadership from within the hospital itself."

"Without on-the-spot leadership, volunteers are ineffective, often detrimental in their efforts, and do not themselves gain from the experience."

"This latter point suggests some reservation in the idea of a National Service Corps. From the standpoint of a medical facility the volunteers service is an intimate relationship between the hospital and the community. To a large extent its value is based on the fact that it belongs to the local community. There is no particular problem in recruiting volunteers, except in very isolated areas, so long as the hospital welcomes them and provides the necessary framework for their work. Therefore it is difficult to see how volunteer corpsmen can add more than can be provided at present or will soon be provided by the rational implementation of existing plans."

"One function which might be most suitable for volunteer corpsmen would be as an assistant to a director of volunteer services. In this capacity a corpsman could help in administration and public relations serving as well as a model volunteer. Certain volunteers now work in similar capacities. However, again, this is probably more effective when the person handling these functions is a local citizen."

"In summary, two factors are against the need for national involvement so far as mental institutions are concerned: (1) The value of volunteer programs rests on local leadership and local grassroots support; (2) at present volunteer



programs are developing satisfactorily, likely at maximum rate in our institutions for the mentally ill and the mentally retarded.

"Probably, areas where volunteers have not worked are the ones that a National Service Corps could help most, such as prisons, with the migratory workers, in slum areas, etc.

"Finally, perhaps the first step should be for the Federal administration to advise the States, the various private and public organizations involved, and all citizens in the country of the importance of developing volunteers, both as workers and leaders, in attempting to face many social problems of our times. Later if the volunteer movement does not develop appropriately, a National Service Corps could be put into operation.

"Following the initial survey which has fairly well documented the need, would it not be more sensible the Federal Government first to set up a consulting team to try stimulating local groups to develop further volunteer programs, particularly in those areas which have not yet been involved. Then the next step might be implementation through select demonstration projects working with migrant workers, in prisons, or in some other particular sore spot.

"Finally, in principle, we favor concerted efforts toward the maximum utilization of latent manpower which is motivated toward good works. However, our feeling is that these efforts should remain as local as possible and as nongovernmental as possible. Should a National Service Corps develop, in a stepwise fashion as we suggest or on a larger scale, we would cooperate to the fullest and could offer a number of projects in the setting of the mental health program in our State."

State No. 8: "In response to your request for an opinion about the National Service Corps idea, I wish to indicate general approval."

State No. 9: "We support approval of the testimony to be given by the board of directors of the association as outlined in your communication of June 12, 1963."

State No. 10: "We wholeheartedly support the idea of a National Service Corps Act, which provides the use of corpsmen in the mental health hospitals.

"Should such corpsmen be assigned, we certainly can use them."

State No. 11: "I think it is especially important to be sure that mental health programs are not used as the primary selling point by anyone in trying to pass the legislation authorizing the National Service Corps.

"In my opinion, we would be interested in using members of a Domestic Peace Corps in some of our institutions. At this time I cannot say exactly how they would be used but I firmly believe that the way they are used should be determined by the local program making use of them in conjunction with the responsible State office. This is especially important if these people are to be utilized in such a way that they are to be actually valuable to the patients we are trying to help."

State No. 12: "I would use the corpsmen if the Congress enacts the program."

State No. 13: "I would approve in principle the use of corpsmen for assignment to hospitals and schools for the retarded, in principle, although obviously the details of such a program would have to be worked out in advance.

"In conclusion then, I would support in principle."

State No. 14: "I know that some of our members have been worried but I can't find the need to be concerned about Domestic Service Corps interfering with the use of volunteers. I am sure that it will not solve the manpower problem. I am certain that there must be flexibility, and I would certainly think that some of us should be represented on the advisory planning and control level of the program.

"Perhaps you have heard that we have, on a local basis and operated within the State, two projects which are of this general type.

"The first one we reported to Leonard Duhl and to the special assistant to Attorney General Robert Kennedy, who both indicated that they would watch this with interest since it seemed to be a prototype of National Service Corps operation. What we have set up is this. We have, for 9 years, been operating a summer camp for patients from our hospitals. This has been in a camp borrowed from the Boy Scouts, or the Girl Scouts, and therefore operated only after they had finished using it. The camp runs about 3 weeks and will run this year from about August 15 to early September.

"The fact that the legislature this year gave us some land and some money, and that probably by next year we will have a permanent camp of our own which we will operate all summer, may be only incidental but I think it was looking



forward to this that in part led us to develop the notion and procedure which is the prototype of the National Service Corps. We have circularized all the colleges, and have offered college students interested in serving people an opportunity to work for us for a 2-month period starting July 15 and going to September 15. We have clearly made this not primarily a financial offer since we are paying only \$100 a month plus room, board, and laundry, and not enough, of course, for any college student who has to earn his way through college; over 100 inquiries resulted even though our circulars went out comparatively late. About 60 valid applications came in. We have interviewed all the applicants and have now selected for appointment 20 girls and 16 boys, plus their alternates in case anyone drops out.

"The groups of young people will be employed by us for 2 months. The first month they will spend at one of our hospitals being oriented and indoctrinated and given some background and training by lectures and seminars, as well as by an opportunity to work in a supervised situation on our wards. In the second month they will become the greater part of the staff of the summer camp.

"We will have our usual camp director, a male social worker; an assistant director, and we will have some nursing and aid personnel but the greater portion of the work of the camp will be done by these college students. We have tried to select students that have had some camp experience and some skills useful in a camp, as well as perhaps a major in psychology or sociology, plus an interest in working with people. We have been tremendously pleased, almost amazed that a high caliber of youngsters should have applied for this job. The camp program involves about 100 patients, both men and women, mostly from the chronic continued treatment wards of our hospitals. The patients and the staff share quarters, wear the same kind of clothes, join in all sports and recreation without regard to who is patient and who is staff; in the past, the experience has been very valuable for our staff people who have gone to the camp and this has been very helpful in the treatment and rehabilitation of our patients.

"We believe that this kind of a National Service Corps will improve still further results as far as our patients are concerned, and will give a group of interested young people an experience they would not otherwise have.

"The second proposal we have in the works for a Service Corps-type operation is now just in the planning stage by a joint committee of the department of mental health and the department of education. We propose this fall, if we can get it going fast enough, to try to recruit a group of young people into work at our hospitals. The recruitment will be aimed mostly at those youngsters who have completed high school, have not been very interested about going on to college, and don't know what they want to do. We will probably try to add a few college dropouts.

"The understanding is to set up a program which is distinctly time limited; that is a 1-year program renewable perhaps for a second year but for no longer. Again, we propose to pay a nominal sum. We do not want this to become a career in itself either by virtue of an indefinite employment commitment. We hope that these youngsters will get a certain basic orientation along the lines of our psychiatric aid training program and we anticipate that a certain number of them may become interested in a career as a psychiatric aid. If they do, we will then transfer them to the regular psychiatric aid training program and take them out of this temporary assignment.

"However, we also anticipate that some of them will show an interest in, and perhaps an aptitude for, working in occupational therapy, recreational therapy, perhaps even social work or clinical psychology. Almost certainly some of them will become interested in careers as registered nurses. In any case, we hope to maintain enough flexibility so that youngsters with intelligence and aptitude may be transferred to assignments in these various departments on an apprenticeship training basis with the hope that if they find such work to their interest and liking they will then resign from the Service Corps and move into formal training into one or another of these disciplines.

"I take the trouble to outline this in considerable detail because I think you ought to know why we are not afraid of the Service Corps. We believe that we have thought through some of the problems and are convinced that this will be helpful to us as well as to the youngsters we enlist. We do not see any breach of States rights (since this has been mentioned, you know, by some of our colleagues) and we do not see any threat to our existing programs either in use of volunteers or of recruitment.



"On the contrary, we hope that we may recruit some useful people out of such a program but the very least we think we will be giving with the second program particularly, to a group of dropout youngsters, who have lost their identity and their identification, is the chance to regain it and perhaps to establish themselves on a straight line toward a life activity."

State No. 15: "I believe we should use the 'corpsmen,' but this may have to be qualified, depending on the conditions and strings attached to them. We have had over the years, experience with a number of groups which provide some clues. During the war, we had conscientious objectors; we had subsequent experience with American Friends Service Committee groups; and, more recently, the summer work-study groups. Our experience with these programs was positive. To a considerable extent, the volunteers would have something in common with these groups although there are significant differences. A concern that should be thought through in advance is how to avoid a situation where we have what appears to be a source of 'cheap labor.'"

"The one question I have is the commitment by the association to include evaluation of Domestic Peace Corps services as a part of the planning operations of the States. There are already many pressing demands upon the limited funds available for State planning, and I would assume that other sources of money could be found for this special purpose. Moreover, I doubt the desirability and necessity of all States involving themselves in such an evaluation. Would it not be equally effective to select a few typical States to be the subjects for a special evaluation project?"

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STATE OF MINNESOTA,  
DEPARTMENT OF PUBLIC WELFARE,  
St. Paul, June 17, 1963.

Mr. FRANK THOMPSON,  
*Special Subcommittee on Labor,*  
*House of Representatives,*  
*Washington, D.C.*

DEAR MR. THOMPSON: This is to communicate to you my strong support for the National Service Corps bill which you sponsored in the House of Representatives. I am writing this letter also to all our Minnesota legislators in Congress. I believe that this is extremely important and significant legislation. We are interested in what it could do in allowing us to establish programs during the critical months that we would otherwise not be able to establish. We recognize that the project is limited in time, and I feel that other safeguards are adequately placed in the bill. We are aware also that the bill is not intended to eliminate or substitute the State's ongoing efforts in developing programs that can and should be developed with the State's own resources and strengths.

Recognizing all the factors that exist, we feel that we can use National Service Corpsmen in our mental institutions here in Minnesota, and we are thinking about ways of accomplishing this to maximal strategic advantage. I hope that Minnesota will be high on the list, if not first among the States, requesting allocations for corpsmen through this program. If necessary, we would be glad to offer Minnesota as a location for a pilot demonstration to serve as a model whereby States could learn how to use corpsmen in their programs along with regular staff and the existing community volunteers.

I hope you will give favorable consideration to this bill. If you have any questions, I would be very pleased to answer them.

Yours sincerely,

DAVID J. VAIL, M.D.,  
*Medical Director.*

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NEWARK, N.J., June 18, 1963.

Congressman FRANK THOMPSON, Jr.,  
*House of Representatives,*  
*Washington, D.C.*

DEAR FRANK: I am sorry that I am not able to submit the attached statement in person, since a change in my schedule makes it necessary that I remain in Newark. However, I do want to impress upon the subcommittee my deep interest in the National Service Corps legislation and to tell the members of the subcommittee that we in Newark are anxiously awaiting the passage of this legislation so that the Service Corps members could become a part of our human renewal program.



Enclosed with my statement are supporting documents indicating the planning and the projective plans for the city of Newark's program to expand the opportunities for youth in our city.

I look forward to being able to participate in this nationwide movement and appreciate the opportunity of submitting this statement to your subcommittee.

With kind regards.

Sincerely,

HUGH J. ADDONIZIO, *Mayor.*

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STATEMENT SUBMITTED BY MAYOR HUGH J. ADDONIZIO, CITY OF NEWARK

I am very pleased to be able to submit to this committee the following statement supporting the proposed National Service Corps bill.

As mayor of New Jersey's largest city, I can appreciate the belief, the principle, the need, and the urgency that is behind the establishment of the National Service Corps.

The National Service Corps represents an extension of the Peace Corps that has become so successful in working with countries throughout the world. A Domestic Peace Corps would stimulate millions of Americans into accepting their fair share of community responsibility. At the same time, it will provide the professional seeding that is necessary in communities throughout the Nation.

The proposed National Service Corps represents an opportunity for cities like Newark that are in the midst of urban renewal programs and human renewal programs to coordinate their efforts and marshal their forces in seeing to it that rebuilding the American city is more than just an architectural dream.

At earlier hearings representatives from Rutgers University and my own administrative assistant appeared before subcommittees on this legislation and outlined specifically how this legislation could give support to programs in Newark. I need not repeat what has already been stated. However, I would like to add to the record my complete support for this legislation and the support of the city of Newark and my administration in the event such legislation is passed and Peace Corps volunteers would be sent to the city of Newark in answer to some of the projects that have been proposed.

In line with this, I am submitting along with this statement documents relating to the project that is being planned in Newark to expand the opportunities for youth and to serve as an example of the integration of the social components of urban renewal.

I appreciate the opportunity of being before this subcommittee and urge the passage of this important legislation.

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A PROPOSAL FOR THE USE OF THE NATIONAL SERVICE CORPS

(By S. M. Convissor)

Urban renewal throughout the United States has met with varying degrees of success. Physical redevelopment and rehabilitation in big cities, for the most part, has been limited to the central business districts. Any full-scale neighborhood redevelopment with significant improvement in middle-income housing, social advances, level of education, and an improved standard of living in the neighborhoods of the urban core have been few. Physical programs of rehabilitation and neighborhood conservation have been limited both in size and frequency, and for the most part, where they have been tried, have not proved successful. No effort has been made to combine the physical rehabilitation with a program for raising the level of motivation of the residents of the hard-core slum community.

The proposed National Service Corps represents an outstanding opportunity to coordinate a self-help citizen program, a necessity for successful urban renewal conducted by the Housing and Home Finance Agency with another major governmental function; namely, that of neighborhood conservation and rehabilitation and social and human motivation as part of the goals of the National Service Corps.

The four goals of the National Service Corps are:

- (1) To work with people in great need;
- (2) To motivate other citizens to give service;
- (3) To dramatize human needs; and
- (4) To attract more Americans into helping professions.



These are all important contributing factors to developing a successful neighborhood conservation and rehabilitation program with necessary social support. In past years and in past experience, one of the major problems in any neighborhood home improvement program has been the inability to organize citizens on a block-by-block basis and to encourage those citizens with their own programs of home improvement. A major difficulty in developing home improvement has been that with families with problems of health and welfare, the problems of home improvement are secondary.

The establishment of a National Service Corps program gives urban renewal, and principally neighborhood rehabilitation and conservation and all its ramifications, a major opportunity to take a giant step forward in the development of a successful neighborhood improvement effort.

#### THE PROPOSAL

The city of Newark has underway many urban renewal programs. Also slated for future development are a series of programed efforts at neighborhood conservation and rehabilitation.

No city has been fully successful with this most important phase of urban renewal. The major reason is that in rehabilitation every community resource (both physical and social welfare), city agency, and neighborhood activity must be brought together and phased in proper sequence in order to complete a neighborhood rehabilitation program.

To show how the National Service Corps could aid cities in this important area, we will select two sections of Newark similar in racial and socioeconomic characteristics.

(The two areas will be the south-central and west-central ward boundaries.

(These two sections are both within project boundaries; however, the south-central area will be the demonstration area as part of the total south side project known as the human aspects of urban renewal to be conducted by Youth Opportunities Unlimited, Inc., a nonprofit communitywide agency.)

For comparative purposes National Service Corps representatives will encourage, participate in, develop, organize, and work on only certain phases of the program in order to determine what aspects of community development require assistance and what do not.

We expect also to use the National Service Corps in the hard-core slum area for phases of the program that are not limited to those families that own property and require assistance in home improvement.

In one of the demonstration areas that is to be selected we will assign 20 National Service Corps volunteers. These people will work with the citizens of that area under the supervision of a local director,<sup>1</sup> in developing a neighborhood effort in home improvement and increased human and social involvement.

#### THE USE OF THE NATIONAL SERVICE CORPS

It is planned to assign individual National Service Corps members to individual blocks within the project. Careful weekly observation of the study area and the comparison area should be maintained in order to show signs of progress or decline if any.

The task of the National Service Corps would be to work with the citizens in the project area in all of the important areas of neighborhood rehabilitation and conservation:

- (1) Encourage and explain through block and house meetings the importance of proper budgeting and the ways to secure proper financing for necessary home improvement.

- (2) Advise the citizens of the neighborhood on important city services available for home improvement and those services available in the area of social welfare. (Different types of programs could be developed to see which works best.)

- (3) Encourage group assistance toward do-it-yourself programs. Citizens could be encouraged to pool equipment and human resources.

- (4) Encourage group architectural work for block home improvement. Develop programs to promote greater prestige of the area through group use of professional services.

- (5) Work with neighborhood groups on group relations, community organization work, and other neighborhood social work.

- (6) Sell the concept of home improvement and encourage support of code enforcement programs and housing conditions.



(7) Provide homemaking services and family education for the mothers and teenage daughters of the area.

(8) Conduct home maintenance classes for the fathers and teenage sons.

(NOTE.—Consideration could be given to making it mandatory that children and parents attend these sessions together. This will encourage a closer family relationship and responsibility.)

(9) Encourage and work with the parents in participating in communal activities with major emphasis on parent-teachers' associations.

(10) Teach adult classes in basic arithmetic, reading, civic affairs, and as noted in No. 7, homemaking programs.

(NOTE.—Many of these programs are geared specifically for females, and consideration should be given to having several females among the National Service Corps members.)

The National Service Corps members will also work with the citizens in showing them how to secure the proper city services required for neighborhood improvement and will, if necessary, undertake a true citizen-involved urban renewal program, including the planning, zoning programs, etc. In this regard, it would appear that in any given urban slum neighborhood, a major degree of clearance of the blighted area must be undertaken. If so, the National Service Corps members could work with the citizens in the neighborhood actually planning, developing, and carrying through this effort of rebuilding their community.

(It is important to point out for this program that, through the Housing and Home Finance Agency and the Urban Renewal Administration, there are funds that are available for staff and field office in order to carry out a neighborhood improvement and rehabilitation program.)

Through a series of block meetings and proper community organization, detailing programs of building and providing the necessary information and encouragement, the National Service Corps members could provide the needed spirit to show that urban home improvement and neighborhood rehabilitation and conservation can work.

#### THE PROJECT TIME

A program of this type should take no more than 2 years to develop, and to note any accurate comparison with the other neighborhood.

Unlike many other programs already suggested for the National Service Corps, this effort could be a joint effort with another Federal agency (namely, Housing and Home Finance Agency or Urban Renewal Administration) and shows exactly how two groups can work together in support of a given program. This has a great deal of merit because they would be working with the community in developing their own programs.

Of great impact is the fact that if urban renewal is to work, so must rehabilitation. Until now it hasn't. With the support of the National Service Corps, we might show that it can.

#### SUMMARY

A true test of whether neighborhood improvement actually does work would come when National Service Corps members and their full-time involvement and direction would assist in a program of neighborhood conservation and rehabilitation. If rehabilitation and conservation is going to work, and if the American city and its neighborhoods are going to be saved, it will require full-time professional community organization, not only for physical improvement but also for social motivation as well.

At present, many neighborhoods, rather than being rehabilitated, continue to deteriorate, and slum clearance becomes the continuing answer. The result is increased relocation problems, increased social welfare costs, and increased tension both within and without the slum clearance area.

National Service Corps members working directly with people or each given block within a pilot project area could make a significant contribution to the rebuilding and maintaining of the city.

The request to have the National Service Corps members work in Newark would be included as a major part of the program now being planned by the city of Newark, the Newark Board of Education, and Rutgers University School of Urban Studies.

The design of this project would be under the guidance of the corporation being established to carry out the purpose of that overall program.

The area selected is a major disadvantaged neighborhood in Newark's south-central section. It is predominantly Negro, low income, with an average educational level of the seventh grade.



The National Service Corps members would work in close connection with the Newark Housing Authority, the Neighborhood Commission for Conservation and Rehabilitation, and other private and public agencies who are all a part of the Citizens Planning Committee for the Newark South Side project.

At present the administrative assistant to the mayor, Samuel M. Convissor, has been coordinating and directing the Newark phase of the project.

A major part of this general program would be in the area of community leadership training which would precede any formal part of the program itself.

#### NEWARK CITIZENS PLANNING COMMITTEE

The following are some suggested program ideas for the various task forces. In preparing programs be careful to keep in mind the basic problems, needs, and purpose of the citizens, the neighborhood and the program itself.

#### EDUCATION (TASK FORCE)

**Purpose:** To prepare a program in elementary and secondary schools and in other educational related areas that will help children in a disadvantaged area fulfill their potential.

**Methods** (some suggested ideas):

1. Teacher recruitment and training: To seek special teachers for the specific work and needs of the area. These teachers would be specially trained to handle situations that are indicative of the area under study.

2. Graduate and undergraduate preservice teachers: A program of utilizing practice teachers from the local teacher's colleges to work in the project area in order to utilize the availability of as much professional help as possible.

3. Teacher facilities: It is planned to undertake series of studies through action type in the school programs that will determine the effectiveness of:

- (a) Smaller classes;

- (b) Use of special teaching equipment for improvement of reading and other subjects;

- (c) Use of specialists and specially trained tutors to work in a given schedule to determine a course of study and action for special problems.

4. Student incentives: An attempt might be tried to provide students with awards and incentives for excellence in their work or in their attendance, etc. Programs of this kind might include:

- (a) Higher horizon-type programs for students and their parents to encourage better attendance or grades. This would encourage closer relationships between parent and child.

- (b) Cash awards or gifts to the class or individual who performs better. These may be presented by outside groups such as PTA.

- (c) Special-type programs of recreation and entertainment for students who might need encouragement or who are in need or possess special skills.

5. Parental involvement in education: A series of classes in the school and special visitations to the home will be conducted by trained counselors who will work with the school and other agencies in assisting to encourage parents to take greater interest and more active participation in school-related programs.

6. Closer relationships with everyday needs: Of importance in the high school program is the need to recognize job market needs. Therefore, closer identification with other subcommittees (employment and job development) will be important.

7. Community education: A return to the "Americanization class" idea to be applied for classes in homemaking, home repair, budgeting, etc., can be tried. These adult classes may be conducted by the board of education, National Service Corps (Domestic Peace Corps), or any number of local agencies.

#### EMPLOYMENT AND JOB DEVELOPMENT (TASK FORCE)

**Purpose:** To prepare a program or series of programs that will enable graduate and nongraduate boys and girls, men and women to find employment in keeping with his or her ability and the current job market and to open new opportunities and develop needed programs for achieving same.

**Methods:**

1. Closer coordination with school officials regarding curriculums in accordance with job market needs.



2. Development of a series of "centers" that will train, prepare and "show how," and to develop those skills necessary for jobs that are available in the community but not filled.

3. A program of centralization through the youth career development center, of all the jobs that are available in the community for youth.

4. A special program for neighborhood part-time employment to include training in neighborhood stores providing the student jobholders continue in school and maintain the academic standards of the school.

5. Creation of repair shops to be sponsored by the youth and young adults under the guidance of trained professionals or local community leaders. (National Service Corps could also be considered.)

Such shops could be:

(a) Toy and bike repair;

(b) Sewing shops;

(c) Shoe repair; and

(d) Home maintenance (a complete program for home maintenance in cooperation with the National Service Corps has already been prepared).

6. Development of Junior Achievement-type programs where youth may actually sell stock to the neighbors in the development of their business. This idea could be used possibly in the area of home repair work, snow removal, and gardening.

#### HOUSING, URBAN RENEWAL, AND RELOCATION (TASK FORCE)

Purpose: To improve the quality and quantity of the housing in the area and the cooperative spirit necessary for successful urban renewal programs; to increase citizen participation in the program; and, to ease the problem of relocation.

Methods:

1. Develop a controlled program of neighborhood code enforcement: City staff could be used for training a corps of citizen volunteers that would be utilized to insure code enforcement in the neighborhoods.

2. Tenant associations could be developed using the same principles as in public housing, citizens can organize block associations of tenants (with special emphasis in areas of high absentee ownership) to insure against malpractice of real estate codes and ethics and guarantee full city services.

3. Citizen organizations with professional planning support can organize a full neighborhood urban renewal program (this is possible only in areas in accordance with the master plan of the city).

4. Recognizing that parts of the youth opportunities demonstration area are slotted for demolition, we can conduct special relocation programs to insure orderly relocation process. Survey, prepare and train those families slotted for public housing prior to their actual entrance into public housing. Have social service workers visit homes prior to moving in to public housing.

5. In areas slotted for rehabilitation neighborhood programs of "do-to-yourself nature" can be instituted. Classes in carpentry, electricity, plumbing, etc., can be developed and we can encourage pooling of equipment and skills among homeowners in the neighborhood with a central source of information and equipment.

Using the philosophy of the Clinton Hill Area Rehabilitation Committee blocks can be organized and citizens undertake neighborhood rehabilitation programs.

#### SOCIAL WORK, HEALTH AND WELFARE (TASK FORCE)

Purpose: To develop new methods, programs, ideas, and to explore current techniques in the area of service in all aspects of social work, health, and welfare.

Methods: In an attempt to explore new methods of operation in the important area of welfare, our suggested operation might include the establishment of several "urban information and family aid centers."

1. The idea here would be to provide service in the immediate neighborhood so as to insure complete realization by those that need such services.

2. Of importance also in such an activity would be the centralization of all services in order to avoid duplication of the "running around" that often occurs in seeking information and service.



To develop such programs we might consider the:

1. Use of the National Service Corps.
2. Representatives of several agencies (Travelers Aid, Urban League, Salvation Army, etc.) in order to determine the success of various approaches, attraction of booths, displays, etc.

In the area of social work, consideration might be given to the extension of the Narcotics Anonymous idea for neighborhood groups. This could be used for narcotics, but also be used for positive programs in school and communitywide efforts.

For example, with professional guidance and/or neighborhood adult leaders we might explore the development of "gangs" for street improvement, house painting and cleanup, school crossing enforcement, driver training, etc.

A good professional voluntary supply is the Newark Junior Chamber of Commerce.

3. Developing around the country are programs that have related welfare programs with educational and training programs. Similar type programs might be undertaken in Newark as part of our program in order to determine the relationship of welfare, employment, and educational training.

4. A special series of programs must be developed for children. The need for a coordinated communitywide approach to the problems of troubled, neglected, and needy children in this area is compelling. Protection of neglected children, foster care, and adoption planning is a must.

#### GROUP WORK RECREATION AND LEISURE-TIME ACTIVITIES

Purpose: To develop new methods, programs, ideas, and to explore the current techniques in the area of groups, the fields of recreation booths for adults and youth, and leisure-time activity such as library facilities, museums, music, etc.

Methods: There have been suggested a number of programs to increase the use of the recreation and leisure-time facilities in Newark and to expand those facilities so as to include in any activity of this kind a relationship with the educational activity of the city.

In this regard, programs of music instruction, museum work, library activity, athletic development can all be a part of a related afterschool and in-school program.

Many of the recreational programs could be expanded to include parents of the youngsters. This philosophy could also be used in regard to the music instruction. Adult classes with father-and-son or mother-and-daughter relationship may encourage greater family development.

A major concern of many of the people in the neighborhoods has been the bonus set aside for recreation at the public school playgrounds. A new schedule and the offer of new type of programming in keeping with the interests and needs of the area should be undertaken.

Classes in homemaking, sewing, cooking, interior design could all be taught through the neighborhood playground recreation system. (Although these may already be scheduled, a program of reaching out for the right party to attend might be tried in varying ways.) Some suggestions might be: to give credits toward a degree in "civic development."

A program to bring the nonreader to the use of books might be tried by having a "storefront library" right in the neighborhood itself. This could be done first by having magazines and more "popular" reading matter available. Emphasis could also be put on manuals and "how-to" publications.

A special attempt should be made for graphic arts use in teaching techniques within the neighborhood branch library.

Higher horizon type programs could be tried in related museum programs and musical undertakings in Newark. A special consideration might be for the development of a Newark choir, or a boys or girls orchestra.

#### LEADERSHIP TRAINING FOR THE SOUTH SIDE PROJECT

Purpose: The purpose of any leadership training task force would be to work in the areas that are being suggested and to seek out those citizen groups interested and to develop them and their capabilities toward undertaking active programs in behalf of the youth in the area; and to develop leadership potential in the area.

Method: The manner in which this will be undertaken could be many. First, we would try and explore among existing agencies whether they, and the people that they have as members of those agencies, could undertake programs of leader-



ship training. If, for example, the Frontiers as a social club, the Urban League as a social planning agency, the NAACP, the Leaguers, could undertake a program or programs of leadership training. If, on the other hand, it would be impossible for them to undertake such a program, the Newark Citizens Planning Committee could undertake such a leadership training program.

Some ideas for this would be: to work with college students, the parents of children or the older youth on a once or twice a week basis, and to develop their skills in such a way that they will be more knowledgeable in dealing with the community, more knowing in the subjects of civic involvement, civic affairs, cultural developments in the community, schools, PTA, and the like.

A series of interaction programs between key community leaders and those citizens who, although are not considered to be community leaders at present, but do represent a nucleus and a positive force to be used in the community.

We could use a local neighborhood hall to conduct such a program (Temple B'nai Abraham which is just above the project area). It could be used as a training center, while at the same time we could have support from the board of education or the Newark Y for staff assistance in the training. Training films could be used. The program that is being undertaken by Newark State Teachers' College with Dr. Goodwin Watson could also be used and we would make every effort to bring everybody into close interaction for this important program.

#### COMMUNITY ORGANIZATION AND CITIZEN PARTICIPATION

**Purpose:** The purpose of this subcommittee would be to gain the support of as many people in the community as possible, and at the same time involve as many people in the community as possible on the project specifically, and in community work generally.

**Method:** This would be done by utilizing those leadership people with potential to organize their blocks and their neighborhood and possibly by providing a weekly service either through newsletters, or through weekly reports and meetings in order to get the community organized to insure the understanding of what this program is all about.

This could also be a part of the citizen participation itself in insuring that everybody has, in some way or another, a particular involvement in this project. This is not limited just to the lay people because there are many professionals who are in this area of activity continuously and who do this type of work—citizen participation activity—on a full-time basis. It is their involvement, with the citizens of the area as well as the organizations that they represent that will insure that they are familiar with what is going on in the community, and will make every effort to undertake a part of the overall South Side project to insure the full support and participation of everyone.

#### GROUP WORK, RECREATION, AND LEISURE TIME

**Purpose:** The purpose of this task force is to provide programs that will develop group work activities, recreation facilities and activities, and leisure-time activities for both parent and the youth of the South Side area.

**Method:** The method used for group work, recreation, and leisure time will depend on the various organizations, agencies, and facilities available to carry out programs of this nature. For an example, while the board of education has in the past furnished musical instruments for the use of boys and girls in the school, unique types of expansion of this program would be highly desirable. Whether the new currently more popular instruments such as a guitar and banjo instruction in the schools. And although a considerable sum of money would be required to make these instruments available and to hire the instructors who will teach in our schools as part of the regular program, we might check to see whether the new currently more popular instruments such as a guitar and banjo would be attractive to the students today rather than the more familiar clarinet, trumpet, etc.

Community organizations could also borrow, or rent, or learn some musical activity through the recreational programs of the school system.

In the area of library facilities, a plan has already been submitted with some suggestions; however, a thought might be presented which would call for library facilities to be made available more readily either through increased bookmobile services, visual aid services, or possibly opening up a store on a busy street with magazines, newspapers, and an actual reading room type of facility. (You often have seen Christian Science reading rooms. There is a parallel here that could be used to encourage reading by people who normally



would not pick up a news magazine or a newspaper, but if it were available to them in a free, comfortable surrounding, on a busy street, air-conditioned room they might come in to appreciate books, magazines, etc.)

Higher horizons type programs could also be developed particularly in the area of special orchestral programing. The New Jersey Symphony Orchestra has a number of programs in this area, and this could be expanded.

A recent suggestion has been the formation of a boys choir or a Newark chorus, and I am sure that programs along this line could be entertained. Professional assistance could be generated and a call could go out through organizations to boys and girls to audition for a Newark chorus.

Public subscription and public support for such an activity could be generated. Another idea, of course, is the enlargement of "Pops Concert Series" that is sponsored by the New Jersey Symphony Orchestra. The Newark Museum would also participate through their junior museum activities for increased facilities or possibly moving some of the classes that are taught at the museum out into the neighborhoods.

These are all programs that could be developed and made useful as part of a group work, recreation, and leisure time program, and should be a major part of the South Side effort.

#### JUVENILE DELINQUENCY AND THE LAW

**Purpose:** The purpose of this task force is to provide programs for juvenile delinquency prevention specifically aimed for teenagers as a part of group work, social work, or educational activities.

In this area programs should be directed especially in the development in the understanding of law and law enforcement. The matter of the law also comes in programs relating to courts in the process of juvenile delinquency and family disturbance cases.

**Method:** The methods to be undertaken in the area of juvenile delinquency and prevention are many. We have the problem of the older boy or girl who believes himself to be too old for Boys' Clubs and similar types of organizations. But with leadership training they may volunteer his or her support and may be able to undertake programs along the following lines:

(1) Playgrounds, schools, educational-physical activities should be opened every evening and possibly extend the openings to the later hours on Friday evenings, Saturday evenings, and during the summer months.

(2) Programs should be undertaken to work with the "gangs" as a group that are now formed in the various neighborhoods, and with individual "gangs" to create special projects that these groups could undertake in "a kind of competition with their neighboring factions" or with gangs from the other sections of the community. Professional street gang workers could be assigned to individual groups of people with programs that could be underwritten by organizations that would encourage the youth with proper training to possibly direct their efforts to a more positive community undertaking.

Programs could be developed with the Scouts and similar action organizations as well as with social planning organizations to develop similar programs. Utilization of the Essexfields program could be explored.

In the area of the understanding of the law there has often been requests made by police officers for legislation compelling citizens and parents to be held responsible for the acts of vandalisms of their children. This could be studied in certain cases to see what change might take place in the family relationships. We all recognize, too, that there has been a continuing need for an increase in family counseling before court and during the court proceedings. An increased use of precourt counseling especially for the migrant and the in-migrant should be encouraged.

The total approach of juvenile delinquency, of course, is framed in the many other programs of education, social work, employment, etc., but within the framework of those individuals in our community who are currently at work on what is termed "juvenile delinquency and prevention" programs of this type should be entertained.



## A BACKGROUND REPORT ON THE NEWARK DEMONSTRATION PROJECT OF EXPANDING THE OPPORTUNITIES FOR YOUTH

The continuing rise of juvenile delinquency is unquestionably one of the greatest problems that is currently facing the entire country. For the past 13 years, juvenile crime has risen, and this increase far outstrips the growth of the juvenile population itself.

The problem is further amplified in the large urban centers throughout the country, and it is safe to estimate that the problem is even greater in these centers of population than the national average.

In September 1961, Congress approved the Juvenile Delinquency and Youth Offenses Control Act, which authorized \$30 million to be used to combat delinquency over a 3-year period. These funds are being administered by the Secretary of Health, Education, and Welfare and in consultation with the Attorney General and the Secretary of Labor.

It is estimated that half of this \$10 million allotment will be used to support demonstration programs in several cities aimed at curbing delinquency rates; and the other half will be used for training of professional and volunteer personnel who will work with youth in these programs.

Careful and comprehensive planning for projects of this scope is necessary in order to insure the success of the demonstration project. The Federal Government hopes to prove that by well-organized, comprehensive, coordinated programming, cities like Newark can meet the challenge of rising juvenile delinquency. Well-developed projects can then be used as models for other cities to follow. In short, the demonstration projects, financed jointly by Federal Government funds foundation support, and local contributions can be used as "seed money" in order to stimulate new efforts against juvenile delinquency and increase the opportunity for youth, and begin to lessen the costs of big city expenditures in this area.

It is apparent that no one agency nor one program by itself can solve the problem of juvenile delinquency, the youth dropout, the youth that is unprepared for today's labor market, nor can any one program solve the problem of expanding the opportunities for youth by greater and more creative development. Consequently, a comprehensive program is necessary to attack on all levels the enormity of the problem.

The Federal Government has established certain criteria in order for any community to participate in such action with Federal support. These criteria are:

(1) *Comprehensiveness*.—A demonstration project must attack all sources of delinquency. Specialized programs, however worthwhile, cannot be supported with the limited funds available. The goal of a comprehensive program will be to determine the impact of a total attack on the problem. Fragmented programs cannot do this. Delinquency is usually the end result of many contributing factors. These factors include family disintegration, slum housing, racial discrimination, lack of health and recreational facilities, failure in school and school dropouts, and youth unemployment. These sources must be attacked in a unified manner in a demonstration project.

These problems are highly concentrated in the slum areas of the Nation's greatest cities. These inner city slums have the highest delinquency problems, and they should be the initial target areas for demonstration projects.

(2) *Wide involvement of public and private agencies*.—A demonstration project of this scope cannot be accomplished without the widest possible involvement of public and private agencies. The President's Committee believes that no one agency can do the job, but cooperative efforts by all local resources can meet the challenge. As Attorney General Robert Kennedy said during his testimony to the House Subcommittee on Education:

"On the President's Committee, Secretary Goldberg, Secretary Ribicoff, and I are determined to pull together. No one agency can do this job alone. We shall keep our eyes on the goal. We shall have no patience with jurisdictional quarrels that keep us from reaching it."



(3) *Local financial commitment.*—In determining which cities will receive demonstration grants, the Federal Government will consider each city's willingness to share in the cost of the project. Local financing could include city, county, State, or private funds. Personnel or facilities could be committed as well as money. There should also be preparation for continued support of the demonstration project after the Federal grant is exhausted.

(4) *Transferability.*—Demonstration projects will focus on high-problem areas of delinquency. Most cities have several of these problem areas. The agency receiving the demonstration grant must have the ability to transfer a successful project from one area of the city to another. A demonstration project would be of little value unless its sponsoring agency had the mechanism to apply it to other segments of the community.

(5) *Built-in evaluation.*—It is imperative that a demonstration project contain a plan for self-evaluation. Many major programs have been undertaken without evaluatory plans. When they were completed there was no way to measure their effect.

Evaluation should begin with an extensive factual baseline against which to measure future change. Evaluation should be undertaken both on individual programs and on the net impact of the total project. Gathering and refining this data and determining evaluatory procedures will be major parts of the planning process. Comprehensive demonstration projects are a new approach to the problem of delinquency. Without meaningful evaluation they could be of little value.

To date only one community (the lower East Side of Manhattan) has a demonstration project underway. There are, however, 14 cities that have planning grants which are being used to develop the necessary comprehensive plans to attack the problem.

Last year, Dr. Harry Bredemeir, of the Urban Studies Center at Rutgers University, developed an idea which was comprehensive in nature and was aimed toward a demonstration project for the development of an effort to expand the opportunities for youth in a given neighborhood of Newark. This program was presented to the city and accepted by the mayor in August of 1962.

The purpose of this program was to demonstrate to the community itself that if all the facilities of the social agencies, the educational groups, the business community, and the local government would focus complete attention on a given neighborhood that the youth of that neighborhood would, after a period of time, show signs of increased educational standards and show signs of increased community participation. It would in short, begin to lessen the load now being expanded to solve the problems.

After the city had recognized its importance and had accepted this effort as their responsibility, two committees were named in order to accomplish the planning of this program. One represented a task force from the university level and one from the community. It was agreed that once these two committees would form their plans that the complete proposal for the demonstration project could be taken to foundations, the Federal Government, the business community, the local community, as well as the local government itself for financial support in order to carry out the demonstration phases of the project.

Of major importance to securing foundation support and the support of the Federal Government is local cooperation, local understanding, and local responsibility.

All of us realize that the problem of youth dropouts, unemployed and out-of-school youth, the inability of many youths to reach full attainment in school, senior citizens, and community organization is a problem for the entire community. It is not one neighborhood problem, nor one family problem. But in order to demonstrate that a program can work, a given neighborhood had to be selected for study and experimentation. This neighborhood is the South Side High School School District, which includes South Side High School and its feeding junior and elementary schools. This area was selected because of its problems and its potential and because it represented an area which has already demonstrated its willingness and desire to develop greater programs for improvement.

Since August 1962, the two task forces, one from Rutgers University and one from Newark have been meeting in order to develop their individual programs as part of the South Side project. Included in both committees are task forces representing areas of community organization, library, cultural facilities, housing and relocation, planning, business and development, health and welfare,



social work, juvenile delinquency, recreation, parent involvement, and senior citizens. It is a comprehensive effort to coordinate and to involve the entire community in a massive attack on the social problems of the day.

These task forces on their own have been meeting to develop programs which are designed not only to attack the problems of their particular area; but these programs are designed to fit into the comprehensive plan that is being prepared on a total basis. These programs also include a measure of effectiveness in order to determine how good such an activity actually is in order to cope with the problem.

For example we might find existing efforts at attacking juvenile delinquency, unemployment, welfare, and the like are unsuccessful and actually cost the community more in dollars than the good that it produces. At the same time, we might find programs that only require additional staff personnel in order to make them fully successful. We might further find that a new approach to some of these problems might bring far greater results and that a slight expenditure or additional staff might bring a greater result far in excess of the cost.

To date all task forces have developed preliminary plans and have been meeting in order to finalize their program. Joint meetings between Rutgers and the city committees have also been held. Plans and individual programs have been prepared. This has been done without anyone officially coordinating this program or any full-time staff assignment. And for this, all committee members are to be congratulated.

The program outlined for this project is an exciting and an enormous one. It is an opportunity for the city of Newark to demonstrate to cities across the country how one community is attacking its social problems. The Federal Government has demonstrated its interest in Newark both through its expenditures for the physical rebuilding and for a modest expenditure for the social rebuilding in the presence of the youth project which is currently underway at 1 Clinton Street.

The local community must now demonstrate its own share of responsibility. We must move ahead and move ahead rapidly to attack this human rebuilding problem if we expect to make any dent at all in the rising costs of big city problems.

The enormity of a problem and its cost to the city in school dropouts, the increase in the tuberculosis rate and venereal disease, the increasing numbers of children born out of wedlock, the increasing welfare load, and the rising problem and costs of juvenile delinquency make it mandatory for Newark to begin immediately to solve this problem rather than just aid those who unfortunately find themselves in the problem itself.

The South Side project is a comprehensive program that will fully coordinate all the activities of community development. It gives Newark that opportunity to solve the problems that are now facing this community. It presents to Newark a further opportunity to work with the State university and use their skills and professional assistance that heretofore was only partially existing.

Minor incidents are only symptomatic of a growing urgency of having to meet this problem directly. The time is now to develop this overall approach.

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NORTHWESTERN STUDENT PROJECT,  
SEARS ROEBUCK YMCA,  
Chicago, Ill., June 24, 1963.

HON. FRANK THOMPSON, Jr.,  
*Chairman, Special Subcommittee on Labor, Committee on Education and Labor,  
Washington, D.C.*

DEAR SIR: I have been asked by Robert E. McCord to submit a critique of the Northwestern Student Tutoring Project for your committee as it considers the Domestic Peace Corps bill.

The Northwestern Student Tutoring Project has just passed its first year of operation. It is an organization of Northwestern University students who volunteer to tutor inner-city youngsters in their schoolwork.

The project's objectives are free:

- (1) To supplement and assist the existing educational system;
- (2) To broaden the cultural horizons and deepen the motivation of the culturally deprived students; and



(3) To widen the perspective of the college student and give them a "living" educational experience.

During the 1962-63 school year, the project maintained over 150 tutors at 6 different tutoring sites in the city. They worked with over 400 youngsters and adults.

The project is financed by the Wieboldt Foundation and is administered by a fulltime director through the Sears Roebuck YMCA. The project strives for a community orientation and maintains its director's office in the Sears YMCA, which is in the community where the tutoring is done. The project also has an advisory board, chairmanned by Mr. John Todd, of the Cinch Manufacturing Co., and consisting of community leaders in education, business, and social work.

This, very briefly, is the structure of our project. However, the insignificant area is whether we are accomplishing anything. We are presently compiling an evaluation of our efforts and are thus far very well pleased with our findings.

Comparative test scores of reading ability done on a section of our students reveal that all made significant gains in reading ability during the period when they were tutored. Most made well over a year's advance in ability, while in previous years they had been progressing at a much slower rate.

In addition we are documenting individual cases of notable school achievement while the student was being tutored.

Professional workers at our different tutoring sites have also commented on the improvement in school attitude and grades after tutoring experience.

From the viewpoint of the tutors, we have found the experience to be one that provides great satisfaction for the college student. We have never had any recruiting problems in getting tutors. The ratio of boys to girls is about 1 to 2 among our volunteers.

To sum up our evaluation I would like to say that our project has had unexpected value in the community by providing a vehicle for parents to play their legitimate role. Unable to help their children with schoolwork themselves, they are now able to take their child somewhere for this help. This is a valuable means of reinforcing middle-class attitudes and values.

Also, since the community provides the physical facilities for tutoring and some of the supervision, the aspect of helping themselves exist.

The attitudes of the college student volunteer are such that the community is not alienated nor made to feel inferior.

As a result of the successful experience the Northwestern students have enjoyed in Lawndale (the section of Chicago where they tutor) and also, the equally successful experience of the University of Chicago experiences in Woodlawn, there is a movement of considerable strength to incorporate more students into other neighborhoods of Chicago as tutors. This movement is in need of direction and assistance.

Sincerely,

ROBERT L. HOLDING,  
*Director, Northwestern Student Project.*

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NORTHWESTERN STUDENT PROJECT,  
SEARS ROEBUCK YMCA,  
Chicago, Ill., July 3, 1963.

HON. FRANK THOMPSON, JR.,  
*Chairman, Special Subcommittee on Labor,  
Committee on Education and Labor, Washington, D.C.*

DEAR MR. THOMPSON: Enclosed are some newspaper reprints and other material that will further describe the Northwestern student tutoring project and the Sears Roebuck YMCA program. It is hoped that this will supplement our letter of June 24 to your subcommittee studying National Service Corps legislation.

Respectfully,

ROBERT L. HOLDING,  
*Director, Northwestern Student Tutoring Project.*



## SEARS ROEBUCK YMCA, EXECUTIVES' SERVICE CLUB, NORTHWESTERN STUDENT TUTORING PROJECT

## A STATEMENT OF PURPOSES AND OBJECTIVES TO SEARS YMCA

The Northwestern student tutoring project is an effort to bring together two widely separated Chicago communities, the college campus of Northwestern University and the culturally deprived, "ghetto" inner-city areas. It is our belief that both communities have a great deal to gain from this exchange.

Our immediate objectives are threefold:

1. To supplement the existing educational system in the community;
2. To broaden the horizons and academically motivate the potential, or actual school dropout;
3. To broaden the horizons and provide valuable life insights for the college student.

There are any number of secondary objectives that could be detailed, but to sum up our "ground design," we are in the tutoring business to put ourselves out of business.

## SEARS ROEBUCK YMCA, EXECUTIVES' SERVICE CLUB, NORTHWESTERN STUDENT TUTORING PROJECT

## HISTORY OF THE NORTHWESTERN STUDENT TUTORING PROJECT

## FOREWORD

The following history of the Northwestern student tutoring project has been written with the intent to show the stages of growth it has gone through to reach its present moderate success. It does not pretend to be the "only way" to start and develop a massive student-service project. It is only an example of a project designed to meet the needs of the particular community in which it operates; a community of low economic means, a culturally deprived "ghetto" area, and a community suffering from too little education achievement and job skills.

We only hope that from this history you may glimpse, (1) the hard organizational groundwork that went into its development and growth, and (2) the great immediate rewards and potential successes that have come out of this work.

## ORIGIN

The Northwestern tutoring project began operation as a small band of student-volunteers in April of 1962. Most of the tutors-to-be were not sure of what they were volunteering for, other than "helping school dropouts."

The group had responded to the enthusiasm and leadership of Northwestern coed, Judy Long who, in turn, was motivated by the challenge of her father, Dr. Norton Long, and the persuasiveness of "Jobs for Youth" Director Burt Shimanovsky.

It took only a week for Judy to recruit 20 students to tutor school dropouts in mathematics and reading at the Sears YMCA. Within 3 weeks, what was to become the Northwestern student tutoring project was off of the ground, with three Chicago tutoring sites and a tutoring corps of over 50 volunteers. It has since grown to a corps of 150 tutors operating at 6 tutoring sites.

From its inception, the tutoring project has been a student-originated and student-administered project. It was, and still is, "Northwestern" only in the sense that its tutoring corps and leadership comes from the Northwestern University campus.

## GROWTH AND PROGRAM

The Northwestern student tutoring project has gone through three growth and program phases:

*Spring 1962*

This was the "birth" period in our tutoring program. Sparked by Judy Long's verve and energy, the project sprang forth from the Northwestern



student body in the form of a hard-core band of 58 tutors who devoted that spring quarter to being taught (on campus) and being teachers (in Chicago).

The tutors staffed three tutoring sites in Chicago. One, at the Sears Roebuck YMCA was organized and supervised by Burt Shimanovsky. The majority of the tutees were school dropouts from the "Jobs for Youth" program. The other two sites were organized and supervised by the detached workers program of the Metropolitan YMCA of Chicago, a juvenile gang work program. The tutees were members of the "street gangs" that had a YMCA detached worker assigned to supervise them.

It was through the experience of this spring program that Miss Long and her two assistants, Don Davidson and Bob Holding, reached the conclusion that the program should be continued, expanded, and better organized. They agreed that financing would be necessary, chiefly to provide a wage for a full-time director.

#### *Summer*

The summer 1962 program was a pilot program directed by Bob Holding, who had graduated that June and had been selected to direct the first year's project. In July, the Kimbow fund offered to finance, for 2 months, Mr. Holding's pilot project, and his efforts to write a proposal and prepare for a full school year's program in September.

The summer tutoring program utilized 30 summer students at Northwestern; many of them were from other schools and attending Northwestern University only for the summer quarter. These volunteers were involved, for the most part, in tutoring; a few worked as umpires in a softball league, and two (a boy and a girl) worked with groups of youngsters as club leaders with gratifying success.

While directing this small group of volunteers, Holding laid the groundwork for a fall tutoring project with six tutoring sites and the sponsorship of the Executives' Service Club of the Sears Roebuck YMCA. Working relationships with community agencies that were not YMCA's had to be worked out, and a tutor-recruitment organization had to be set up to staff these tutoring sites.

This program closed out operation with the end of the summer school session in August.

#### *School year 1962-63*

It is the school year program of 1962-63 that will come to a close this June, and if the spring 1962 program can be called the "birth" of the project, then this program must be called the Northwestern student tutoring project's "adolescence."

Since October of 1962, the project has maintained a tutoring staff of 150 tutors, despite the university being on a quarter system which required readjusting schedules and recruiting replacement tutors.

The project has gone through some significant changes and refinements during this period. The most important would have to be the rewarding of a financial grant to the project by the Wieboldt Foundation. The Northwestern student tutoring project received the grant in January of 1963, after existing from September to December on funds provided by Sears Roebuck YMCA.

The project operates with a central director who is backed up by three groups: (1) An advisory committee made up of community leaders, (2) tutoring site supervisors who are employees of the agency in which the tutoring is done, and who are responsible for enrolling tutees, and (3) tutor "group leaders" who are responsible for tutors at the different tutoring sites.

The tutors have worked with tutees that range in age from 7 to 35 years of age; however, the past 7 months' experience has shown that the most responsive age group seems to be between 11 and 15 years of age.

Working with the school dropout has proven difficult unless the dropout is looking forward to returning to school in the near future or has already returned to school.

In tutoring, the newest and most startling innovation has been to offer music lessons. Staffed by volunteers from Phi Mu Alpha, the Northwestern University music school honorary, the music tutoring program has two phases: working with the "gifted" musician referred directly from the school, and working with a "teens with talent" club that puts on amateur talent shows. Both programs have had great initial success.



## THE FUTURE

While still in its "adolescent" period, the Northwestern student tutoring project is building toward a prolonged "adulthood" when, we hope, it will become not only a Lawndale institution but a Northwestern University campus tradition.

And eventually, as paradoxical as it may sound, what everyone involved in the Northwestern student tutoring project should look forward to, is the project's end or "death." For only after the need for our project has been eliminated, can we term our service a success.

The Northwestern tutors are in the business of putting themselves out of business.

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ASSOCIATION OF SECRETARIES, YMCA's OF NORTH AMERICA, 1963 TRIENNIAL  
CONFERENCE

"ACCENT ON EXCELLENCE"

Northwestern student tutoring project, Chicago Peace Corps, Sears, Roebuck  
YMCA, Chicago, Ill.

A. PREFACE

The Northwestern student tutoring project is an experimental tutoring project staffed by Northwestern University students. The university students work with actual and potential school dropouts in Chicago. Its purpose is to increase literacy and decrease school dropout rates in Chicago's inner-city slum areas.

The tutoring project is based in a Chicago branch YMCA and its director is a staff member of that "Y," the Sears, Roebuck YMCA.

This program is only one of a number of unique programs and approaches utilized by the Sears YMCA in an effort to meet the needs of the community in which it is located. Such programs are the result of the "Y" staff's "community centered" approach; a label for the Sears "Y's" conscious effort to identify the needs of the community, devise or adopt programs that will meet the needs, and then effectively carry through these new programs.

B. THE COMMUNITY WITHIN WHICH THE SEARS YMCA FUNCTIONS

In order to understand fully the significance of the Sears "Y's" "community centered" approach and the Northwestern student tutoring project, you must first know something about the community in which the "Y" is situated.

The Sears "Y" is located on the west side of Chicago in an area known as Lawndale. Lawndale is an inner-city area of the type that is becoming all too common in our large urban centers. It is a Negro ghetto area, plagued with rat-infested housing, chronic unemployment, bulging relief rolls, bewildering population transiency, and tragic school dropout rates. The community has been called "Chicago's port of entry" for Negro in-migrants from the Southern States.

A Lawndale social worker dryly observed that the community is "either first or last in everything, first in such things as venereal disease and tuberculosis and last in such things as rat control and housing standards."

The Lawndale community social agencies and lay leadership undertook a little over 2 years ago to pinpoint the most pressing of the community's problems. It was agreed that youth unemployment and school dropouts, both of which led to juvenile gang activities of a vicious nature, were the problems that needed immediate attention.

Subsequently, a program was developed and undertaken by the Sears YMCA to meet these needs. It was this program, the "jobs for youth" program, that a year later spawned the Northwestern student tutoring project.

C. THE "JOBS FOR YOUTH" PROGRAM

It is necessary here to again deviate from the tutoring project in order to fully understand the development and assimilation by the "Y" of the tutoring project.

"Jobs for youth" is a job-orientation program for school dropouts. Utilizing two teachers from the Chicago Board of Education, it operates a 6-week, 12-



session class designed to prepare the dropout for a job interview and, hopefully, a job experience. Upon completion of the course, the dropout is aided in obtaining job interviews by the director of "jobs for youth," who is a member of the Sears YMCA staff.

It is significant to note that the program is financed by the Wieboldt Foundation of Chicago and sponsored by the Executives' Service Club of the Sears YMCA. The Executives' Service Club is a group of business, educational, and professional leaders who earn their living in Lawndale.

#### D. THE DEVELOPMENT OF THE NORTHWESTERN STUDENT TUTORING PROJECT AND ITS "ADOPTION" BY THE SEARS YMCA

It was out of the experience with the "jobs for youth" program that the tutoring project grew as, what is now seen in retrospect, a natural development. "Jobs for youth" director, Burt Shimanovsky, was faced, in his program, with the problem of the functionally illiterate dropout who did not even have the bare essential skills for the job market.

Faced with the problem of raising reading and mathematics levels, Shimanovsky eagerly grasped at the possibility offered by a Northwestern professor of using volunteers from that school's student body as tutors for "jobs for youth" participants.

It was Shimanovsky who broached the idea to the "Y" staff, where it got immediate approval and assurances of cooperation, and who also sold a group of Northwestern students on giving the tutoring a try. It was also Shimanovsky who obtained acceptance of the tutors from the Negro school dropouts.

In the first week of April 1962, the first group of tutors began making the 25-mile trip from Northwestern to the Sears YMCA. Within 2 weeks the student leader of the Northwestern tutors, Miss Judy Long, was approached by two additional YMCA's requesting tutors. Eager to be as much of a service as possible, Judy recruited and arranged transportation for tutors to staff the new sites.

What emerged by June of 1962 was a group of over 50 Northwestern students who were self-organized and administered, and who worked in cooperation (and I emphasize the word "cooperation"), with the YMCA's in Chicago. It should also be pointed out that these Northwestern tutors were not connected with any existing campus organization or with the school administration; they were acting as an autonomous group of private citizens.

The leadership of the tutors was built around Miss Long and two student assistants, Don Davidson and Bob Holding. They undertook the responsibility for maintaining tutor strength, transporting tutors, and coordinating the relationships with the "Y's."

The Sears YMCA, as the first of the three tutoring sites, was particularly interested in maintaining the infant tutoring program as long as possible since it attacked, so directly, the school dropout problem in the community. However, the "Y" staff also realized that the strength of the project and the hope for the project's retaining its vitality lay in the fact that it was a student-initiated project.

The problem became one of how to retain the pioneering flavor of the project and, at the same time, create a stable organization that would insure the tutoring services of the students over a long period of time so that the tutoring could be effective.

It was the decision of Sears "Y" staff to (1) allow the student tutors and leaders decide, in their own way, the direction of the project, and (2) in the interim to provide as much staff cooperation and physical space as possible to the tutors while they operated at the Sears "Y." As Burt Shimanovsky put it: "Try to make the tutors feel as welcome and at home as possible."

The "Y" staff's confidence in the students' leadership paid off in a very short while when Judy Long, Don Davidson, and Bob Holding reached a joint conclusion that if the tutoring were to resume with the fall school term, it would need three things—a financial backing, a full-time director, and a community base.

This trio, acting once more on their own initiative, then set out to find the financing for the project and were partially successful in that they received a grant of \$800 to finance a salary for a director during July and August. With this backing the group decided that Bob Holding should be the project's first director with two duties under the grant—to prepare a complete proposal for an



expanded tutoring project to begin in September of 1962 and to run to June of 1963, and to operate a pilot project over the summer in Chicago.

It was the Sears YMCA that offered its facilities and staff, at no cost, for the summer pilot project. Bob Holding was also given office space at the Sears "Y" that he could use should he need it while preparing his proposal for financing.

As would be expected from the course of events, now that the financing problem had been partially solved and the director had been appointed, the third necessity of the community base practically solved itself.

In August, shortly before the tutoring project's summer grant ran out, Holding met with Al Rogers, executive secretary of the Sears YMCA and John Todd, of the Executives' Service Club, to agree on the terms of the "Y's" sponsoring the tutoring project.

The agreement arrived at was easily a relationship that had been in effect, for the most part, since tutoring first began at Sears "Y" five months previous in April. This August meeting only formalized the working relationships. The Sears "Y" agreed to allow the Northwestern tutors to operate tutoring sites in addition to the one at Sears "Y" and to take responsibility for financing the project. Mr. Holding became a "Y" staff member located in the Sears YMCA and took the responsibility for supervising the Sears tutoring site, a job previously handled by Burt Shimanovsky.

In October, the Northwestern student tutoring project opened six tutoring sites. In addition to the three YMCA's they had previously operated in, the project cooperated with the boys' club, a park, and a Chicago youth center.

The organization of the project is copied from the "jobs for youth" program. It has a full-time director, Bob Holding; an advisory committee appointed by the Executives' Service Club; and the financial backing of a grant given to the YMCA. It was no coincidence that the tutoring project's grant, like "jobs for youth," came from the Wieboldt Foundation.

#### E. A BRIEF DESCRIPTION OF HOW THE TUTORING PROJECT WORKS

The strength of the Northwestern student tutoring project lies in its system of individual tutoring sessions. For the most part, one tutor works with one tutee. In this way individual learning problems can be worked out; more progress can be made; and an interpersonal relationship can be built up that will further the learning experience and, in many cases, help to motivate the tutee.

One of the major changes that has occurred in the project since its beginning has been a shift in the age groups tutored. In its initial experience, the majority of the tutees had already dropped out of school; now the majority of the tutees are what are termed "potential dropouts." It is felt that the most receptive age group for tutoring is the 12 to 14 age range.

A tutoring site must provide access to the tutees, a physical place for tutoring, and a professional staff person to supervise the tutoring sessions which are usually held twice a week. If these are provided, and Mr. Holding has the tutors available, a new tutoring site is born.

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[From the Chicago Daily News, Nov. 10, 1962]

#### BEAT PRESIDENT TO THE PUNCH—UNIVERSITY STUDENTS ESTABLISH OWN HOMEGROWN PEACE CORPS HERE

#### TAKE TIME OUT TO HELP CHILDREN IN POORER SECTIONS

(By Georgie Ann Geyer)

President Kennedy recently called for establishment of a Domestic Peace Corps but some Chicago area students are already ahead of him.

These university students, on their own initiative, have staked out the poorer sections of the city for their own private peace corps.

"We've got an 'insidious' movement afoot," said Robert L. Holding, a 22-year-old with the enthusiasm that infects the projects. "We're going to educate the world."

For the last 6 months, in places like Lawndale and Woodlawn, students have been taking their own time to tutor children in areas where education is not exactly the style.



Both are socially isolated areas of high need, largely Negro, with a quarter of the people on relief, large numbers of high school dropouts, teen-gang warfare, and dumpy, overcrowded housing.

Exactly the type of areas and problems the President suggested needed help.

Northwestern students started attacking Lawndale last spring about the same time University of Chicago students moved into Woodlawn.

A 22-year-old Northwestern senior, Judy Long, came upon the idea for what came to be known as the Northwestern tutoring project in a conversation with her father, Prof. Norton Long, now on loan to Gov. Otto Kerner.

"We had a symposium at Northwestern on 'Commitment in an Age of Anxiety,' and we were telling my father about it," Judy related.

"He said he thought, about all college students could rise to was carrying picket signs. He was familiar with the Sears YMCA employment for youth program in Lawndale and suggested we could do something about tutoring in reading."

By April there were 20 working in West Side Lawndale. Two months later there were 58. This fall a permanent program gets underway.

The students, working out of the Sears, Wabash, and Southtown YMCA's, tutored first the dropout, then reached back to help the potential dropout.

With a budget of \$10,000 raised by the Ys' Executive Service Club, Bob Holding, a June journalism graduate, was put in charge of the program, but recruiting was done by word of mouth.

Students volunteered for 2 hours a week, and to date not one has defaulted. But they find their hours stretched.

One girl tutor, for instance, found herself taking her charge to special events and even attending a block party. This is exactly what the project aims to encourage.

"There's no question in my mind that the cultural exchange is the most important part," said Holding. "The tutor can fill the role of parent-preacher-teacher. He can try to make the student think and have higher aspirations than he would have.

"And the college student himself is educated. He learns what the situation is in the city. He learns the special problems of the Negro community."

Most of the tutors are girls. "More socially aware," commented Holding, with an ambiguous smile.

To date, there has been a small dropout rate of the students in the program. But several have gone back to school, and others have qualified for classes they previously failed.

Special devices are used to preserve a student's pride. For instance, a 19-year-old who is behind in reading is asked if he wants help in "literature"; a student who can't add, if he wants help in "algebra."

Holding thinks this type of program "just typifies our generation."

"The student is no longer satisfied with the campus," he said. "Student activities no longer provide enough interest for students.

"This project crosses political barriers, too. I'm not the type who would carry a ban-the-bomb sign. I'd feel silly. I don't feel like picketing the White House or throwing tomatoes at the Russian Embassy.

"But what is more self-fulfilling than helping another person to see with his eyes?"

Recently, at a forum which included some of the Negro youth who are working in the militant civil rights fight in the South, Holding got into a minor tiff.

"Some of the southern kids asked us what we were doing for civil rights and I said 'nothing.' Then they said we weren't getting to the heart of the problem. Well, I think this is the heart of the problem."

In addition to similarly self-motivated projects in Philadelphia, California, and the University of Chicago projects are now being set up among Roosevelt, Loyola, and Mundelein students working in other parts of Chicago.

An assistant to R. Sargent Shriver, Director of the Peace Corps, telephoned the Lawndale group this summer and suggested that they were "just the type" for the foreign Peace Corps. He suggested they join.

But he hesitantly admitted, Judy Long related, that many of the people in Chicago need a Peace Corps at least as much as those in Uganda, Peru, and Pakistan.



[From the Chicago Sun-Times, Feb. 12, 1962]

**"JOBS FOR YOUTH" PROJECT HELPS ERASE DELINQUENCY AMONG SCHOOL DROPOUTS**

(By Jean Dietrich)

Maybe you're not a dumb kid.

But who cares?

At home—in that shabby fourth floor walkup—your parents always seem to be beat. After all, they've got seven of you to keep fed and clothed.

**DOESN'T GET THROUGH**

At school the counselor talks to you about your failing grades, but it doesn't get through. All that "old stuff" in class—what's the point of it? You're 19. All the other kids are younger. So you quit. You'll go get a job and earn some money.

You try to get in to talk to the man who's the boss. Usually he won't even see you. If he does, he tells you he has no job. You know he's lying. Makes you mad. You say some ugly words and walk out.

Out in the Lawndale area this is an old story. It accounts for the fact that more than 60 percent of the youngsters there are dropouts either before or during their sophomore year in high school. Gangs like the Vice Lords and Cobras have rumbles. In the 9-square-mile area that comprised the former police districts of Fillmore, Marquette, and Lawndale, there occurred 15.6 percent of the total reported juvenile delinquency of Metropolitan Chicago last year.

**AT SEARS YMCA**

But something happened last year. A jobs-for-youth program was begun at the Sears YMCA, 3210 West Arthington—a neighborhood center in this section with its population of approximately 293,000, of whom 90 percent are Negro.

Its large majority of unskilled—or at the most, semiskilled—workers are known in the job market as last to be hired, first to be fired.

Since last March, however, boys and girls between the ages of 17 and 20 in this unemployable group have been attending classes at the Y, learning, among many things, how to talk to a boss when he does see you, and how to act on the job if you get it.

**FEW ABSENTEES**

Jobs for youth, considered the first project of its kind in the country, was spearheaded by Mrs. Sophie Reiffel, superintendent of schools for district No. 8, the Chicago Board of Education, the Executives' Service Club of the Sears Y, and the Chicago Commission on Youth Welfare. It was started with a grant from the Wieboldt Foundation.

Last fall, Burt Shimanovsky took over as full-time director.

"Remember," he said, "these are kids who never had anybody plugging for them, nobody to show them the way."

The course lasts for 6 weeks with 3-hour night classes on Tuesdays and Thursdays.

"I'm amazed," added Shimanovsky, "at the little absenteeism we've had."

The seventh 6-week course winds up in 2 weeks. To date 80 boys and 6 girls have graduated. Thirty-five of them are employed now, 35 are looking, and the remainder for one reason or another aren't able to work right now.

**DISCUSSION CLASSES**

Wayne K. Hoffman and Clarence Pogue, Chicago teachers by day, teach the roundtable discussion classes at night.

Hoffman's class is in its fourth week and went something like this the other night:

TEACHER. "Now, what do we mean by attitude?"

STUDENT. "When you go to see that personnel man, you show him you can handle yourself."



TEACHER. "And when you're on the job?"

STUDENT. "You show the boss you want to improve the business. That you want to make more money for him. And if he storms at you, you don't get mad."

ANOTHER STUDENT. "You don't try to be too friendly with the boss. You say yes, sir; no, sir; and all that jazz."

TEACHER. "And here's something else—it's my philosophy. You try to do better than the next guy. Not best. Nobody can be the best. But you try to be better."

STUDENT. "Like if one guy turns out 14 chairs, you try to turn out 16?"

Biggest incentive for youngsters to finish the course: They'll have entree to the "right man" where jobs are available. Rarely before, on their own, have they ever managed to get a foot in the door.

Men who are members of the Sears Executives Service Club arrange the open sesame in their companies. Shimanovsky combs the city seeing businessmen and asking them to at least give "his kids" and interview.

Success?

Shimanovsky considers 35 out of 85 a "good ratio" at a time when jobs are hard to get.

And Ben Green, coowner of Adams Bootery, Inc., said of Sears grad, Henry Aughtry, 19:

"He's the best stockboy we've ever had. He has to mark the prices on 30,000 boxes of shoes which keep flowing in. He does it correctly. He's alert and conscientious.

"He has been here 4 weeks and has had one raise. He'll get another soon. Maybe, in the future, we'll teach him to sell on the floor."

Henry said of his \$1.30 an hour job (plus paid-up health insurance), "It's wonderful." A dropout last year at Marshall High School ("because the other kids were all younger") Henry said he used to be a "Cobra," and took part in some "pretty big fights with fists and guns."

#### THE OTHER WAY

"But I turned all that loose," he added. "Now I'm headed the other way and I wouldn't go back."

One way he's headed is toward high school graduation. Four nights a week he attends Crane High School.

Several Sears boys earn more than Henry. One who is a coat presser and another who's a material handler (pipefittings, etc.) are in the \$2.50-an-hour bracket.

On Tuesday the Sears Y marks its 50th anniversary, with Governor Kerner the guest of honor at a celebration dinner. The Governor has let it be known that when he's called on for a few remarks, he'll have a lot of enthusiastic ones for the jobs-for-youth program.

[From the Chicago Sun-Times, Mar. 15, 1962]

#### CHICAGO'S OWN "PEACE CORPS"

This is an age of global concerns and many Americans are preoccupied with aiding peoples of other lands. But everyone can't work for the International Cooperation Administration or be a member of the Peace Corps. At the same time, there are many at home in need of help and understanding, too, beyond the usual things a community does for its less fortunate.

Today we are saluting a group of Northwestern University students who have recognized this fact and done something about it. They have volunteered their time each week to assist and encourage young people of the Lawndale area who are striving to find better lives under enormous economic handicaps.

The student experiment began a week ago tonight at the Sears YMCA, 3210 West Arthington, and will be continued at another session tonight. Sun-Times reporter, Jean Dietrich, told in a recent article of a jobs-for-youth program being conducted at the Sears Y to provide practical assistance to boys and girls in finding work. The Northwestern students learned of the program and came forward on their own initiative asking the opportunity to help with it.

These are not young do-gooders looking for a chance to uplift somebody. They are, in the words of Burt Shimanovsky, director of the jobs-for-youth program, serious-minded collegians whose concern for other humans has led them to make



this effort—the same concern that motivates members of the Nation's Peace Corps.

The Lawndale area accounts for a large proportion of school dropouts and for a heavy percentage of juvenile delinquency in Chicago. Without education and without skills, the finding and holding of a job is an almost insurmountable problem for these young people. Some lack enough schooling even to cope with an employment form when it is handed to them.

The aim of the jobs program, started with a grant from the Wieboldt Foundation, is to teach them—many for the first time—how to apply for a job, the attitude necessary for holding a job, and then to get the doors of business opened to give them a chance.

The Northwestern students have offered their services in all of these activities from teaching reading and writing to canvassing for jobs. Equally important, the Lawndale youngsters will be shown in the best possible way that others are interested in them. Not all will be impressed, of course. But the important point is that some who face a difficult time ahead will be encouraged in the knowledge they are not alone as they try to find a firm footing on which to build their lives.

We are proud of the Northwestern students and think the community ought to be grateful to them for a welcome reminder that there is more to campus life than the frivolity we hear about on occasion. It also breeds an awareness of social problems and a willingness to share advantages with others in trying to meet the problems.

We hope the Lawndale experiment is fruitful and can be extended to other areas.

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[From the Sun-Times, June 24, 1962]

#### THOSE WHO HELP THEMSELVES

President Kennedy recently listed the youth employment opportunities bill as among the pieces of pending legislation he most wants to see enacted by Congress this year. The measure, providing for a Youth Conservation Corps to work on Federal lands and a kind of urban peace corps for public service in city areas, has an undoubted worthy purpose. The intent is good.

But good intentions alone are seldom sufficient without the money to carry them out, and this year there are many demands being made on the Treasury to finance a wide variety of administration proposals. The youth measure has bogged down in both Chambers. Even its most ardent supporters are not optimistic about its chances.

The Senate version, for example, proposes an elaborate conservation corps, costing from \$1.3 to \$1.7 billion a year, and an urban public service program costing from \$25 to \$33 million annually. These are sizable sums, as meritorious as the plan may be.

Moreover, in the case of the urban service program, the Federal funds would be available to local communities only on a 50-50 matching basis. Thus cities wanting to participate would be required to add another burden to their budgets, in many cases already in trouble because of rising costs of government.

Does this mean efforts to help young people who want and need help are doomed? They are only to those who have abandoned belief in individual initiative and hold that the Federal Government must assume the responsibility and cost for attempting to cure all the economic and social ills of all citizens.

Here in Chicago, as we have pointed out on this page before, we already have an urban peace corps which didn't require an act of Congress for its creation, and which isn't costing local or Federal taxpayers a thin dime.

It is the group of Northwestern University students, now grown to 100 volunteers, who have devoted time each week to assisting and encouraging young people of the Lawndale area to overcome enormous economic handicaps. This effort started with a few collegians who offered to share their advantages with others less fortunate by helping in a jobs-for-youth program being conducted at the Sears YMCA, 3210 West Arlington. The program, incidentally, was started with a private grant from the Wieboldt Foundation. Its goal is to salvage young people in an area accounting for a large proportion of the city's juvenile delinquency, and to try to teach them how to lead useful, productive lives.

Without education and without skills, the finding and holding of a job is an almost insurmountable problem for these young people. Some lack enough schooling even to cope with an employment form when it is handed to them.



The aid of the university students has ranged from tutoring and advising them to canvassing for jobs. It has also been a demonstration to the Lawndale youngsters that others are interested in them. This is a most important consideration.

Nor is this the only program in Chicago in which citizens have undertaken, on their own, to meet the growing problem of uneducated, unskilled youth, without recourse to public funds. A pioneer effort by Carson Pirie Scott & Co., which combines employment with education—allotting half a day to each—is expected to spread to other companies by next fall. It may by then grow to 500 or 600 out-of-school youths, or 10 times as many as took part in Carson's experiment.

What is more, these boys and girls are proving to be good workers, according to Fred Englund, corporate personnel director for Carson's. It didn't take with some but, given a chance, most of the original group stayed with the program.

There are, of course, many other groups in the city, including businessmen and service organizations, concerned over, and trying to do something about, the deadly effects of economic hardship and the school dropout problem on the upcoming generation.

Chicago should be proud of these efforts for this is responsible citizenship at its best. It proves again that local problems can, when there is determination and imagination, be attacked by those most directly involved—the local citizens themselves—without turning to Washington.

Congress may or may not pass the urban youth corps legislation. But the young men and women of Northwestern University didn't wait to see. They formed their own and got to work. It is a pointed example other Americans and other communities could follow with profit.

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STRASSER, SPIEGELBERG, FRIED, FRANK & KAMPELMAN,  
Washington, D.C., May 28, 1963.

Re Oglala Sioux Indian Tribe National Service Corps.

Mr. ROBERT McCORD,  
Staff Counsel,  
Special Subcommittee on Labor,  
Committee on Education and Labor,  
House of Representatives,  
Washington, D.C.

DEAR MR. McCORD: Enclosed are copies of the articles from the Washington Post to which Mr. Henry Black Elk, Jr. referred in his testimony. (P. 137—Part J.)

Sincerely yours,

ALAN L. WURTZEL.

[From the Washington Post, Aug. 2, 1963]

#### CITIZENS PRESS FOR NATIONAL SERVICE CORPS

Communities in all the States will have a place to take their serious human problems for sympathetic hearing and possible help if the efforts of the newly formed National Citizens Committee in Support of a National Service Corps are successful.

The committee, which so far exists only as a steering committee with a name, an office and volunteer staff, is organizing a drive to obtain local support for legislation establishing a National Service Corps. If the legislation is passed, the local citizens committees could serve to evaluate the needs of their communities, let people know how the Corps operates, and ask for help if it seems advisable.

A bill to set up a National Service Corps on a small scale (1,000 corpsmen during the first year; no more than 5,000 at any time) and authorizing first-year expenses of up to \$5 million, has been reported out by the Senate Labor Committee and is on the Senate calendar for next week.

A report on hearings being conducted by the Thompson subcommittee of the House Education and Labor Committee is expected to be completed soon.

The Senate is expected to pass the bill. Members of the citizens committee hope that local support groups will be organized in time to let their Representatives know their sentiments before the House takes action.



Endorsements have already been secured from about 200 national organizations, including religious, civic, labor, education, and social service groups.

Much of the contact work was done by four young volunteers. Last March they decided to call themselves the coordinating committee for a National Service Corps, and immediately set to work buttonholing everyone they could find "to ascertain public interest in the idea and gather information on the reactions of community and group leaders and students."

Two members of the coordinating committee—Barbara Boggs, daughter of the House majority whip and Mrs. Hale Boggs; and Thomas Shea, a young man from St. Paul, Minn., who had just returned from a job in North Africa where his contacts with the underprivileged fired him with a passion to serve mankind—are now staffing the citizens committee office, 1426 G Street NW. Working with them are a full-time summer volunteer, Edward Lyle, a rising junior at Amherst, and a number of enthusiastic part-timers.

They work under the direction of Mrs. Oscar Chapman, wife of the former Secretary of the Interior, and Malcolm Forbes, editor of Forbes Business magazine, who are cochairmen of the National Citizens Committee.

Other committee members are Henry Avery, executive vice president of the Pittsburgh Chemical Co.; Mrs. Boggs; Alan Bratman, president of the Market Tire Co.; Jacob Clayman, executive secretary of the Industrial Union Department of the AFL-CIO; Mrs. Arthur Gardner, Jr.; Mrs. Jehu Hunter, president of the District of Columbia League of Women Voters; Samuel J. Lanahan, Washington attorney; Florence Mahoney; Mrs. W. Willard Wirtz, wife of the Secretary of Labor; and Mrs. J. Skelly Wright, wife of the judge of the U.S. Court of Appeals for the District of Columbia.

At a meeting yesterday, members of the committee heard a report by Richard Boone, Director of Program Analysis for the President's Study Group on a National Service Program (a Cabinet-level group appointed by President Kennedy last year to determine the feasibility of a Domestic Peace Corps-type program).

The National Service Corps as envisioned, he said, would respond to requests by local communities for assistance in self-help projects.

Sometimes what people need most, he said, is motivation rather than technical help. "This type of help can only be given on a person-to-person basis, and can best be given by a volunteer \* \* \*. The aim is to reinforce citizen responsibility."

The group has studied hundreds of proposals for specific projects made by local groups, and has recommended about 50 of them for starters, if Congress decides to set up the Corps.

Among them is a request from the Oglala Sioux Indian Reservation, Pine Ridge, S. Dak., for 21 to 37 corpsmen as instructors in housing construction and maintenance, home nursing, nursery school operation, irrigation, cattle feeding, business administration, and community management.

Others include requests for assistance in working with migratory and seasonal farm laborers in the San Joaquin Valley of California; a health education program in the Crawford Mountain section of Overton and Fentress Counties in Tennessee; and a home visiting program under the direction of the Michigan Department of Mental Health to assist Detroit families with crippled and mentally retarded children.

About half the requests for help have come from public agencies, including many from State institutions, Boone said. Some of them come from groups with the mistaken impression that a National Service Corps has already been set up.

"We have also received about 1,400 letters from people wanting to volunteer as corpsmen since our report to the President in January," he said.

Miss Boggs said she believes there will be no shortage of young volunteers, "particularly \* \* \* the girls—boys always want to go off somewhere" and may prefer Peace Corps work overseas to service on the homefront.

Committee members also expect a domestic service program to attract retired persons and others who want to serve and can arrange for a year's leave from their jobs.



[From the Washington Post, Mar. 10, 1963]

A FURTHER OUTLOOK: IN WELTER OF CITIES, THE RED MAN WITHERS

FIRST OF A SERIES

(By Aubrey Graves, staff reporter)

An almost complete about-face has occurred in the past decade in the Federal Government's manner of dealing with Indians living on reservations.

During the 1950's, policies pushed by Indian Commissioner Dillon Myer were put into effect looking toward early termination of the Government's trusteeship. The Bureau of Indian Affairs undertook a national program of relocation assistance for Indian "volunteers." Carried out in cooperation with State and Federal employment services, it was focused at first on seasonal employment in agriculture and on the railroads.

Indians were given help in moving permanently away from the reservations. They were shipped off to large cities, particularly Chicago, Denver, Los Angeles, and San Francisco.

Help provided the Indian jobseekers and their family dependents included transportation to the relocation destination, subsistence grants prior to receipt of the first paycheck and guidance in community adjustment. These grants averaged \$1,700 for single Indians, \$3,500 for family groups.

In 1953, as a result of increased appropriations made available by Congress, the Bureau increased both the geographic scope of the program and the range of services provided. Three years later, Congress gave the program additional impetus by authorizing the Bureau to provide Indians, chiefly between the ages of 18 and 35, with vocational training, on-the-job training, and apprenticeship training.

During the 1950's, the Bureau of Indian Affairs was held largely to a custodial, recordkeeping function. Little was done about housing needs or human resource development on the reservations and previously existing Bureau services (except for education) were severely curtailed.

Seeking relief from poverty and miserable living conditions on the reservations, Indians by the thousands ventured, or were pushed, into the white man's world. Here, many felt discriminated against and, in the slums to which their economic and social position consigned them, they were unable even to see the sky.

Homesickness set in. In their frustration, many heads of families took to drink and lost their jobs. Others decided it was better to live without comforts in a hovel, out of which a man could step into wide-open, sunny places where, at least, congenial companionship could be found.

Forty percent of the tribesmen drifted back to the reservations, some after having been resettled two and three times.

Toward the end of the Eisenhower administration, Assistant Secretary of Interior Roger Ernst decided that the experiment had failed. It had become evident that, under the resettlement policy, the more skilled and enterprising people moved away and the less enterprising stayed on, or came back to, the reservation. The effect was to distill off the most competent people, generation after generation. With the support of Interior Secretary Fred A. Seaton, Ernst called off the pressure for assimilation.

WORK, NOT WELFARE

Today, the emphasis has shifted from resettlement to improvement of the Indian in his natural habitat. Health and educational services have been stepped up, decent housing is beginning to be provided, and vocational training is being expanded.

"There is very little wrong in the Indian picture," said Indian Commissioner Phil Leo Nash, "that jobs won't fix. The Indian people want work, not welfare. Our goal is to train the Indian workers and get them connected with opportunities, wherever they may be. It means teaching the Indians, on and off the reservation, a trade or a vocation for which there is a real demand in the job market."

In short, the white man's world, with some of its comforts and opportunities, is being taken to the reservations.

Last month, in order to observe the effects of the shift of emphasis, I spent 4 days and nights on the Oglala Sioux Indian Reservation at Pine Ridge, S. Dak.



During that period, it was slowly thawing out after a spell of 40°-below-zero temperatures. This winter, I was told, has been colder than most. But at Pine Ridge, all winters are cruel.

#### SITE OF LAST MASSACRE

The Pine Ridge Reservation (about 40 miles wide and 100 miles long) was chosen because it is one of the largest in both acreage and population. Here, members of the Oglala Sioux Tribe have lived in peace—and most of them in extreme poverty—since buffalo hunters killed off the herds and the U.S. Army crushed the Indian warriors.

The massacre at Wounded Knee in 1890, the last engagement in which U.S. soldiers killed Indians, took place on Pine Ridge. It is a living and bitter memory to men who are still walking and talking today.

The population of the reservation is now about 1,900 families (8,303 people at the last count). Two-thirds or more live in shacks, teepees, and canvas tents that are dirty, draughty and overcrowded. A 1961 survey by the Public Housing Administration showed 98 percent of all the habitations to be substandard. Two-thirds of the heads of families are unemployed.

But on Pine Ridge I saw also a glimmer of hope in 51 modern residences nearing completion. For the first time, public housing is being made available to Indians living on a reservation.

For these new dwellings, the Indians owe thanks in large measure to attorney Richard Schifter, who represents the Oglala Sioux and three other tribes in Washington. In 1961, Schifter persuaded the Public Housing Administration, which since its inception had done its work in larger centers of the country, that it had the legal authority to help Indian reservations as well.

With money borrowed from the Federal Government, the newly created tribally controlled Oglala Sioux Housing Authority proceeded to clear land, lay out streets and construct homes.

#### CHARACTER A QUALIFICATION

Twenty-four of the houses have 4 bedrooms, 22 have 3 bedrooms each, 3 have 2 bedrooms, and 2 have only 1. The homes were built on 60- by 100-foot lots at an average cost of \$8,000. These are said to be equal in value to privately constructed off-reservation homes costing from \$11,000 to \$12,000.

The dwellings are being rented by the OSHA on the basis of need and character, particularly sobriety. Preference is given to displaced or homeless families, war veterans and the disabled or handicapped.

A few have been assigned to families on permanent relief. Rent, which includes electricity, water, propane gas, and maintenance, ranges from \$28 to \$58 a month, depending on ability to pay.

With the exception of the sheet metal work, Indians performed all the labor. Of 135 who initially applied for work, only 2 could be classified as journeyman carpenters. Most had no tools at all; some had only hammer and saw. None had any experience in laying cement blocks.

Under the tutelage of the two carpenters and Federal Housing Inspector Charles Heintzelman, the novices learned as they worked. A lone plumber and a lone electrician likewise taught their trade to others.

Heintzelman soon discovered that it was costing 50 cents each to lay foundation blocks. He told the Indians they would have to do much better or non-Indians would be brought in.

"This work is for Indians only," he was reminded. "Only for Indians who work," Heintzelman countered.

The effect of the warning was good. Soon the cost of laying blocks dropped to 17 cents each. Reviewing his work at the end of the year, Heintzelman said: "Indians can do good work, skillfully, with their hands after a little training. Never before in my experience have I seen such a change in a group of men."

Now all the Indian construction workers own their tools. Soon they are to begin work on 76 similar homes on the reservation.

#### OWN INTERIOR DECORATORS

Emil Redwing, with his wife and children, moved into the first completed house. Emil had taken the carpenter trainee course. Into the second went a widow, Athelia Yellow Boy, and her five children. Another was assigned to



Margaret Fills Pipe, a widow with four young ones. Ten houses now have tenants, another 10 are scheduled to be occupied by April.

Few of the families to whom houses were assigned had any belongings to speak of. So the tribal council appropriated \$500 to buy old and broken furniture and new upholstery supplies. In a workshop conducted by a State home demonstration agent, Bessie T. Cornelius, Indian men and women repaired and refurnished their own secondhand beds, tables, lamps, and chairs.

Hovelwives about to become housewives were shown how to take care of floors and walls, bathrooms and electric refrigerators, and how to operate washing machines. In sewing classes, the women learned to make their own curtains, draperies, and slipcovers.

Classes were conducted in time management (the Sioux language contains no word meaning time); the women were shown the advantages of budgeting their hours and days. Instruction was given in family and neighbor relations, first aid and personal hygiene, and in the preparation of balanced, nutritious meals.

#### HOUSEPROUD TENANTS

There is some skepticism about how these houses will look after they have been lived in 6 months or so. The tenants I interviewed showed extreme pride in their new abodes; the homes I visited were sparsely furnished but immaculate.

Last October 28, a message to the Oglala Sioux from President Kennedy expressed his "fervent hope that these new homes, built by your own people, are the beginning of a better life for your community. As industry, commerce, and tourist trade develop, poverty and disease can be stamped out and the people of the Pine Ridge Reservation can at last enjoy a standard of living comparable to that of the country as a whole."

#### NEW DAY ON THE RESERVATION—II: FISHHOOK INDUSTRY GIVES SIOUX A LIFT

(By Aubrey A. Graves, staff reporter)

What has been the effect of the Federal Government's decision to call off its emphasis on early termination of its trusteeship over the American Indians, and instead to start creating employment and improving living conditions on their reservations?

On the Pine Ridge Reservation in South Dakota, I found that more Indians are gainfully employed today than at any time since the Civilian Conservation Corps of the 1930's.

Here, a simple, inexpensive item—a fishhook—has given the Oglala Sioux Tribe a substantial economic lift and many secondary benefits.

#### MINIMUM WAGE

Two hundred and twenty-four heads of families are now employed in three plants established by the Wright & McGill Co. of Denver. Bare fishhooks are sent to the reservation, where the Indians snell (tie leaders on) them. Then the finished product is shipped back to Denver.

Paid the minimum wage of \$1.15 an hour, the Indian workers draw \$46 a week. Many receive bonuses for over-quota production. This adds up to a weekly payroll in excess of \$10,000 in an impoverished community where 1,300 of the 1,900 heads of families are still unemployed.

These incomes have enabled some of the workers to move their families out of canvas tents and log shacks into some of the 51 modern dwellings being built at Pine Ridge with Federal funds.

Seventy-six similar homes are to be started soon at Wounded Knee and Kyle, within walking distance of the Wright & McGill plants at those two centers.

The tribesmen have developed high skill at this work. The men tie from 80 to 100 dozen hooks a day; the women average about 60 dozen.

"Nothing has happened since tribal days to so boost the economic situation and morale of the Sioux," declared Leslie Towle, superintendent of the Bureau of Indian Affairs at Pine Ridge.

#### ENTER TRAINING

Seven hundred and thirty-one Indians entered training for the jobs; 439 successfully completed the course. As of May 1962, 388 were working. Excess inventories at the Denver factory have since caused 164 to be laid off. The



training program cost the Bureau of Indian Affairs \$66,000. The apprentices were paid 57½ cents an hour, out of Bureau of Indian Affairs funds, during the learning period.

The Indians have taken great pride in their success. "It used to be a great honor when one of our fellows came home with a buffalo," said Emil Redfish, manager of the three plants. "Songs were sung for him, there was dancing, and pow-wows were given in his honor. Strangely, these celebrations are coming back with this industry."

#### PRIDE WONDERFUL

Redfish said the Denver office was bewildered when the payroll was sent in containing such names as Many Cartridges, George Respects Nothing, Return from Scout and Afraid of Hawk. "A Wright & McGill lady telephoned," he recalled with a chuckle, "and asked if these were the real names that were supposed to go on the paychecks."

It is wonderful, Redfish said, to see the pride displayed by his people when they come out of the plant on Friday with that check in hand. "One man told me it was the first time he was able to walk into a store, pick out what he wanted and pay for it."

Redfish said that about one-third of the employees are women. He explained that "we have a lot of women who need jobs who have families. Mrs. McGill, the head of the company, insists on women having equal opportunity. Believe me, when the boss says put this many women on, you don't answer her back."

In one respect, the women proved superior to the men. "We have 44 machines in use," explained Redfish. "We had men on these machines and they handled them like they would a truck. They were banging them around and it was costing a little money to keep them in repair every month, so we switched over to women and we haven't had one cent of repair expense since."

#### AREA DIRECTOR

All workers must punch a timeclock. When one is late, he is docked. When he is absent from work more than once and doesn't call in or have a valid excuse when he comes back he is fired. "The Wright & McGill Indians," said Redfish, "now understand what t-i-m-e is."

The area director for the Bureau of Indian Affairs in Aberdeen, S. Dak., Martin Holm, made a survey of benefits resulting from the existence of the plants. They had resulted, he reported, in increased school attendance. The children are better dressed and better fed. Study habits and classroom work have improved.

"When parents get up in the morning to go to work," he wrote, "they naturally send the children to school more regularly. And, because their parents work near home, they no longer drag their children out of school to the potato fields at harvesttime."

Because of the new employment, general assistance payments dropped at Pine Ridge from \$53,864 during 3 winter months of 1961 to \$41,226 during the same 3 months in 1962, when the plants were operating. The names of 74 families on relief rolls in 1961 were not on them in 1962.

One adverse effect has been noted. Because the Indians have more money to spend, drinking has increased in the locale of the plants, particularly among single male workers. "They are prone to dissipate their checks for alcoholic beverages," the report said. "The married workers tend to use their checks for self and family improvement."

#### NEW DAY ON THE RESERVATION—III: OGLALA SIOUX FIGHT POVERTY AND DISEASE

(By Aubrey Graves, staff reporter)

Now that the emphasis has shifted from resettlement to reservation improvement, are Indians still so miserably housed that they have been dying from the extreme cold of this bitter winter?

In a nation burdened with food surpluses, can it be that American Indians are starving to death, or even going hungry?

The answers to these two questions were among the objectives of my recent 4-day visit to the Pine Ridge Indian Reservation in southwestern South Dakota. Here live the Oglala Sioux, one of the largest and most poverty-stricken Indian communities in the Nation.



To the first question, the answer is "Yes." As for the second, some Indians are going hungry at times but it is not due to lack of a food distribution program.

Because of exposure, improper diet and unsanitary conditions, the infant mortality at Pine Ridge is shockingly high—44 deaths per 1,000 live births. This compares with a mortality rate of 26 among non-Indian babies throughout the Nation. But even this high rate is an improvement over that for 1954, when 66 out of every 1,000 Indian infants died before reaching the age of 1.

The average age of Indians at death is 42; the country's non-Indians live to an average age of 62.

The incidence of tuberculosis among Indians, though still high (285 per 100,000 population in 1961) has dropped from 600 per 100,000 in 1954. Ten years ago tuberculosis was the chief cause of Indian deaths. Today it ranks ninth.

Here the comparison with the disease's incidence among all other races in the Nation is striking. For them the figure was 62 in 1954; it is only 37 today.

At Pine Ridge during 1961, the principal causes of death were influenza and pneumonia. Heart diseases were second. In third place were accidents—many resulting from operation of unsafe automobiles and driving while under the influence of alcohol.

Cancer was killer No. 4.

Next come dysentery and diarrhea, which are directly attributable to the lack of sanitation. The Indians at Pine Ridge (except for those moving into 51 new public housing units) have no water systems; water is hauled from wells in cans and buckets and, because of the hardships of carrying it, often from considerable distances, water is not used freely. Human wastes are disposed of, for the greater part, in primitive privies or directly onto the ground.

Trachoma (an infection of the eye which can cause blindness) is common. Measles and whooping cough are prominent killers.

Projects are underway to improve conditions in the village of Pine Ridge. Under the Sanitary Facilities Act, Public Law 86-121, \$295,000 has been made available for a water supply system and \$240,000 for a sewage disposal project, both designed to accommodate 440 homes.

Individual running water and sink units, from well to kitchen, are being planned for four reservation communities: Kyle, Manderson, Allen, and Wakpamni Lake. At Calico an \$18,500 project, nearing completion, will provide about a dozen families with a central water supply.

At the Pine Ridge Hospital, the U.S. Public Health Service staff consists of 8 physicians, 19 registered nurses, 13 practical nurses and a ward clerk. Working in field clinics are four Public Health Service nurses, two practical nurses, three dentists, and one nutritionist.

"Pneumonia is our greatest difficulty," said Dr. James Morphis, a young North Carolinian who has been the resident pediatrician for 6 years. The hospital has a "capacity" of 48 beds but more than 70 filled beds were jammed in rooms and corridors the day I was there.

"And there's lots of ear trouble," Dr. Morphis continued. "Babies are brought in with visibly infected ears. Mothers seem to regard this as a normal condition. It is hard to make them understand that such neglect can lead to deafness, meningitis, and other diseases—and sometime death.

"Children are brought in with arms and legs full of running sores."

He reported a great incidence of rickets: "The Indian mothers breast feed their babies until they are 3, in the mistaken belief they cannot get pregnant as long as their babies are nursing. Then, at 3, the babies are put on bottles until they are 4 or 5 years old. Milk is not a complete diet; a great many children become anemic."

Because of the enormous scope of their job, trying to protect the health of 8,303 human beings, the doctors and nurses often feel frustrated.

"But there are also rewards," Dr. Morphis said. "A little peanut will come in here, undernourished, full of sores, and shriveled up. In a couple of weeks we have him fattened up and his mother takes him home."

The discouraging thing is that in many, many instances, "in a few more weeks the child is back here again."

Sometimes, because of lack of transportation or gumbolike roads, mothers cannot get their babies to the hospital for several days after they become acutely ill. At other times sheer neglect is to blame. "They'll leave their kids in the rattletrap autos outside a bar in cold weather. And they will go away from home, leaving 6-year-old babysitters in charge."

Unwed mothers present a disheartening, continuing problem. "For an unmarried woman to have four or five children by as many fathers is not unusual," Dr. Morphis said. "In cases where the mothers show both desire and ability to



take care of their babies, they are left with them." Otherwise, they are placed in foster homes both on and off the reservation.

Six babies of unwed mothers were at the hospital, up for adoption, the day I was there.

"We have just about run out of foster homes," said Dr. Morphis.

Under a project conducted by the Child Welfare League, some children are sent to two adoption agencies in New York City and one in Delaware.

On the subject of food, Indian Commissioner Philleo Nash recently said: "If any American Indians are starving it is because someone isn't doing his job."

The Oglala Sioux Tribe operates a surplus commodity program in cooperation with the South Dakota Department of Public Instruction.

During my visit, I saw surplus foods (real butter, dry milk, lard, cheese, rice, beans, flour, cornmeal, peanut butter, rolled oats and chopped meat) being doled out on a ration basis that seemed liberal. In fiscal 1962 the wholesale value of such commodities distributed on Pine Ridge was \$327,567.

But there are two difficulties.

The food is made available once a month, and some families tend to gorge for the first 2 or 3 weeks—going hungry for 10 days or so as a result.

The second cause of whatever hunger exists is the fact that surplus food is not always eaten by the recipients.

Bartering food is strictly forbidden, under pain of being cut off the dole list. Nevertheless, surplus food does find its way to off-reservation bars where a three-pound head of the finest cheese may go for a six-pack of beer or a bottle of cheap wine.

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#### NEW DAY ON THE RESERVATION—IV: LIQUOR IS BIG PROBLEM OF SIOUX, HARD-DRINKING HUNTERS OF OLD

(By Aubrey Graves, staff reporter)

The repeal by Congress in 1953 of the law prohibiting the sale of intoxicating liquors to Indians anywhere under any circumstances created new problems on the great majority of reservations.

A notable exception was the Pueblos of New Mexico, who were mostly farmers. After the white man came in, there was not a breakdown in their culture comparable with that suffered by most of the tribes.

The Pueblos kept right on farming. Today, excessive drinking among them is not the problem it is on, say, the Oglala Sioux Reservation in South Dakota.

In the old way of life, the Sioux women performed the labor; the males provided the meat and fought. When the buffalo herds were killed off, their role of hunter also ended. The warriors no longer had a part to play in the economy of the tribe.

#### IDLENESS ENCOURAGED

For more than a generation after the Sioux wars of the 1870's, the Federal Government encouraged idleness and dependence through a "ration system." At regular intervals, heads of families received handouts of food and clothing. The ration system was sharply reduced after 1910 and it had closed down entirely by 1930.

Seeking an escape from depressing realities, the more desperate Sioux (and their brothers on most other reservations) turned to the bottle. As one observer put it: "When a Sioux drinks, he drinks hard!"

After 1953, the sale of liquor to an Indian off the reservation in a wet State was no longer illegal. On the reservation, the various Indian tribes had the option of keeping absolute prohibition or letting liquor in, but in such a way as not to violate State laws. In other words, liquor could not be sold to Indians on a reservation in a dry State.

In 1954, the Oglala Sioux men and women of voting age voted in the ratio of 11 to 7 to retain prohibition within the boundaries of their reservation although in adjoining areas of South Dakota and Nebraska intoxicating beverages were and are legally sold.

#### CONSPICUOUS MINORITY

Any faithful account of conditions on the Oglala Sioux Reservation must make it clear that alcoholism is a serious problem there. The offenders, to be sure, are a minority—but a conspicuous one.



Sit through a morning in the tribal court presided over by Chief Judge John Richard and you find that 95 percent of all the cases he and his associate judges hear stem from liquor, with drunk driving the chief offense.

Those convicted are fined \$50 and jailed for 30 days. "And it doesn't do them a damn bit of good," declared Richard, himself half Indian and an influential member of the tribe. "Turn them loose and within a week they're right back in here."

Church membership is high at Pine Ridge. Of the members, about half are Roman Catholics (the "Black Robes," as he called the early missionaries, were invited to establish a mission by Chief Red Cloud in 1888). The others who are affiliated with churches are Episcopalians, Presbyterians, and Seventh-day Adventists, in that order.

Many Indians are teetotalers, a notable example being Dick Whirlwind Horse, the tribal president. His predecessor, Johnson Holy Rock, also was an abstainer. Generally, the tribal members, whether themselves drink or not, insist on electing to high tribal office only men known for their sobriety.

The churches teach moderation and a small Alcoholics Anonymous chapter is at work on the reservation. Despite their conscientious efforts, however, there is much drunkenness.

Bring up the subject, as I did, with welfare workers, ministers, Bureau of Indian Affairs personnel, doctors, and tribal leaders and all acknowledge the magnitude of the problem and discuss it freely.

Over and over you hear that the Indian gets drunk because he is unbearably frustrated, pitifully poor, miserably housed, jobless, bored stiff, and simply not equipped to deal with conditions of life he must face.

Despite prohibition in the village of Pine Ridge, one does not have to be exceptionally resourceful to find a bootlegger nearby.

#### "OASIS" 2 MILES AWAY

Two miles south of the reservation, across the Nebraska line, is the community of White Clay, where bars—and sometimes lawlessness—flourish. The prudent stranger does not linger around this sordid "oasis" after dark.

Here whisky-craving Indians come in their \$50 jalopies (some without brakes, mirrors, lights, or horns) and get tanked up. Some, I was told by a tribesman, tend to revert to savagery when very drunk.

In the bars at White Clay the Indian is served drinks as long as his ability to pay or barter holds out. Nebraska police, according to reservation residents, do not go into the bars and intercede to keep a South Dakota Indian from drinking too much.

But usually, it is said, they are not far away when the unfortunate staggers, or is thrown out. He is tossed into jail, held there until his \$50 fine is paid and then released—unless his friends manage to hustle him back onto the reservation ahead of the gendarmes.

#### 2,000 MILES OF HIGHWAYS

Once on the reservation, his risk of arrest decreases. Here there are 2,000 miles of highways, many of them all but impassable at times, and only 14 officers (7 tribal officers and 7 furnished by the BIA) to patrol them.

There is growing sentiment at Pine Ridge for legalizing, and taxing, liquor sales in tribally controlled stores—as a means of keeping the inherent problems (including the Indian money Nebraska collects in fines) on the reservation where they could be "better controlled."

Among leaders who hold this view is Father John Bryde, principal of the Holy Rosary Mission, where 546 Indian children live and study for 9 months a year.

"Legalized, controlled whisky sales would be better," insists Father Bryde, "than having the drunk-driving hazards strung out, as they now are, over many miles of public highways."

"The Indian," the priest continued, "has no tradition of social drinking. He doesn't take a couple of martinis before dinner and leave it at that. He drinks until the bottle is empty. Provided with an opportunity to drink at home, perhaps after the novelty of it had worn off, he would learn to control his drinking."

Father Bryde also stressed the financial advantages: "The Indians would get their liquor for about one-fourth the price they now pay and it would be better to have the \$50 fines remain on the reservation where they could help build homes for orphans and the aged, rather than benefit the coffers of Nebraska."



## NEW DAY ON THE RESERVATION—V: INDIANS BLAME ALLOTMENT ACT FOR THEIR ECONOMIC WOES

(By Aubrey Graves, staff reporter)

For their sorry economic plight today, Indian tribes of the Midwest and Northwest blame the General Allotment Act of 1887. Under it, surplus tribal lands were allotted to individual Indians and held in trust for them by the Bureau of Indian Affairs.

Individual Indians, beginning in 1902, had the right to sell their holdings if the original allottee had died and if the Interior Secretary approved the sale as being in the Indian's best interest. Later, only the Secretary's approval was needed.

If the Secretary disapproved, the Indian still had the right to petition Congress and, as a result, many "private" bills were passed conveying to specific Indians the right to dispose of their lands.

The net result has been to enable white cattlemen and farmers to acquire ownership of a substantial, if not a major, portion of the land on many reservations.

The case of the Oglala Sioux Indian Reservation at Pine Ridge, S. Dak., is illustrative. Today 45 percent of its area is held by white owners and more than 75 percent of all the land of the original reservation is either owned or being used, by non-Indians.

Originally, the Oglala Sioux Reservation contained 2,721,597 acres; it has been whittled to 1,525,835, much of which is leased to non-Indians.

Particularly in the Southwest, notably New Mexico and Arizona, there was strong tribal resistance to individual allotments, and there the reservations as originally established have remained in tribal control.

But on reservations where allotments were made, substantial land losses occurred in successive waves. One came around 1910 when, in the case of the Oglala Sioux, most of the good farmland, on the eastern end of the reservation, was sold off to white settlers.

There were more losses in the 1920's. These came to a halt in 1934 after passage by Congress of the Indian Reorganization Act "to conserve and develop Indian lands and resources \* \* \*." Interior Secretary Harold Ickes flatly refused to sanction further transfers to non-Indians. Because of successful pressure by grass-hungry western stockmen, and Indians who wanted to sell, land sales were resumed in 1948.

After many tracts of choice grazing land had passed out of Indian ownership, sales to non-Indians came to a halt in the late 1950's with the gradual abandonment of termination policies.

Since 1959 the Federal Government has assisted the tribes financially to enable them to purchase key tracts of land when individual Indians put them up for sale.

Under the present program, purchases are made by the tribe with money available from the Indian Revolving Loan Fund. This tribal enterprise operates at a profit and over a period of years the Federal loans will be repaid. Meantime, the lands are being used for the economic development of the Indian community.

Ninety percent of the money Indians received for the land they sold to white men was quickly spent—without lasting benefit to the Indians who sold it. Some who have disposed of all their land now exist precariously, largely as recipients of welfare programs.

During the years when resettlement of Indians off the reservation was the big idea, there was no consistent, continuing program to help the Indians use their lands.

Again, the experience of the Oglala Sioux is typical. A recent BIA survey shows that, of their 1,900 family units, only 126 graze their own cattle on their own acreage or on land leased from other Indians.

Another 450 families lease range and farmland, mostly to non-Indians who pay them \$15.50 to \$20.25 per head per year.

Income from unit leases for 1962 distributed by BIA as of last December amounted to \$873,608 (\$579,909 from grazing fees, \$287,538 from farmland rentals, and \$6,161 from hay permits). This averages out to \$1,941 for the year for each of the land-leasing families.

On permanent, year-round relief are 246 family groups. Some Indians are on BIA's payroll or work in the village of Pine Ridge. The remainder, except for the 224 heads of families who tie fishhooks for Wright & McGill, live mostly by part-time, seasonal work off the reservation, supplemented by relief payments during idle months.



The Oglala Sioux had no experience as cattlemen or farmers. Actually, it would have been impossible for a family to make a living off its holdings. Allotments were 160 acres. From 24 to 26 acres of South Dakota grazing land are required to support one cow. The natural thing was to lease the holdings to white cattlemen who were big operators.

No allotments were made after 1934.

Today the Oglala Sioux Tribe holds 362,144 acres; allotments in trust to 4,573 Indians amount to 1,163,691 acres. Of the allotments, about three-fourths are in heirship (multiple ownership).

Responding to an invitation extended by President Kennedy during his campaign for election, the Oglala Sioux presented BIA with a proposed land reform program. Its gist was that their remaining land base must be retained and developed in Indian ownership, "so that the Oglala Sioux people will always have a home."

Formation of a Domestic Peace Corps would be provided for in legislation now before Congress. Already, the tribe has invited the Corps to send volunteers to Pine Ridge to instruct Indians in, among other things, land use and management, including irrigation farming. Pine Ridge has been given first priority.

The corpsmen will also assist in developing self-help housing, day-care centers for children and recreation programs. The tribal council envisions the extended presence of corpsmen as embodying the person-to-person service pattern so long sought by concerned Indian leaders.

The tribe, working with the realty branch of BIA, is already embarked upon a program to consolidate various undivided inherited interests of Indians into contiguous tracts.

The method is to trade scattered and fragmentary heirship holdings to the tribe in exchange for a single usable entity of equal size or value that can be managed according to needs and desires of a single individual, rather than the often conflicting interests of many heirs.

There are only 577 tracts in which there are more than 15 heirs. There are only an additional 900 tracts in which there are more than 5 heirs.

Clearing these tracts on heirship status and exchanging them for consolidated tracts has the virtue of requiring no exchange or money. And it would greatly reduce the BIA's administrative workload in managing allotments.

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#### NEW DAY ON THE RESERVATION—VI: '62 SPARKS SIOUX ADVANCE

Congress last year amended the Accelerated Public Works Act so as to make American Indians eligible for Federal help in developing their homelands, on the same basis as any other American community.

This legislation reflects the conviction of the Bureau of Indian Affairs and Congress that earlier resettlement policies had failed. Today the accent is on improving living conditions on the reservations and providing vocational education, both on and off the tribal preserves, to fit Indians for jobs wherever they may be found.

The first South Dakota community, Indian or non-Indian, to apply for help under the act was the Oglala Sioux. They came up with plans for a \$200,000 municipal center in the village of Pine Ridge, for smaller community buildings in five outlying areas, each to cost about \$35,000 and for a \$45,000 youth camp.

The Pine Ridge building would include a tribal council meeting room, a bowling alley, a gymnasium suitable for basketball games and dances, and a kitchen to be used by homemakers' clubs.

#### NEW PLAYGROUND

Tribe plans also call for enlisting the aid of the Domestic Peace Corps in setting up a complete recreational program for adolescents and young adults now sadly lacking, based on the municipal centers.

An Oglala Sioux project, already authorized, is the \$300,000 Felix S. Cohen Memorial Home for the Aged, named after the attorney who formerly represented the tribe in Washington.

It will have 21 rooms accommodating 42 persons. (No Sioux voluntarily lives alone.) Funds have been obtained through the Public Housing Administration. Old-age pensions received by occupants will pay for their room and board, with margins left for other necessities.



All these plans grew out of a self-appraisal that tribal officials conducted about 5 years ago. They found that of the 1,900 or so families on Pine Ridge, which is typical of other reservations, not more than one-third were economically and socially well-adjusted.

The remaining two-thirds constituted a chronic problem of poverty, disease and social maladjustment reflected in broken homes, alcoholism and a disturbing crime rate.

#### ASSISTANCE FROM BUREAU

Assistance and improvement programs of the Bureau of Indian Affairs, other than welfare grants, covered principally (1) education, (2) business loans, particularly to put tribal members in the cattle business, and (3) relocation.

Valuable as far as they went, these helped only the fairly well adjusted people. They made little dent on the two-thirds who were poorly adjusted. These were the people who dropped out of school and those who did complete school but were unable to find anything useful to do with their education.

These were also the people who failed if they were set up in the cattle business and those who failed in relocation.

The one-third group was being helped to move closer to complete adjustment to the general American culture. But the two-thirds were falling further behind.

Social rules of the older Indian culture, they found, were discarded as the younger generation rejected its parents. But nothing took their place. The Indian youths were rootless and aimless.

#### PILOT PROGRAM PROPOSED

The tribe drew up plans for reservation improvement and moved to put them into effect. The Oglala Sioux proposed that a pilot program be initiated on their reservation, designed to create a healthier climate for human development by providing a better economic foundation.

Leslie Towle, BIA superintendent at Pine Ridge, was, and is, uniformly well liked, trusted, and respected. The tribal council unanimously adopted a resolution of appreciation of his work. His presence, it argued, made the situation at Pine Ridge ideal for a cooperative venture by the tribe and the Bureau.

The program moved forward. Although some skeptics argued that industries would not locate on the reservation, Wright & McGill fishhook plants did move in and are operating at a profit.

Plans for further economic development are on the drawing board. The tribe is particularly interested in developing recreational opportunities on the reservation and attracting tourists.

#### TRIBE WANTS MOTEL

The Black Hills interest many tourists. Some would like to stay on the Pine Ridge Reservation, it was felt, if adequate facilities were available for them. So the tribe wants to build a motel and furnish Indian guides to take visitors on horseback through the Badlands, which lie within the reservation.

In Pine Ridge Village it proposes to create additional job opportunities. In the works are plans for a motel there, also a supermarket, a barber and beauty shop, a bakery, laundry and restaurant. Virtually all reservation shopping is now done in Nebraska towns, at great inconvenience and travel costs.

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#### NEW DAY ON THE RESERVATION—VII: UNITED STATES SPENDS MILLIONS ON INDIAN WELFARE

(By Aubrey Graves)

The question is asked: Why hasn't it been possible to assimilate the Indians into our society as readily as the Irish, Italians, Greeks and other races?

The 1880 census showed 225,000 Indians in the United States, all on reservations. In 1960, there were 552,000—285,000 on reservations, 267,000 off. Many of the latter group have adjusted to the white man's culture; others live as outcasts in shantytowns near big cities.

Those who have not found their way into the melting pot of American life are, to some extent, still hostile.

Why? "Because they were here first," is the answer given by Indian Commissioner Philo Nash. "The other races came here because they wanted to



leave their homeland and go to some other place. They wanted a change. They had a choice.

"No Indian had this choice. The white man moved in on him and conquered him. We may think of the Indian as living on reservations. In his view, he is living on his native soil.

#### "CAPACITY FOR SURVIVAL

"He had a way of life that suited him and he has been holding his own as best he could, ever since. He feels he can survive only by clinging to what were his beliefs, his customs. He has shown a remarkable capacity for survival."

Something that occurred at the end of a congressional hearing on a South Dakota reservation reveals the attitude of some diehard fullbloods. As a matter of protocol, an old chief was asked to speak. He did so, in Sioux. Then, in pantomime, he jabbed his hand down into his pants pocket. The audience howled. Representative A. L. Miller, Republican, of Nevada, presiding, asked the interpreter to explain the pocket business and the laughter. "He says you are here to stuff what belongs to Indians in your pockets."

Miller told the grandson of Chief Red Cloud he had made a serious charge. "Do you mean to say," he asked, "that I and the other Congressmen here are taking something that belongs to you?"

"Are you getting your salaries from across the ocean?" the old chief asked. The Indians howled again.

#### FEDERAL GOVERNMENT PAYS

In any event, 70 years have passed since the Indian wars ended and the Federal Government still is spending \$258 million a year in their behalf.

In fiscal 1963, the budget of the Bureau of Indian Affairs is \$193 million. Of this, \$113 million is being spent on Indian education and cost of schools.

The Public Health Service is spending \$65 million on Indian health programs. The cost of general assistance and other services supplied by the States is substantial. In fiscal 1962, for instance, it amounted to \$508,000 on the Oglala Sioux Reservation at Pine Ridge, S. Dak.

Consider further the situation at this reservation, which is typical of others. Of a total 1962 school enrollment of 3,289 Pine Ridge children, ages 6 to 18, 57 percent are in Federal schools, 15 percent in 2 mission schools and 28 percent in State-operated public schools (at BIA expense).

#### BURDENS TO STATE

Another 204 students, under 6 and over 18, are attending all types of schools, including 56 in colleges and universities and 22 in non-Bureau vocational institutions.

Only a small portion of the \$258 million a year spent by Federal agencies on the reservations would represent a saving of tax money, should Indian programs on reservations be abolished.

Richard Schifter, who represents the Oglala Sioux in Washington, explains it this way: "If you terminate Federal assistance, you would shift a great many responsibilities to sparsely settled States which do not have the facilities nor the money to meet them.

"When it comes to such help as education, roads, law and order, you would be throwing the whole burden, in the case of the Oglala Sioux, on South Dakota. Indians are U.S. citizens and are entitled to free education. As State citizens, they are entitled also to police protection and to highways." You can be certain South Dakota would insist on Federal help, should it be faced with these demands.

"The major service that would be cut out entirely by termination is the medical service. Indians are about a generation behind the rest of the population, healthwise. Cut off the Federal health services and you would be cutting off something that is helping them close the gap."

At Pine Ridge the Bureau of Indian Affairs operates one boarding school (for high school students) and 6 consolidated day schools which have replaced 36 one-room schools. These serve 2,038 students.

All the Bureau schools conducted summer programs for 1,085 children: classes in remedial reading and other academic work; educational trips; recreational activities; arts and crafts and camping. Adult educational units served 12 reservation communities. On-the-job training was given to 731 persons in the Wright & McGill fishhook plants.



"The dark side of the school picture," said Bureau of Indian Affairs Superintendent Leslie P. Towle, "is that 65 percent of the pupils drop out by the 10th grade." For this, he blamed "lack of interest on the part of parents, bad home conditions and lack of a place to study."

#### VOCATIONAL TRAINING

In the last 5 years, adult vocational training equipped 245 individuals with special job skills. Enrollees were helped to find jobs—sometimes in South Dakota but more often in urban industrial areas—and helped to adjust to these new communities.

During the same period, 270 individuals and their families (718 persons in all) were assisted in moving to off-reservation locations and finding immediate employment. They also received financial help, where needed, and counseling services during the adjustment period.

Most of the building construction carried on by the Bureau of Indian Affairs at Pine Ridge is that of school facilities and buildings related to these plants. Work was completed last month on the new \$1,063,070 Manderson School and utilities to service it. This modern structure has eight classrooms, a multipurpose room, kitchen, shop, home economics classrooms, offices, and showers.

A dining hall and kitchen added to the boarding school is nearing completion at a cost of \$327,000. Three classrooms and a garage for school buses were added to the day school at Oglala. Also built were two 2-bedroom houses and one 3-bedroom house. Cost: \$163,000.

Currently the reservation is benefiting under the accelerated public works program by a \$183,000 project providing for grading and surfacing of reservation roads, control of soil erosion and improving soil productivity. This work will require 26 man-years of employment.

These are just examples of the current nationwide programs for reservations. Looking back to where they were 6 or 7 years ago, the Oglala Sioux are encouraged to tackle the huge problems that still lie ahead. They learned that goals which are still to be achieved can be achieved, if heart and muscle and mind are applied with sufficient determination.

For much of their recent progress the Oglala Sioux give credit to the enlightened guidance of Schifter. They only wish they had another building to name for him.





"The first half of the school year," said Director of Education, "was spent in the study of the history of the United States and the history of the world. The second half of the year was spent in the study of the history of the United States and the history of the world." "The first half of the school year," said Director of Education, "was spent in the study of the history of the United States and the history of the world. The second half of the year was spent in the study of the history of the United States and the history of the world."

## NATIONAL YOUTH FORCES

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