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HEARINGS

OF THE

COMMITTEE ON THE NATIONAL SERVICE CORPS

OF THE

COMMITTEE ON LABOR AND PUBLIC WELFARE

UNITED STATES SENATE

EIGHTY-EIGHTH CONGRESS

FIRST SESSION

ON

S. 1321

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

MAY 28, 29; JUNE 4, 5, 6, 7, 13, 18, AND 19, 1963

Printed for the use of the
Committee on Labor and Public Welfare

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NATIONAL SERVICE CORPS

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OF THE

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NATIONAL SERVICE CORPS

TUESDAY, MAY 28, 1963

U.S. SENATE,
SUBCOMMITTEE ON THE NATIONAL SERVICE CORPS
OF THE COMMITTEE ON LABOR AND PUBLIC WELFARE,
Washington, D.C.

The subcommittee met at 10 a.m., pursuant to call, in room 4221, New Senate Office Building, Senator Harrison A. Williams, Jr. (chairman of the subcommittee) presiding.

Present: Senators Williams (presiding), Burdick, Tower and Javits.

Subcommittee staff members present: Frederick R. Blackwell, counsel to the subcommittee; Harry Wilkinson, associate counsel; Woodruff Price, research assistant; George Denison, minority associate counsel; and Robert Locke, minority research assistant.

Committee staff member present: Stewart E. McClure, chief clerk.

Senator WILLIAMS. The Subcommittee on Migratory Labor will come to order.

Senator WILLIAMS. In this era of space exploration, when so much of our energy as a nation is devoted to conquering new worlds in space, it is easy to forget that here in America there are unknown places and people, existing in the world of the "invisible poor." The world of the migrant, of the child in the slum, of the Indian on a reservation would be just as strange to many of us as the moon. Poverty, hardship, and suffering are the age-old burdens of mankind, but their eradication demands the same ingenuity, the same determination and the same sense of dedicated purpose as the space race. As we reach for the stars, we must not forget the earth below. The National Service Corps, which we are considering today, will be one way in which the great talents of Americans can be brought to bear on the seemingly eternal curse of poverty and suffering.

Not many of us realize that almost one-sixth of this country's population live in hardship and suffering. Estimates of the number run as high as 38 million. In a country which has achieved the highest standard of living in the history of mankind, it is hard to imagine, or even believe, that poverty on this scale could possibly exist. There are, of course, many dedicated individuals who have given their lives to the task of helping the sick and the needy. But these hardworking people in our schools, in our mental hospitals, in the many private and public agencies at the local level, cannot cope unaided with these immense problems. They must have the help of dedicated volunteers and the support of the community.

Composed of citizens willing to give of their time and skills to help their less fortunate countrymen, the Corps will embody the American tradition of voluntary help. The corpsmen will serve as an example

that the voluntary efforts of individuals working together can achieve effective results. By focusing the attention of the public on the still unsolved problems of our society, they will inspire others to join in the battle against want and hardship.

The projects on which the corpsmen could work are numerous. The President's Study Group has received requests for corpsmen to participate in 54 different projects in 22 States. Even though it is still in the planning and study phases, the Corps has brought forth an enthusiastic response; it has generated new ideas and new approaches to age-old problems. We will be hearing from some of the people in the communities where these model projects were developed. They will demonstrate, I think, not only the variety of ways in which a team of corpsmen would be useful but also the very close involvement that local communities will have with the projects undertaken by the Corps volunteers.

There are a number of things that we will look into and consider as far as the actual working of the Corps is concerned. We will want to consider the relation of the Corps to the States and communities in which it will be working. The fact that projects will be locally initiated and locally administered should make it clear that this is not, in the usual sense, a Federal program. Nor, when we consider the response from so many communities across the country, should it be one confined only to areas of Federal jurisdiction. However, the relationship should be made very clear, and I am sure that in the course of these hearings a good deal of the questions which now exist on this point will be answered.

We have an exciting and necessary program before us. I am sure that by the time these hearings are over, we will have a record showing the need for a voluntary National Service Corps and the valuable contribution it can make to the well-being of the Nation.

We begin hearings today on S. 1321, which has been referred to us by Chairman Hill's letter of May 24. As a matter of general convenience and efficiency, both to the public and to subcommittee members, the subcommittee is convened as the Subcommittee on the National Service Corps for the purpose of conducting hearings and deliberations on the bill (S. 1321) preparatory to our report to the full Committee on Labor and Public Welfare.

(S. 1321 and departmental reports follow:)

[S. 1321, 88th Cong., 1st sess.]

A BILL To provide for a National Service Corps to strengthen community service programs in the United States

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

SHORT TITLE

SECTION 1. This Act may be cited as the "National Service Corps Act".

SEC. 2. In the United States there remain critical human needs in this time of general prosperity. In this Nation of great human resources, many more of our citizens should be encouraged to serve in their local communities to help meet these needs.

The purposes of this Act are to open new opportunities for full-time srevice working with those Americans in greatest need; to illuminate those needs, so as to expand the attack on deprivation in the United States; to motivate many more citizens to volunteer their services in their own communities, thus encouraging communities to help themselves; and to inspire more people to choose professions that serve their fellow citizens.

The Congress of the United States declares that it is the policy of the United States to carry out the purposes of this Act through a National Service Corps which will be composed of carefully selected men and women of all ages who shall be made available—upon local invitation and in cooperation with interested governmental and nongovernmental agencies—to serve for a limited time in projects directed toward the critical human needs of our countrymen. These projects may include 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. To the extent possible, each project carried out under this Act shall provide for contributions by the cooperating agencies.

AUTHORIZATION

SEC. 3. (a) 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.

(b) 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.

(c) There are hereby authorized to be appropriated to the President for the fiscal year commencing July 1, 1963, not to exceed $5,000,000, and for each succeeding fiscal year such amounts as the Congress may determine to be necessary to carry out the purposes of this Act.

DIRECTOR OF THE NATIONAL SERVICE CORPS AND DELEGATION OF FUNCTIONS

SEC. 4 (a) The President may appoint, by and with the advice and consent of the Senate, a Director of the National Service Corps, whose compensation shall be fixed by the President at a rate not in excess of $20,000 per annum. The President may appoint a Deputy Director of the National Service Corps, whose compensation shall be fixed by the President at a rate not in excess of $19,500 per annum.

(b) The President may exercise any functions vested in him by this Act through such agency or officer of the United States Government as he shall direct. The head of any such agency or any such officer may promulgate such rules and regulations as he may deem necessary or appropriate to carry out such functions, and may delegate to any of his subordinates authority to perform any of such functions.

NATIONAL SERVICE CORPS CORPSMEN

SEC. 5. (a) The President may enroll in the National Service Corps for service in the United States qualified citizens and nationals of the United States (referred to in this Act as "corpsmen"). The terms and conditions of the enrollment, training, compensation, hours of work, benefits, leave, termination, and all other terms and conditions of the service of corpsmen shall be exclusively those set forth in this Act and those consistent therewith which the President may prescribe; and, 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.

(b) Whenever the President determines that it is in the national interest, he may, under such terms and conditions as he may deem appropriate, enroll qualified foreign nationals in the Corps for service in the United States.

(c) Corpsmen shall be provided with such living, travel, and leave allowances, and such housing, transportation, supplies, equipment, subsistence, and clothing as the President may determine to be necessary for their maintenance and to insure their health and their capacity to serve effectively. Transportation and travel allowances may also be provided, in such circumstances as the President may determine, for applicants for enrollment to or from places of training and places of enrollment, and for former corpsmen from places of termination to their homes in the United States.

(d) Corpsmen shall be entitled to receive an adjustment allowance at a rate not to exceed $75 for each month of satisfactory service as determined by the President. The adjustment allowance of each corpsman shall be payable at

the termination of his service, or may be paid during the course of his service to the corpsman, to members of his family or to others, under such circumstances as the President may determine. In the event of the corpsman's death during the period of his service, the amount of any unpaid adjustment allowance shall be paid in accordance with the provisions of section 1 of the Act of August 3, 1950 (5 U.S.C. 61f).

(e) Corpsman leaders may be designated from among the corpsmen under this Act and assigned supervisory or other special duties or responsibilities.

(f) Corpsmen shall, for the purpose of the administration of the Federal Employees' Compensation Act (39 Stat. 742), as amended, be deemed to be civil employees of the United States within the meaning of the term "employee" as defined in section 40 of such Act and the provisions thereof shall apply except as hereinafter provided.

(1) In computing compensation benefits for disability or death under the Federal Employees' Compensation Act, the monthly pay of the corpsman shall be deemed to be at the lowest rate provided for grade 7 of the general schedule established by the Classification Act of 1949, as amended.

(2) Entitlement to disability compensation payments and other benefits under the Federal Employees' Compensation Act shall commence on the day after the date of termination of service.

(3) In any case in which the injured corpsman, or his dependents in case of death, receives from the entity to which the corpsman was detailed or assigned or made available pursuant to section 5(j) of this Act any payment (including any allowance, gratuity, payment under an insurance policy for which the premium is wholly paid by that organization, or other benefit of any kind), on account of the same injury or death, the amount of such payments shall be credited against any benefits payable under the Federal Employees' Compensation Act as follows:

(A) payments on account of injury or disability shall be credited against disability compensation payable to the injured corpsman; and

(B) payments on account of death shall be credited against death compensation payable to dependents of the deceased corpsman.

(g) Corpsmen shall be deemed to be employees of the United States for purposes of the Internal Revenue Code of 1954 and of title II of the Social Security Act, and 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.

(h) Corpsmen shall receive such health care during their service, and such health examinations and immunization preparatory to their service, as the President may deem necessary or appropriate. Subject to such conditions as the President may prescribe, such health care, examinations, and immunization may be provided for corpsmen in any facility of any agency of the United States Government, and in such cases the appropriation for maintaining and operating such facility shall be reimbursed from appropriations available under this Act.

(i)(1) Any period of satisfactory service of a corpsman under this Act shall be credited in connection with subsequent employment in the same manner as a like period of civilian employment by the United States Government—

(A) for the purposes of the Civil Service Retirement Act, as amended (5 U.S.C. 2251, et seq.), section 852(a)(1) of the Foreign Service Act of 1946, as amended (22 U.S.C. 1092(a)(1)), and every other Act establishing a retirement system for civilian employees of any United States Government agency; and

(B) except as otherwise determined by the President, for the purposes of determining seniority, reduction in force, and layoff rights, leave entitlement, and other rights and privileges based upon length of service under the laws administered by the Civil Service Commission, the Foreign Service Act of 1946, and every other Act establishing or governing terms and conditions of service of civilian employees of the United States Government: *Provided*, That service of a corpsman shall not be credited toward completion of any probationary or trial period or completion of any service requirement for career appointment.

(2) For the purposes of paragraph (1)(A) of this subsection, corpsmen shall be deemed to be receiving compensation during their service at the rate of adjustment allowances payable under section 5(c) of this Act.

(j) The President may detail or assign corpsmen or otherwise make them available to any entity referred to in paragraph (1) of section 7(a) on such terms and conditions as he may determine: *Provided, however*, That any corpsman so detailed or assigned shall continue to be entitled to the allowances, benefits, and privileges of corpsmen authorized under or pursuant to this Act.

(k) Corpsmen shall be deemed employees of the United States Government for the purposes of the Federal Tort Claims Act and any other Federal tort liability statute and for the purposes of section 595 of title 18 of the United States Code, and for the purposes of section 9 of the Act of August 2, 1939, as amended (5 U.S.C. 118i).

(l) The service of a corpsman may be terminated at any time at the pleasure of the President.

(m) Upon enrollment in the National Service Corps, every corpsman shall take the oath prescribed for persons appointed to any office of honor or profit by section 1757 of the Revised Statutes of the United States, as amended (5 U.S.C. 16).

(n) The President shall make provision for such training as he deems appropriate for each applicant for enrollment as a corpsman and each enrolled corpsman. All the provisions of this Act applicable to corpsmen shall be applicable to applicants for enrollment as such during any period of training occurring prior to enrollment, and the term "corpsmen" shall include such applicants during any such period of training.

(o) The number of corpsmen enrolled under this Act shall not exceed one thousand at any given time during the fiscal year commencing July 1, 1963, and shall not exceed five thousand at any time thereafter, unless otherwise authorized by the Congress.

NATIONAL SERVICE CORPS EMPLOYEES

SEC. 6. The President may employ such persons as he deems necessary to carry out the provisions and purposes of this Act. Except as otherwise provided in this Act, such persons (hereinafter sometimes referred to as "employees") shall be employed in accordance with and shall be subject to the laws applicable to personnel employed by the United States Government.

GENERAL POWERS AND AUTHORITIES

SEC. 7. (a) 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;

(2) accept in the name of the National Service Corps and employ in furtherance of the purposes of this Act—

(A) voluntary services notwithstanding the provisions of 31 U.S.C. 665(b), and

(B) any money or property (real, personal or mixed, tangible or intangible) received by gift, devise, bequest, or otherwise, and dispose of such property in furtherance of the purposes of this Act.

(b) Subject to any future action of the Congress, a contract or agreement for services of corpsmen which entails commitments for the expenditure of funds available for the purposes of this Act, including commitments for purposes of paying or providing for allowances and other benefits of corpsmen authorized by section 5 of this Act, may extend at any time for not more than twenty-four months.

(c) The President may allocate or transfer to any agency of the United States Government any funds available for carrying out the purposes of this Act including any advance received by the United States from any State, local, or other organization under authority of this Act. Such funds shall be available for obligation and expenditure for the purposes of this Act in accordance with authority granted in this Act or under authority governing the activities of the agencies of the United States Government to which such funds are allocated or transferred.

(d) Any officer of the United States Government carrying out functions under this Act may utilize the services and facilities of, or procure commodities from, any agency of the United States Government as the President shall direct, or with the consent of the head of such agency, and funds allocated pursuant to this subsection to any such agency shall be established in separate appropriation accounts on the books of the Treasury.

(e) In the case of any commodity, service, or facility procured from any agency of the United States Government under this Act, reimbursement of payment shall be made to such agency from funds available under this Act. Such reimbursement or payment shall be at replacement cost, or, if required by law, at actual cost, or at any other price authorized by law and agreed to by the owning or disposing agency. The amount of any such reimbursement or payment shall be credited to current applicable appropriations, funds, or accounts from which there may be procured replacements of similar commodities, services, or facilities, except that where such appropriations, funds, or accounts are not reimbursable except by reason of this subsection, and when the owning or disposing agency determines that such replacement is not necessary, any funds received in payment therefor shall be covered into the Treasury as miscellaneous receipts.

NATIONAL SERVICE CORPS ADVISORY COUNCIL

SEC. 8. (a) The President may appoint to membership in a board to be known as the National Service Corps Advisory Council twenty-five persons who are broadly representative of health, welfare, and rehabilitation agencies, of education institutions, and of business, farm, labor, and other public and private organizations and groups, as well as individuals interested in the programs and objectives of the National Service Corps, to advise and consult with the President with regard to policies and programs designed to further the purposes of this Act.

(b) Members of the Council shall serve at the pleasure of the President and meet at his call. Members who are not officers or employees of the United States Government shall each be entitled to receive out of funds made available for the purpose of this Act compensation at a rate to be fixed by the President, but not exceeding $75 for each day, not to exceed twenty days in any fiscal year in the case of any such member, spent away from his home or regular place of business for the purpose of attendance at meetings or conferences and in necessary travel, and while so engaged may be paid actual travel expenses, including per diem in lieu of subsistence, as authorized by law (5 U.S.C. 73b–2) for persons in the Government service employed intermittently. Notwithstanding the foregoing or any other provision of law, the President may accept the services of appointed members under this section without payment of compensation therefor (and with or without payment of travel expenses or per diem in lieu of subsistence).

EXPERTS AND CONSULTANTS

SEC. 9. (a) Experts and consultants or organizations thereof may, as authorized by section 15 of the Act of August 2, 1946, as amended (5 U.S.C. 55a), be employed by the President for the performance of functions under this Act, and individuals so employed may be compensated at rates not in excess of $75 per diem, and while away from their homes or regular places of business, they may be paid travel expenses, including per diem in lieu of subsistence, in accordance with the provisions of section 5 of said Act (5 U.S.C. 73b–2), while so employed: *Provided*, That contracts for such employment may be renewed annually.

(b) Service of an individual as a member of the Council authorized to be established by section 8 of this Act or as an expert or consultant under subsection (a) of this section shall not be considered as service or employment bringing such individual within the provisions of section 13 of the Civil Service Retirement Act, as amended (5 U.S.C. 2263), section 212 of the Act of June 30, 1932, as amended (5 U.S.C. 59a), section 872 of the Foreign Service Act of 1946, as amended, or any other law limiting the reemployment of retired officers or employees or governing the simultaneous receipt of compensation and retired pay or annuities.

UTILIZATION OF FUNDS

SEC. 10. Funds available for the purposes of this Act shall be available for the exercise of any authority granted by this Act, including, but not limited to—

(1) rent of buildings and space in buildings in the United States, and for repair, alteration, and improvement of such leased properties;

(2) 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);

(3) expenses of attendance at meetings concerned with the purposes of this Act, including (notwithstanding the provisions of section 9 of Public

Law 60–328 (31 U.S.C. 673) expenses in connection with meetings of persons whose employment is authorized by section 10(a) of this Act;

(4) expenses of preparing and transporting to their former homes or places of burial, and of care and disposition of the remains of corpsmen who may die while such persons are away from their homes participating in activities under this Act.

REPORTS

SEC. 11. The President shall transmit to the Congress, at least once in each fiscal year, a report on operations under this Act.

SECURITY INVESTIGATIONS

SEC. 12. All persons employed or assigned to duties and all corpsmen enrolled under this Act shall be investigated to insure that the employment, assignment, or enrollment is consistent with the national interest in accordance with standards and procedures established by the President.

SEAL

SEC. 13. The President may adopt, alter, and use an official seal or emblem of the National Service Corps of such design as he shall determine, which shall be judicially noticed.

MORATORIUM ON STUDENT LOANS

SEC. 14. Section 205 of the National Defense Education Act of 1958 (20 U.S.C. 425) is amended by deleting the word "or" immediately preceding clause (iii) of section 205(b)(2)(A) and by adding immediately after that clause the following: "or (iv) not in excess of three years during which the borrower is in service as a corpsman under the National Service Corps Act: *Provided*, That this clause shall apply to any loan outstanding on the effective date of the National Service Corps Act only with the consent of the then obligee institution."

AMENDMENT TO CIVIL SERVICE RETIREMENT ACT

SEC. 15. Subsection (j) of section 3 of the Civil Service Retirement Act, as amended (5 U.S.C. 2253), is amended to read as follows:

"(j) Notwithstanding any other provision of this section or section 5(f) of the Peace Corps Act or the National Service Corps Act, any military service (other than military service covered by military leave with pay from a civilian position) performed by an individual after December 1956 and any period of service by an individual as a volunteer under the Peace Corps Act, or as a corpsman under the National Service Corps Act, shall be excluded in determining the aggregate period of service upon which an annuity payable under this chapter to such individual or to his widow or child is to be based, if such individual or widow or child is entitled (or would upon proper application be entitled) at the time of such determination, to monthly old-age or survivors benefits under section 202 of the Social Security Act, as amended (42 U.S.C. 402), based on such individual's wages and self-employment income. If in the case of the individual or widow such military service or service under the Peace Corps Act or the National Service Corps Act is not excluded under the preceding sentence, but upon attaining age sixty-two, he or she becomes entitled (or would upon proper application be entitled) to such benefits, the Commission shall redetermine the aggregate period of service upon which such annuity is based, effective as of the first day of the month in which he or she attains such age, so as to exclude such service. The Secretary of Health, Education, and Welfare shall, upon the request of the Commission, inform the Commission whether or not any such individual or widow or child is entitled at any specified time to such benefits."

DEFINITIONS

SEC. 16. (a) The term "United States" as used in this Act in a territorial sense, includes the Commonwealth of Puerto Rico, Guam, American Samoa, the Virgin Islands, and all other places, continental or insular, including the Trust Territory of the Pacific Islands, subject to the jurisdiction of the United States.

(b) The term "health care" includes all appropriate examinations, preventive, curative, and restorative health, medical and dental care, and supplementary services when necessary.

(c) For the purposes of this or any other Act, the period of any individual's service as a corpsman under this Act shall include—

(1) 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

(2) the period between enrollment as a corpsman and the termination of service as such corpsman by the President or by death or resignation.

(d) The term "United States Government agency" includes any department, board, wholly or partly owned corporation, or instrumentality, commission, or establishment of the United States Government.

CONSTRUCTION

SEC. 17. If any provision of this Act or the application of any provision to any circumstances or persons shall be held invalid, the validity of the remainder of this Act and the applicability of such provision to other circumstances or persons shall not be affected thereby.

EFFECTIVE DATE

SEC. 18. This Act shall take effect on the date of its enactment.

JUNE 5, 1963.

Hon. LISTER HILL,
Chairman, Committee on Labor and Public Welfare,
U.S. Senate, Washington, D.C.

DEAR MR. CHAIRMAN: I am pleased to furnish the committee my views in support of the proposed National Service Corps program, in response to your request for a report by the Veterans' Administration on S. 1321.

This legislation, which was recommended by the President in his "Message on Our Nation's Youth" to the Congress on February 14, 1963, and which he transmitted as a specific legislative proposal to the Congress on April 10, 1963, would authorize the establishment of a National Service Corps to strengthen community service programs in the United States. It would provide for a carefully selected volunteer corps of men and women who would be available, at local invitation and in cooperation with governmental and nongovernmental agencies, to serve for a limited time in projects directed toward the critical human needs which confront so many of our people.

We have participated in the activities of the President's study group, under the leadership of the Attorney General, which developed the plan for the program contemplated by the bill. Our many years of expereince in working with the large numbers of dedicated part-time volunteers who are contributing invaluable services to the veterans in our hospitals and domiciliaries make us particularly appreciative of the effective contribution which can be made through a well-organized program for full-time corpsmen as proposed in the measure before your committee.

Apart from our general interest in the worthy objectives of the proposed program, we have a special interest in its implementation because of the assistance it can provide in facilitating the return of the hospitalized veteran to his community which may be far removed from the hospital site. For some time, we have felt keenly the need for a dynamic and coordinated community effort to assist such veterans, particularly those who have received maximum hospital benefits for psychiatric disorders, to achieve a purposeful and productive readjustment in their communities. We feel that the proposed program will serve as a stimulating catalyst for such community effort.

It is apparent that I am in full accord with the proposed legislation and I heartily recomend its favorable consideration by the committee.

We are advised by the Bureau of the Budget that there is no objection to the presentation of this report and that enactment of this legislation would be in accord with the President's program.

Sincerely,

J. S. GLEASON, JR., *Administrator.*

GENERAL COUNSEL OF THE DEPARTMENT OF COMMERCE,
Washington, D.C.

Hon. LISTER HILL,
Chairman, Committee on Labor and Public Welfare,
U.S. Senate, Washington, D.C.

DEAR MR. CHAIRMAN: This letter is in further reply to your request for the views of this Department with respect to S. 1321, a bill to provide for a National Service Corps to strengthen community service programs in the United States.

The Department of Commerce urges enactment of S. 1321.

We believe that the proposed National Service Corps will make an important contribution toward the solution of many of the problems of the poor and disadvantaged in our society. Its efforts and effects in the localities where corpsmen are requested to serve will be a distinct benefit to the economic life of those communities. Moreover, the example shown by the National Service Corps will provide a stimulus to local community programs wherein local business interests can participate.

The Department will, of course, cooperate to the fullest in the programs of the Corps. We believe that the Area Redevelopment Administration can render especially important assistance to the Corps particularly in many urban and rural communities where problems are especially acute.

The Bureau of the Budget advised there would be no objection to the submission of this report and further that enactment of the legislation would be in accord with the program of the President.

Sincerely,

ROBERT E. GILES.

PEACE CORPS,
Washington, D.C., May 28, 1963.

Hon. LISTER HILL,
Chairman, Committee on Labor and Public Welfare,
U.S. Senate, Washington, D.C.

DEAR MR. CHAIRMAN: This is in reply to your request for a report on S. 1321, a bill to provide for a National Service Corps to strengthen community service programs in the United States.

S. 1321 is based closely upon the Peace Corps Act, 75 Stat. 612 (1961), 22 U.S.C. 2501 et seq. (Supp. 1962). After 2 years' experience, we have found the Peace Corps Act to be generally sound and adequate to enable the Peace Corps to carry out the purposes thereof.

The major difference between the Peace Corps Act and S. 1321 is that oversea authorities peculiar to the international scope of Peace Corps operations have been eliminated from S. 1321.

We believe, therefore, that S. 1321 should be as effective in enabling the proposed National Service Corps to carry out its purposes as the Peace Corps Act has been for us in this regard.

The Bureau of the Budget advises that it has no objectives to the presentation of this report and that enactment of S. 1321 would be in accord with the program of the President.

Sincerely yours,

R. SARGENT SHRIVER, *Director.*

DEPARTMENT OF THE INTERIOR,
OFFICE OF THE SECRETARY,
Washington, D.C., May 27, 1963.

Hon. LISTER HILL,
Chairman, Committee on Labor and Public Welfare,
U.S. Senate, Washington, D.C.

DEAR SENATOR HILL: Your committee has requested this Department's report on S. 1321, a bill to provide for a National Service Corps to strengthen community service programs in the United States.

We strongly urge the enactment of S. 1321, which is designed to carry out the President's recommendation for a national service program to help fill the void of our critical human needs.

The principal purposes of S. 1321 are to provide new opportunities for full-time service working with those Americans in greatest need; to illuminate those needs, so as to expand the attack on deprivation in the United States; to moti-

vate many more citizens to volunteer their services in their local communities, thus providing encouragement to the communities to help themselves; and to inspire more people to choose professions that serve their fellow citizens. S. 1321 provides that these purposes are to be carried out by the National Service Corps.

In his message on the Nation's youth, President Kennedy said:

"I * * * recommend legislation to establish a National Service Corps—a small carefully selected volunteer corps of men and women of all ages working under local direction with 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 immigrant workers, and in the educational and social institutions of hard-hit slum or rural poverty areas."

We believe that if this bill is enacted the corps will be able to contribute support and assistance to our work among the American Indians and possibly in our territorial jurisdictions. In many ways, the Indian people and some territorial residents are as underprivileged as any population group under the jurisdiction of the United States. Indian reservations in some instances are vast wastelands due to the lack of understanding of improved agricultural techniques, such as dryfarming and irrigation. Infant mortality has been greatly reduced; yet children continue to die or suffer lifelong physical impairment because their parents have not learned the rudiments of diet or hygiene. We believe that constructive work with these people can vastly improve their living standards.

We believe that it is extremely important to provide a means by which local people and local communities can find new ways of helping themselves. This is the main objective of the National Service Corps and we believe a most encouraging goal.

The Bureau of the Budget has advised that there is no objection to the presentation of this report from the standpoint of the administration's program and that S. 1321 is in accord with the program.

Sincerely yours,

JOHN A. CARVER, JR.,
Assistant Secretary of the Interior.

CIVIL SERVICE COMMISSION,
Washington, D.C., June 12, 1963.

Hon. LISTER HILL,
Chairman, Committee on Labor and Public Welfare,
U.S. Senate.

DEAR MR. CHAIRMAN: This is in further reply to your request for the views of the Civil Service Commission on S. 1321, 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 S. 1321 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 certion 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 objections to these provisions.

The Bureau of the Budget advises that from the standpoint of the administration's program there is 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.*

EXECUTIVE OFFICE OF THE PRESIDENT,
BUREAU OF THE BUDGET,
Washington, D.C., June 21, 1963.

Hon. LISTER HILL,
Chairman, Committee on Labor and Public Welfare,
U.S. Senate, Washington, D.C.

DEAR MR. CHAIRMAN: This is in response to your request for the views of the Bureau of the Budget on S. 1321, a bill to provide for a National Service Corps to strengthen community service programs in the United States.

S. 1321 would authorize the President to undertake projects, to recruit, select, train, and provide for the maintenance of volunteers ("corpsmen") and to contract with public and private agencies in carrying out these projects.

The Bureau of the Budget favors the objectives of S. 1321 which are set out in section 2 of the bill. Briefly, they are—

1. To provide new opportunities to work full time with Americans in greatest need.
2. To illuminate these human needs.
3. To motivate other citizens to serve in their own communities.
4. To attract more Americans into the professions which serve their fellow citizens.

These objectives would be met by undertaking projects in areas—isolated socially or geographically—where pressing human needs exist and where necessary services are least available. These are the "pockets" of deprivation—the persons in mental and other institutions, on Indian reservations, in the migrant labor stream, in rural isolated or depressed areas, and in urban slums.

This program, while expressive of a national concern, is rooted in principles of local action. Projects must be initiated, planned, supported, and supervised by local groups and individuals. The bill, in section 2, requires that "to the extent possible each project carried out under this act shall provide for contributions by the cooperating agencies." It is our view that an important "contribution" in each project could take the form of local volunteers working side by side with corpsmen. We believe that National Service corpsmen should work side by side with volunteers of the locality where the project is undertaken to assure that, on departure, they will leave behind them able people prepared to carry on the work and provide continuing local interest.

National Service corpsmen who are requested by local groups to work with them on a project will not go solely as "technical assistance" experts even though they will be skilled in such fields as education, recreation, carpentry, light construction, agriculture, or health care. What is to distinguish cropsmen is rather their high motivation to serve, their willingness and ability to work and live with people in great need on a full-time basis. To those who now lack hope, it is expected that corpsmen will bring aspiration and a new way of looking at things. Finally, corpsmen should symbolize the concern of the Nation for those who have not yet shared our increasing national abundance.

President Kennedy said, in his letter to Congress recommending estabilshment of the National Service Corps, "Poverty in the midst of plenty is a paradox that must not go unchallenged in this country. The example of men and women rendering full-time service within the Corps should motivate additional Americans to volunteer services in their own communities."

You are advised that enactment of S. 1321 would be in accord with the program of the President.

Sincerely yours,

PHILLIP S. HUGHES,
Assistant Director for Legislative Reference.

HOUSING AND HOME FINANCE AGENCY,
OFFICE OF THE ADMINISTRATOR,
Washington, D.C.

Subject: S. 1321, 88th Congress (Senator Williams and others).

Hon. LISTER HILL,
Chairman, Committee on Labor and Public Welfare,
U.S. Senate, Washington, D.C.

DEAR MR. CHAIRMAN: This is in further reply to your request for our views on S. 1321, a bill to provide for a National Service Corps to strengthen community service programs in the United States.

This bill would make corpsmen available to community agencies 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. No project could be undertaken in any locality, however, other than upon local invitation and in cooperation with interested governmental and nongovernmental agencies, nor unless the President has assured himself that the new project would not displace regular workers or duplicate or replace an existing service in the same locality.

The Housing Agency recommends enactment of this bill. There is an urgent need for qualified individuals to serve in projects of critical concern to the Nation's citizens.

The proposed National Service Corps can stand as both a symbol and an embodiment of the role of volunteer service in helping the economically and physically handicapped in American society. It can be the agent for mobilizing untapped resources throughout the Nation. The proposed Corps is one of the means by which the gap can be narrowed between the well-being that the great bulk of Americans enjoy and the hardship of citizens who do not share in the general prosperity.

We have been informed by the Bureau of the Budget that the enactment of the legislation would be in accord with the program of the President.

Sincerely yours,

ROBERT C. WEAVER, *Administrator.*

DEPARTMENT OF AGRICULTURE,
Washington, D.C., June 21, 1963.

Hon. LISTER HILL,
Chairman, Committee on Labor and Public Welfare,
U.S. Senate, Washington, D.C.

DEAR MR. CHAIRMAN: This is in reply to your request of May 1, 1963, for a report on S. 1321, a bill to provide for a National Service Corps to strengthen community programs in the United States.

This bill provides for the establishment of a National Service Corps composed of men and women who will serve in locally initiated projects directed toward critical human needs.

The bill state that the volunteers will work with persons in institutions for mentally ill and retarded, in meeting the health and education needs of migratory workers and their families, Indians living on and off reservations, residents of depressed areas and rural and urban slums, and other projects involving similar humanitarian objectives.

We strongly favor enactment of this legislation. The bill would provide needed assistance in poverty-stricken rural areas of the Nation.

There is undoubtedly as much poverty in rural areas in America as in urban areas. Rural families with inadequate incomes (less than $2,500) total over 4 million families. When measured by American standards, over 15 million rural people live under conditions of dire poverty.

Almost half of the 3.8 million farm families (1.7 million) have total money incomes from all sources of less than the equivalent of $208 per month. This is less than the minimum amount considered adequate in modern-day America. Nearly one-fifth (2.4 million out of 13.6 million), of rural nonfarm families have similarly low incomes. Nearly two-thirds of the unrelated individuals on farms and almost half of the rural non-farm-unrelated individuals have incomes of less than $1,000 per year—less than $100 per month.

About one-tenth of the rural population is nonwhite, with the consequent unique added disparities of opportunities piled on top of the usual run of disparities of rural opportunity. There are about 22 million in rural America under 20 years of age and over a million are born there each year. More than a fifth of them are in poverty-ridden families.

There are about 800,000 to 1 million families of migratory and nonmigratory hired farmworkers whose main or only sources of income is farm-wage work. Probably three-fourths of these have total annual incomes below nationally accepted standards of adequacy. The plight of the families of underemployed migratory workers is of deep concern to the Nation as a whole.

The heads of more than 450,000 of the inadequately low-income farm-operator families are 65 years of age or older.

In this broad rural areas development program, we are faced with the problem that in the poorer and more disadvantaged communities leadership is difficult to find. Such leadership as is found has difficulty both in understanding the possible methods and techniques of new development and in overcoming the apathy and frustration that is the product of many years of low income.

National Service corpsmen, living and working full time with these people, can help them develop their own communities, can provide a person-to-person bridge between the people and existing Federal, State, and local programs thereby making those programs more effective, and can help these communities find and develop leaders. The presence of corpsmen will offset the apathy and frustration which so often exist today.

There is an immediate need for these workers in connection with the pilot projects on rural renewal sponsored by this Department and now going forward at the local level. As has been demonstrated by urban renewal, a program of major economic adjustment in an area must be thoroughly understood and evaluated by most of the people in the area affected. The actions proposed must be interpreted and the expected advantages must be explained with zest and vigor. National Service corpsmen can be of great value to local communities in this work.

The Bureau of the Budget advises that there is no objection to the presentation of this report from the standpoint of the administration's program.

Sincerely yours,

ORVILLE L. FREEMAN, *Secretary.*

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE,
June 21, 1963.

Hon. LISTER HILL,
Chairman, Committee on Labor and Public Welfare,
U.S. Senate, Washington, D.C.

DEAR MR. CHAIRMAN: This letter is in response to your request of May 1, 1963, for a report on S. 1321, a bill to provide for a National Service Corps to strengthen community service programs in the United States.

This bill would provide for a National Service Corps in many ways similar to the Peace Corps program overseas. It would conduct locally initiated projects to demonstrate and stimulate humanitarian services by dedicated persons of all ages. The types of projects are to be determined by the President or at his delegation by the Director of the National Service Corps. The bill cites as examples of project activities for corpsmen—work with persons in institutions for the mentally retarded and mentally ill; work for the health and education needs of migratory workers and their families, Indians, residents of depressed areas and rural and urban slums; care and rehabilitation of the elderly, the disabled, delinquent youth and dependent children; and work in improving standards of educational opportunity.

The ultimate administrative placement of the National Service Corps is left to the decision of the President, permitting him to establish it as an independent agency within the executive branch or as a part of one of the departments or other established Federal agencies. The services, facilities, and commodities of any Federal agency could be utilized for the purposes of this program on a reimbursable basis. Provision is made for a Director, Deputy Director, and staff. There will be an advisory committee on procedures and policies as well as consultants to the Corps.

Corpsmen would number not more than 1,000 for fiscal year 1964 and not more than 5,000 in years thereafter. In addition to corpsmen there could be Corps leaders with supervisory responsibility. American citizens and nationals of all ages, both men and women, and foreign nationals when determined to be in the national interest, may join the National Service Corps. Their term of enlistment is not specified in the bill. Corpsmen are to be provided with subsistence, and there would be "adjustment pay" of $75 for each month of service. Also, health care, social security coverage, and limited civil service employment benefits are provided for in the bill.

Establishment of a National Service Corps would promote the development of a new type of volunteer in the United States, the volunteer who receives a subsistence allowance while away from home during his period of service. Up to now the typical volunteer has been living at home and has been expected to give his services without remuneration, except possibly to cover transportation or other expenses directly related to the conduct of the work. The subsidized full-time volunteer who could be stationed away from his home community, as required, will fill a different role.

Corpsmen volunteers will be available to perform duties which require full-time service. One of the main problems in the use of conventional volunteers is that such persons usually can work only a few hours a week. Volunteers who have regular paid jobs—including most men as well as many women—must limit their activities to evening and/or weekends. At best, it is costly and difficult to schedule the activities of part-time volunteers so as to preserve continuity of services. In some instances, the availability of some full-time volunteers is a condition for the effective use of any part-time workers at all.

As distinguished from regular paid employees, corpsmen might hold positions which heretofore have not been sufficiently well defined to call for regular paid staff. They can carry out tasks that do not now fit into any organized occupational category, although at some future time a new occupational group might emerge. They can perform functions which depend for their success on being done by persons known to be motivated primarily by generosity and concern for the needs of other people.

While the motivation for the National Service Corps is rooted in the American tradition of responsibility for one's "neighbor," the Corps will offer opportunities for fulfillment of personal, as well as social goals. Young people would be given an opportunity to obtain work experience as a basis for more meaningful career choices. People in midcareer could use service as a means for testing new interests or getting changed perspectives on old jobs. The Corps offers a great potential for older citizens, both as providers and users of its services.

Finally, there would be the opportunity for young and old alike to serve their country in a nationally recognized program. The service would be rendered to those most in need—across the Nation, wherever the need may be.

So long as shortages of qualified service personnel exist in the United States, local communities will have little difficulty in finding jobs for Corps volunteers that otherwise could not be performed by currently available staff. Use of corpsmen need not conflict with intensified recruitment and use of conventional volunteers and paid staff. On the contrary, the Corps would promote activities to strengthen community paid professional and volunteer services generally. Some Corps members may go on to careers as professional service workers. More important Corps projects could publicize needs for services and personnel to perform them and demonstrate the benefits to be derived from concentrated attention to these needs.

To send Corps volunteers only to communities requesting their services will be basic to the success of the projects. Although this might mean that some communities with the greatest need for outside help might be eliminated for Corps assistance, it would emphasize the importance of stimulating other public and voluntary efforts toward improving conditions where problems are known to exist but local leadership is lacking. Successful Corps projects could ultimately build respect for voluntary activities in communities not now interested in adopting this type of program.

The immediate goals of the corps may properly be related to such chronic problems as those found in migrant labor camps, Indian reservations, slum area schools, etc. The corpsmen alone, however, can only set a pattern of action. They cannot do the whole job. To accomplish its goals, the National Service Corps will have to supplement and strengthen existing programs, both voluntary and governmental. The usefulness of the corps will depend on the care taken in the selection, training, and assignment of volunteers, and in the provision of technical assistance to local communities to assure understanding and cooperation.

In the long run, the corps' program and projects must look to the leadership and resourcefulness of the local community to deal with its own problem. Just as with the Peace Corps overseas, the domestic corps, in performing pacesetting, trail-blazing pioneer work, must aim to inspire an expansion and perpetuation of services to a degree beyond its own ultimate capacities.

In virtually every program area of the Department of Health, Education, and Welfare there are critical shortages of services and personnel to carry out those services. Past experience has demonstrated the value of voluntary efforts in the development of health, medical, social, and educational services. Nowhere is there greater need for expanded services than among disadvantaged persons—economically, socially, and physically—persons for whom this Department has a special concern.

The Department of Health, Education, and Welfare endorses the overall objectives of the National Service Corps as contained in the bill.

We would therefore recommend enactment of this bill. (There are enclosed herewith certain technical corrections and clarifying amendments in the bill, which we suggest be incorporated in the bill.)

We are advised by the Bureau of the Budget that enactment of this bill would be in accord with the program of the President.

Sincerely,

ANTHONY J. CELEBREZZE, *Secretary.*

TECHNICAL AND CLARIFYING AMENDMENTS TO S. 1321

1. Correction of typographical errors in cross-references.
   Page 16, line 2, strike out "10(a)" and insert "9(a)".
   Page 19, line 6, strike out "(h)" and insert "(i)".
   Page 19, line 7, 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 service plans, and the like (see sec. 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.

DEPARTMENT OF LABOR,
OFFICE OF THE SECRETARY,
Washington.

Hon. LISTER HILL,
Chairman, Committee on Labor and Public Welfare,
U.S. Senate, Washington, D.C.

DEAR MR. CHAIRMAN: This is in reply to your request for our views on S. 1321, a bill to provide for a National Service Corps to strengthen community service programs in the United States.

As you may know, I appeared before the Subcommittee on Migatory Labor on May 28, 1963, and testified in support of the bill. I would appreciate your accepting my testimony (copy attached) before that subcommittee as expressing the views of the Department of Labor on the bill.

Yours sincerely,

W. WILLARD WIRTZ,
Secretary of Labor.

EXPLANATION OF S. 1321

The major purpose of the proposed National Service Corps is to provide, through the dramatic but practical example set by a small corps of volunteers, the means of calling up the talents and idealism of large numbers of our citizens to assist the 32 million Americans who are socially and economically handicapped.

Beginning with a small number of volunteers and a small number of projects, the National Service Corps would work with deprived groups including migrant laborers, American Indians, and refugees. Other fields in which the National Service Corps might work are health, mental health, education, and welfare in low economic areas and in correctional institutions. Volunteers would be provided only at the request of public or private agencies, State and local.

Local agencies requesting National Service Corps personnel would first submit a plan demonstrating the need for and the usefulness of the project. When a plan is approved, corpsmen will work under the day-to-day supervision of the local sponsoring agency. The bill expressly provides that corpsmen shall not displace local staff or volunteer personnel, and that corps projects shall not duplicate or replace existing services. Rather the purpose will be to assist in meeting urgent manpower needs of the local agencies and institutions requesting corpsmen.

Corpsmen's participation in any project will be for a limited time. The object will be to bring each project to a point at which local agency staff members or volunteers can take over permanently the tasks originally assigned to corpsmen.

Corpsmen will receive no salaries as such. They will receive minimal living allowances, and a modest separation payment to ease their transition to civilian careers.

The program would start with 150 to 300 men and women in early fall. Gradually expanding to the maximum authorized enrollments, the corps would reach 1,000 by the end of fiscal year 1964 and 5,000 in perhaps 3 years. The bill authorizes appropriations of $5 million for the first year and thereafter such amounts as the Congress may determine.

The Corps' value would extend far beyond the authorized expenditure, in that it would stimulate increased local efforts to solve community problems. While a hundred or a thousand corpsmen obviously cannot answer the needs of millions, they will focus the attention of the public on the often-neglected problems of our poor and sick. The corpsmen will provide manpower for overburdened local organizations; and they will encourage and inspire local volunteers to do similar work. The goal of the Corps will be, by the efforts of a few, to ignite the energies of many.

Senator WILLIAMS. Our very distinguished leadoff witness is Secretary Willard Wirtz, who has honored this subcommittee on other occasions with some of his most helpful testimony before the Subcommittee on Migratory Labor. We all feel a very deep debt of gratitude as members of the Labor Committee, Members of the Senate, and citizens of this country that Secretary Wirtz is giving us the benefit of

his great mind and talents and most understanding heart on the human problems that are faced in areas of poverty.

We are happy to have Secretary Wirtz at this time.

Secretary Wirtz, the forum is yours, and we look forward with great pleasure and anticipation to this opening statement on the National Service Corps, for which we have such high hopes.

STATEMENT OF HON. W. WILLARD WIRTZ, SECRETARY OF LABOR; ACCOMPANIED BY DANIEL P. MOYNIHAN, ASSISTANT SECRETARY FOR POLICY DEVELOPMENT AND RESEARCH, AND SAMUEL V. MERRICK, SPECIAL ASSISTANT FOR LEGISLATIVE AFFAIRS

Secretary WIRTZ. Mr. Chairman, you realize how much I appreciate personally what you have said. I would just like to say that to whatever extent there is basis for any of your remarks, I find a full compensation in whatever I can bring to these programs and the opportunity to talk with you and with this committee about the Senate 1321, because I say to you in complete personal sincerity that I have come here in connection with no other legislative program which seems to me to have the possibility that S. 1321 has for identification with all that is in the hearts of those who are concerned with this great program.

I have with me today Assistant Secretary Daniel P. Moynihan and Samuel V. Merrick, Special Assistant for Legislative Affairs. They have both been working on the development of this program. I would hope you would feel free to ask them, as well as me, any questions you have about it.

I have, Mr. Chairman, filed a copy of my statement with the subcommittee, and if it suits the subcommittee's convenience, I shall be glad to simply summarize here the contents of this statement and then to respond to whatever questions there may be.

Senator WILLIAMS. Very well.

Secretary WIRTZ. The proposal S. 1321 it seems to me is properly summarized in terms of an identification of a set of needs in this country today which are probably not going to be met by the overall programs of one kind or another which are devised to meet the general problems in this area.

I think of America as a great big giant, a powerful giant, a generous giant, a friendly and warm giant designed to meet as many human needs of the people as a Government can possibly meet. But the problem we are talking about today is the problem that arises in a form which is very hard for a giant to do anything about. If we were a small country, we probably would not be recommending the development of a National Service Corps because in one way or another we would feel confident that we could meet the little problems.

But we are not a small country. We are a huge country, over 180 million people.

What we are talking about here today and what is proposed in S. 1321 is an approach to those problems, those little human problems which a giant of a country is probably not going to be able to reach. We are in a way the victims as well as the beneficiaries of our growth and our success. Most of us are doing unbelievably well, which is what makes it so much harder to meet the kind of problems we are talking about here today. I rather think we can measure the accom-

plishments of any society in terms of what it does for its disadvantaged few, and that is what we are talking about here today.

We have a tax program proposed, we have a manpower and development training program proposed. We have an education program proposed. We have a number of other programs proposed which will meet most of the problems in this country for most of the people in this country, but we come to the matter of the very few who for one reason or another, either as a result of perhaps what is their own fault or perhaps accident or perhaps circumstances over which they have no control, will not have their problems met by the other programs which we have brought into being.

S. 1321 provides, as you know, for the establishment of a Corps, a volunteer Corps really, of people, young people, middle-aged people, old people, inexperienced people, and experienced people who want to identify themselves with a program of helping out individual persons in this country. From working with the programs which are part of the Department of Labor's responsibility, I know by bitter experience the inapplicability of some of those programs to the occasional individual who for one reason or another cannot bring himself under their benefits. S. 1321 would establish the National Service Corps to approach these problems not in terms of administering overall programs but in terms of meeting the needs of particular human individuals.

I should like to point out to the committee what, as a matter of fact, I know is already familiar to it, that what we face today in this country is not a problem of overall depression—quite to the contrary. It is not a problem of overall need—quite to the contrary. It is a situation where, on the other hand, disadvantage, poverty, want, lack of opportunity, all of these things are concentrated in particular pockets, pockets of poverty, pockets of disadvantage, pockets of lack of opportunity. There is, for example, concentration as far as the Nation's poverty is concerned, the concentration of the problem we have in several areas. There is the concentration of poverty in the rural areas in some situations and in particular so far as the migratory workers are concerned.

I should like to take advantage of the opportunity to use a single illustration with respect to this matter, an illustration involving a current set of facts which illustrates for me what the National Service Corps could do.

You will have noticed in the newspapers of two weeks ago the reports of a tragedy in Pohokee, Fla., a situation in which a bus was hit by a car, overturned, pushed in a canal. The bus had a capacity of 33 passengers but was carrying 43, almost all of them migratory farmworkers returning from the field where they worked that day.

Twenty-seven were killed. There were 9 men, 5 women, 13 children, migratory workers or at least a group which can become a migratory group. The reports of that incident illustrates to me what cannot be reached as a matter of National, State, or local general policy but which could be met by the approach which could be taken under the National Service Corps.

I pointed out first that there were 13 children in that bus. We don't know yet how many of them had worked that day. If they did work they probably should not have been working because of the age requirements. I don't know whether that is true or not. But there

were some others in that bus only for the reason that the mothers had no place to leave them that day while they went out to work in the field.

One of the reports of the story involves the question that was asked of one of the women, why the children were there. She answered, "We have no place to keep them. They go with us to the field. Most of them work, the others don't."

That would suggest another overly sentimental part of that case perhaps. I can't get out of my mind the interview that the reporter had with one of the boys, a boy named Ernest Lee Howe, 12 years old. He got out of the bus, pushed the window open, swam to the surface of the canal and escaped. The reporter says of his conversation with this boy, "Tears were rolling down the boy's cheeks and he bit his lips as he stood with two women who brought him to identify his mother and two sisters reportedly dead and inside the bus."

I simply want to ask what that boy's future is as far as this country is concerned? A 12-year-old boy from a migratory worker group, loses the rest of his family in this particular incident. I don't believe that a revision of the tax laws or the development of the manpower training act or the development of a new education program is going to pick up the case of Ernest Lee Howe.

I suspect that we are going to have to do it through a much more person-to-person individualized kind of approach than any of these broad laws will permit. I suspect there is a real role for the National Service Corps man and for the group he can develop in meeting the problems of the migratory laborer which some of us have been trying so hard to meet but which we know we have not yet met and even if we pass the general laws we have in mind we won't be able to meet completely. If there were a National Service Corps group which could work on the problems of the migratory workers, which by their very nature defy the abilities of particular communities to meet them, we might get ahead on this particular problem.

We are thinking in terms of the National Service Corps meeting the problems of pockets of poverty in the rural areas which are illustrated by the migratory workers. I think of the pocket of poverty in the Appalachian region today. We have the Area Redevelopment Act and we are doing a great deal with it in the Appalachian region to meet the problems which are posed there. Yet we know that there are too many people in that area who are today beyond the reach of the Area Redevelopment Act.

The situation in terms of a particular family's circumstances is such that those peoples' problems will not be met by any general overall statutes. I think they can be met by a group of volunteers who go into an area to work with the people in that area, not to administer an overall program, but to take the cases as they find them and to devise ways and means of meeting the human problem which they will present.

That is what we are talking about in the proposal for the National Service Corps.

I think then, next, of the pockets of poverty in the large urban areas. We are doing a lot about the problems in the slums. We can tear down the old buildings, and we can build new buildings, and that will increase the economic level in the area. Somebody has to tackle

the problem about what to do about working out the relocation plans for the individuals in those areas. I mention that only as one of the human problems that come along in the wake of or along with the economic development which we are pressing so hard. These are problems which require the person-to-person, individualized kind of approach which the National Service Corps can take.

I think of pockets of poverty that exist, as a final illustration in this series, in the Indian reservations in this country. There are programs again devised to meet those problems. We know, too, at the same time a good many of those situations involve individual cases which can be met in individual terms. Besides the pockets of poverty in this country today are the pockets of denial of opportunity, and I think here particularly it falls within the responsibility of the Department of Labor along with the Department of Health, Education, and Welfare of what we are calling the school dropout problem. A good deal of the school dropout problem can and will be met through the invigoration of the economy as the result, I hope, of changes in the tax problem, through the development of the administration of the Manpower Development and Training Act, through, I hope, the enactment and the administration of the Youth Employment Act.

There will remain those among the dropout group who, for one reason or another, have lost completely at this point not only opportunity but motivation to do something about the improvement of their future. I think of the situation, because I know it best, in the city of Chicago. There, the most specific gain which has been made on the school dropout problem, in my judgment, is the gain from the program which has been worked out by entirely volunteer amateur groups which have enlisted a number of the graduate students at the universities of Northwestern and Chicago and have worked out programs whereby these college students, among the advantaged of this country, go over into the several wards, the river wards in Chicago, where the school dropout problem is the worst. They take one by one the school dropouts there and work out programs with them so that you have a university student spending two or three nights a week over in the river wards working with just one or two of these gang members, whatever they may be, to try to bring them back into a life of usefulness; trying to get them back in the school, where it is appropriate; trying to teach them the A B C's where they don't have it; trying one way or another to meet those problems which a giant of a nation simply cannot and will not meet.

I say to you, I think in connection with the meeting of the school dropout problem, there is a role which will never be played through the administration of overall programs and will have to be worked out on this person-to-person basis.

Then I think, third, of the pockets of disadvantaged, of handicapped, which are illustrated by the situation of the mentally retarded, the physically handicapped, and others of the same kind.

By action of the Senate yesterday there is illustrated the possibility of taking care of a good deal of a problem of this kind such as the mental retardation problem through general overall administrative programs with the knowledge there will fall through the meshes of a program of that kind a few whose problems will have to be taken up on the basis of their particular circumstances and their individual disadvantage.

Here again there is the opportunity for a group of people to work with the disadvantaged few not in terms of administering an overall program but in terms of the need of the particular situation.

So, in summary of this summary, Mr. Chairman and members of the committee—and I am afraid it is getting longer than the statement itself, and you will excuse that because there is no matter on which I have talked to this committee in terms of deeper conviction than this—I see a situation in which there will remain the necessity of meeting, in terms of a comparatively small number of people, problems which our overall programs cannot possibly meet.

I want to speak directly to one point, which I know has come up in connection with the consideration of this legislation, and that involves the suggestion that a good deal, a considerable part of any program of this kind, can best be carried on by local people rather than by representatives of the Federal Government. I agree with that completely, just completely. And to the fullest extent that problems of this kind can be worked out and will be worked out through local volunteer groups of one sort or another, they by all means should be. And, as a reflection of that feeling, there is a specific provision that there shall be no carrying out or there is a specific intention that there be no carrying out of any programs of this kind except on the request of people in the local communities which are involved.

But that leaves a very significant role, a role of catalyst, a role of coordinator, a role of distributor of information which can be carried on by the group of a thousand in the first year which is contemplated by this bill. We see the situation as one in which the members of the National Service Corps will go into communities only for the purpose of multiplying their effectiveness, the result of their efforts, by working with the local people who are involved here. I see very little of this program being carried out on the basis of the members of the National Service Corps actually doing the work with the individuals who may be affected. I see it rather as a situation in which they bring their own experience and training and the experience of the National Service Corps gained sometimes in other areas, bring that to the advantage of the people who are working locally on this problem.

I say to you, it is our most conservative careful estimate and judgment that this program will in no way possibly interfere with any local program and can only be used to complement and to supplement and to improve the effectiveness of the local programs involved.

I close with one other point: There is this great need in parts of the population today for the kind of service we are talking about here. I think there is another need which should not be overlooked; that is, the need which exists today in the minds of a great many people in this country to have some opportunity to identify themselves with something larger than their own concerns.

We know from the experience with the Peace Corps that there will be a very great number of people who will seek very actively the opportunity for service which this kind of program presents.

As far as the college graduates are concerned, I guess most of us are about at that point where we are experiencing it; where we are encountering firsthand the experience of college graduates in our family. We hear talk about the silent generation, the sullen generation, and so forth. That is not the impression I get out of them. I get the

impression of a generation which wants, more than anything else, to be able to identify itself with something which involves more than the welfare of the individual involved.

The experience of the Peace Corps is that it has attracted the finest kind of young people in this country and an increasing number of older people who are interested in programs of this sort. The provisions in this bill would give the opportunity not only to young people but to older people, would give them the opportunity to identify themselves with the kind of program which would make their own lives more meaningful.

It would also have the effect of introducing these people who are in the Corps to an area in which we have presently a great shortage as far as personnel is concerned. We don't have enough people who have had experience with this kind of program, and we think of this as an invaluable training program.

So, in conclusion, Mr. Chairman and members of the subcommittee, I urge as strongly as I can, in personal as well as in official terms which the circumstances warrant, favorable consideration of this bill which seems to me to offer such great opportunities for humanizing, if you will, the service program of this Government, the State governments, the local governments in this country.

Senator WILLIAMS. Well, the noble purposes of this legislation could not be more eloquently expressed, Mr. Secretary.

I have been told that you visited the community of Welch, W. Va. I wonder if you would care to describe the impoverishment there, and perhaps express a view as to whether this Service Corps could be helpful in that kind of situation.

Secretary WIRTZ. Thank you, Mr. Chairman. That was last fall, but I know the situation has not changed. May I introduce my answer by saying this: We have spent a lot of time in the Department of Labor trying to describe the unemployment situation of the people in this country in terms of statistics. We can't do that job. We can't get through in terms of the overall statistics; it is so big. They are, in terms of seasonally adjusted, decimal point figures. There are so many now that any comparison could be made to prove either that the economy is going to pot or enjoying prosperity. I am not sure we are getting through on the figures at all.

I wish I could take every person in this country for 5 minutes through a country community like Welch, W. Va., a noble community, with noble traditions, deep roots, fine schools and high schools and so on and so forth, but a community in which about 40 percent in realistic terms, 40 percent of the potential of the community, is being wasted. I don't know what the official unemployment figure is there now. I know as you walk along the streets you realize that most of the houses have not been painted for a very long time. In talking with those people you see them shrug their shoulders more than anything else. Nobody gets very much interested in anything there. But you get a picture of unemployment as it really hits in a few communities of this country. Not 5 percent, but in such a high degree that really the figures no longer become realistic. There is no more opportunity there.

We can take in training programs, but without bringing in new industry they don't have a point. We can do our best to bring in new

industry, and we are, and I don't give up by any means as far as the Appalachian region is concerned. But I know that unemployment there has reached the point of human poignancy, of human denial of opportunity, of human want, human poverty that requires an approach to it in human rather than overall terms. Not "rather than," because both have to be done. I only make the point in this connection that where in general there is only 5 to 6 percent unemployment in this country, there is in a community of that kind of unemployment which has become a matter of real human need and want which we simply have to find some way of doing something about despite the apathy of the country as a whole.

Of course, this is a geographical illustration. Then you go on to the youth situation. There is 5 percent unemployment in this country today. As far as youth is concerned it is 10, 11, 12 percent. There is not 5 percent in the minority groups; it is 10, 11, 12, 15 percent. When you get into the younger people among the minority groups, we are talking today about an unemployment situation as far as young minority group members are concerned of 20 and 22 percent. We simply have to recognize that when the country is doing so well, there is nevertheless the possibility that a real slag heap of human waste is developing here, and we have to do something about it.

I am sorry to take advantage of your question, but that is what we are talking about.

Senator WILLIAMS. I am glad you did.

You described the awful tragedy that happened in Florida about 2 weeks ago when a bus with migratory workers and their children was forced into a canal alongside the road. These folks, as I understand it, lived in and around Belle Glade; the reason the smallest youngsters were on the bus, as you described it, is that there was no one to take care of them back home, so they had to accompany their parents. They were youngsters, little ones. I have seen pictures of those who drowned in that accident. Day-care facilities would have prevented their being aboard the bus.

The double tragedy is that in Belle Glade—we have been there—some of the most enlightened work is being done in caring for the youngsters, but it is far, far from enough. Julian Griggs of the Migrant Ministery was there when we were, 3 years ago. His work was the type of thing we are talking about, true care for people who desperately need it. While we were having lunch, I remember that over in the corner a young mother with a couple of kids was going through a stack of clothing. Those youngsters had not been to school because they didn't have clothes. But Mr. Griggs and his folks were finding clothes and getting these people to come in and accept the offer of care and service.

I am sure that group, which is there now, would welcome the assistance of volunteers in their noble private effort.

I have nothing further. Maybe I will come back to one practical question after Senator Burdick has an opportunity to talk with you.

Senator BURDICK. Mr. Wirtz, I don't know whether you can give us any specifics, but I have followed your testimony very carefully. I thought it was very fine.

In talking about this area in West Virginia, of course, you are trying to do something on the economic front through the ARA programs and the like. Would you care to list some of the activities that a Peace Corps man might do in a town like that?

Secretary WIRTZ. I think, Senator Burdick, that the problem in a situation of that kind, probably presents the hardest questions about what we can do through a National Service Corps there. I do want to answer your question, but I want to preface my answer by saying that when you have a situation in which the economics have gotten as out of joint as they are here, I should not want to pretend that I see anything that a National Service Corps could do about curing the roots of that problem.

But it does lead to the question which you ask, what even in that situation, recognizing that there has to be economic surgery there of one kind or another, what can the National Service Corp people do there? I think they could, just as one illustration, go in and work out with the people in that area a program of counseling with the children in that area which would involve some very hardheaded as well as warmhearted talk about what their futures ought to be. It seems to me that one of the worst possibilities is that in those areas whose present prospects are poorest there will not be a realization by the next generation of what it can do to meet the problem.

Now if this means facing squarely the fact or the possibility of having to move to some other area, it probably had better be faced squarely. I know the difficulties in this situation.

In part, the answer to your question would be to set up a counseling service for the youth of that area, and I would like not to make it Welch, because that overpersonalizes it. Any area of this kind. There is the possibility, first, of setting up a counseling service which would really give those boys and girls a better picture of what the future might be.

Then with respect to the older worker who is in that area, I would not propose to give up the life of an individual in an area of that kind just because he had lost his job at age 45, 50, or 55. There is more and more discussion of what can be done about individualized rehabilitation of the older worker. You see, the problem with respect to a good many of that group is that they never learned to read or write. They didn't need it for the jobs they took. I would assume that another specific program which could be set up would be one of adult education, using local facilities but catalyzing those interests through the outside.

There is a great deal which can be done, and there is already a good deal of experience about it, by way of developing work interest programs, workshop programs of one sort or another, but also recreational programs for people whose jobs are done. I think it would probably make living in those communities a great deal more attractive for those who are through working if there could be a development from experience which we could bring from other States to set up meaningful vocational and recreational programs for older people.

These are only illustrations, but I come to the conclusion again in answer to your question, I don't propose to exaggerate about the possibilities of a National Service Corps changing what is basically an economic situation of the kind that you have in that kind of area.

Senator BURDICK. Thank you very much.

Senator WILLIAMS. Senator Javits.

Senator JAVITS. Mr. Secretary, I am a cosponsor of this bill, but that does not prevent me from having some concern about it, and I do have some concern.

Now, for one thing, the program would start with 150 to 300 men and women, gradually expanding to a thousand.

Secretary WIRTZ. That is correct.

Senator JAVITS. And perhaps 5,000 in 3 years. Now, isn't this all the smallest drop in the bucket compared to the problems you have described. School dropouts, people who need special help in hospitals, poverty-stricken people throughout our country, and the half million migrant workers? Do you know what 150, 300, or even 5,000 will do in these cases?

Secretary WIRTZ. The easy answer would be that we would, of course, welcome a larger program, but I don't propose to make an easy answer. I am convinced that this is the right starting point for this program. I am much less convinced about the suggestion that in a second year it will go on up to only 2,000 or something of that sort. I would hope very much that one year's experience would show a much larger utility for this. But the proposal of a thousand for the first year has been quite carefully arrived at.

Part of the answer to your question is that we are going to try to be sure that we know what we are doing before we go into it on a larger scale. But I don't believe we ought to underestimate the possibility of a thousand people having a very, very large effect if they use their services properly.

I have tried to think through this problem of meeting the school dropout situation in Chicago. I believe with four or five people there in Chicago, I could organize part-time services of several thousand present students at the universities and people in the community, I think with three or four or five people from a National Service Corps you could build up, taking Chicago as an illustration, a volunteer activity which would mean that one person would be working with two or three of the dropout group, and you could cover almost the whole group.

Senator JAVITS. I gather that what we are talking about is an elite corps, really high-spirited, highly patriotic, unusually talented and trained people. Is that correct?

Secretary WIRTZ. Yes, in terms of the detail. I would want to remove the stuffiness which some people attach to the term elite, but in terms of that definition of it, that is the kind of group which we have in mind.

Senator JAVITS. In New York, for example, we have a State Division for Youth. We have a New York City Youth Board and a Youth Counsel Bureau. They have dozens of people, perhaps several hundred. They think those people are fully as good as anybody you are going to have in your National Service Corps, and they themselves are terribly short of help. How are you going to make a dent with four or five in that kind of situation?

Secretary WIRTZ. I am not sure that there could be any improvement, substantial improvement, in a situation which has already been developed to the point that one has. I simply don't know the facts well enough to answer in detail, but I mean the answer quite specifically, that before the efforts of this group are brought to bear on a

particular situation, there would have to be satisfaction of the requirement that they could do something which is not already being done. I am sure that in some communities we are not going into it to start.

Senator JAVITS. You would say these would be people who would be thrown into a situation that urgently needs national attention?

Secretary WIRTZ. Yes. I would rather put it just a little differently. It would be thrown in a situation in which there is a demand which is not being met at present.

Senator JAVITS. Now we have a whole network of people who are supposed to be in this business. We have State and municipal welfare authorities. We have the whole network of private welfare. You happen to be talking to one of their clients now, since I was raised in a settlement house on the lower East Side of New York and have actually been the subject of the attention of the University Settlements director and his aids, who were mostly volunteers, the club leaders, and so forth, who probably directed my feet along the road of becoming a Senator. Of course, that work has since grown in terms of government. Then there are our Federal agencies.

In private welfare, for example, in New York we have enormous organizations, the Catholic, Jewish, and the Protestant charities. Then the Federal agencies, like Manpower Retraining, have people operating these programs. Area Redevelopment has two new programs. There is the enormous apparatus of the Department of Agriculture in rural redevelopment.

In all of this complex, both public and private, and all the parallel State complexes, isn't your National Service Corps, in danger of getting lost?

Secretary WIRTZ. In a situation such as you describe, I come again to the very frank statement that I would not know what the specific contribution of this group could be in that situation as you described it. I would answer in terms of another situation, one I referred to earlier, where you have a migratory worker problem in a community which has none of the organized facilities that you are here talking about, just none of them. We talked about this situation in Pohokee, Fla., where there is some of this, but there are other migratory communities in which these other organizations have not developed and this would be true in a very large number of areas in the country.

I can only say, Senator Javits, with no suggestion of disagreement with your point at all, that I think there are, in fact I am persuaded by the evidence which has been brought to us, that there are innumerable areas in which there is a lack of the kind of service which could here be brought. It is not true every place, but it is true in a great many places, and we would be very careful to try to stay out of any situation in which there is already a development of the kind you referred to, and I mention again the fact that there is the clear provision and intention that we will go into no area in which or from which we have not received a request.

Senator WILLIAMS. Mr. Secretary, I just wonder in this connection whether it might be realistic to expect that in certain areas a few highly qualified people who go in with the Service Corps as volunteers would bring forth a response from the people who want to help but are not trained specifically.

I know in the State of New Jersey at Douglass College and Rutgers University, there is truly a great wave of desire to serve out on the farms in the summer. These are young people in college and they have not had professional training. But if we had a few who qualified in caring for people in particular situations, like day care, I know that they would be joined by other volunteers who were just looking for opportunities to serve.

Senator JAVITS. Mr. Secretary, I am on this bill, and the reason I went on it is that it is a very interesting attempt to translate the same patriotic impulse which developed the Peace Corps into some domestic establishment. I have been a kind of Devil's advocate asking you these questions which will be asked of all of us and which are very challenging. May I ask you to consider another suggestion. This will really be an experiment—in a sense it represents an American answer to the challenge, for example, of the Moscow youth who dug the subway, which is really the analogy which is before us—to see if this is of any use and where it can be used. Might it not be well to consider, as an additional aspect of this the possibility of taking part of this bill and setting it up on a State-aid basis and suggesting the organization of such Service Corps in the States under Federal patronage, as it were, somewhat like the National Guard.

We could then see which works out better; whether a National Service Corps under the auspices of the Nation, run as a governmental operation from Washington, will work better than backing up a State agency for this purpose, which will have Federal status to give it the cash aid, and the quality of national patriotism. Mind you, you would not be operating abroad where you cannot do that. You are operating at home where you can do that.

In other words, I hope that the Department might give consideration to other ways of accomplishing this which will not be similar to the Peace Corps but will really be adapted to domestic conditions.

I notice in the bill, even so far as the compensation of the individuals is concerned, you take it right out of the Peace Corps legislation giving them an adjustment allowance after their service has ended. This is completely impractical because the individual is not going to live in a community in Africa where he could not spend any money if he wanted to. He may be living in a poverty-stricken area which is within very easy reach of an excellent restaurant and a fine movie theater, and so on, and he is in his own country with lots of friends and you are not going to get him to live the spartan life that a fellow will live in darkest Africa or in Latin America. There the analogy collapses.

This proposal does interest me and all my colleagues and the rest of the country. It is a very interesting idea. My own opinion is that we have not yet brought it to the full stage of articulate development to give it the best chance of demonstrating what it can do. There are these lacks which you have specified very accurately. They are very serious. We have to find some way of stimulating our people who are willing, as Senator Williams says, people who would even volunteer gladly, given a channel through which to work, with the ideology, the enthusiasms, and the way in which they can really make their talents useful.

Of course, you must remember that you can have a lot of unstable people, too, who can't help you, but I am sure we can take care of that.

Now we have to find a channel that is a sound idea. We need to do something. The Peace Corps is a remarkably fine demonstration of the fact that American youth and American adults are idealists, and we want to transmute it into the domestic field.

I do respectfully suggest some more thinking, taking into consideration some of these hard-nut questions which I have laid before you which are germane to the domestic scene.

Secretary WIRTZ. My reaction, of course, is one of great appreciation for those comments. I should have made clear at the outset that it is only an accident of scheduling that results in my being here rather than the Attorney General's being here at this point, because he has assumed such a large part of the responsibility for the development of this program that he can reply more constructively to the point—not reply, respond more constructively to some of the points that you have suggested, Senator Javits, and I am sure will, particularly to your point about the pay arrangements which are made here. I expect there has been some thinking about that with which I am not familiar.

With respect to your first suggestion about making part of this program one of aid to the organizations already existing, my reaction would be purely pragmatic, and in this sense the appropriation here with this program, I think, could probably not be cut down to make part of it allocable to that other kind of program.

Senator JAVITS. Would you yield, sir?

Secretary WIRTZ. Yes, sir.

Senator JAVITS. I want to make my view precise. I am not for aiding the existing organizations. We have lots of programs for that. I only suggest to you the possibility that this National Service Corps might be organized on a State basis like the National Guard.

Secretary WIRTZ. I did miss the point.

Senator JAVITS. That is right, on a State basis like the National Guard. That is another way of doing it. It may not be the best way, I don't know. But I only suggest to you the possibilities of exploring other ways more adaptable to the fact that this is a domestic program, not an oversea program, and therefore very different, though the motivation we have in joining to help it along is the same.

Secretary WIRTZ. I am sure I would make our participation most helpful by referring those suggestions to the Attorney General for his consideration when he is here before the committee.

Senator JAVITS. I appreciate that, sir.

Senator WILLIAMS. I think it important to take a moment, Mr. Secretary, to define the difference, in purpose and effect of the National Service Corps in title II of the Youth Employment Act. There has been some misunderstanding generally, and I know that you are the man who can clearly define the differences.

Secretary WIRTZ. I am very grateful for that opportunity, and to be just precise about it, the situation is this: The Youth Employment Act involves a program for providing employment opportunities to some 50,000 to 65,000 disadvantaged youth who are very much in need of those employment opportunities. It is really an employment training act to meet the problems of those whose prospects for the future are not good.

The National Service Corps program, on the other hand, is a program for providing or for establishing a corps of a thousand people

not as a matter of providing employment for them but for asking them to be part of the service organizations of the country to which Senator Javits has referred.

So, on the one hand you have an employment training program for those who need that employment opportunity and training opportunity. That is the Youth Employment Act. On the other hand, you have a provision for adding to the service establishment of the country a thousand people whose interests, whose enthusiasms, and whose talents will help that program greatly. One is an employment and training program for those who need it; the other is a service program in which the abilities and talents of these thousand will be added to the other service programs of the country.

Senator WILLIAMS. And there are people who could use both programs. For example, in the city of Newark we have at least 10,000 young people who are out of school and out of work. There are projects under youth employment that could meet the need of the unemployed youth.

Secretary WIRTZ. That is correct.

Senator WILLIAMS. Since many of these youths are dropouts, they could be helped by the National Service Corps.

Secretary WIRTZ. That is correct. You see, really the Department of Labor will have little to do with the administration of this National Service Corps. We are vitally interested in it because it could be a very important help in the meeting of such a problem as the school dropout problem which is also an unemployment problem.

Senator WILLIAMS. I heard Senator Javits use the analogy of the young people building the Moscow subway. It seems to me that this is the employment of unemployed youth in a construction program and is more like our Youth Employment Act.

Secretary WIRTZ. That was my impression, too.

Senator WILLIAMS. The National Service Corps, in contrast, is better described as people-to-people in its objective.

Secretary WIRTZ. That is the closest phrase I can come to, and the other one is this, you get to the point where you realize that there is a problem that is less in need of somebody's passing a law than in need of somebody's coming out and really looking at that particular problem and doing something about it.

I would feel so much better in my participation in the administration of the program of the Government if when I saw a problem of this kind, instead of having to come up to the Congress to work out another overall program, we could send somebody down to Pohokee, Fla., or wherever it is, and say, "Do something about it," whatever the particular situation is.

Senator WILLIAMS. I have just one final question.

It is provided under section 3(b) of the bill 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.

Well, that seems quite clear and the intent is manifest. I am just wondering if that is sufficient, however, to protect against the possibility of volunteers coming into an area and perhaps depressing employment opportunities, not by replacing, perhaps not by duplicating, but by somehow increasing the supply of talent that will have a depressant effect on wages.

Secretary WIRTZ. If there is a possibility of that kind, there will be every advantage in changing the bill to meet it, because we would want strongly to avoid even any outside possibility of that sort.

Senator WILLIAMS. We would be grateful if you could think this one through and come to us with your conclusion as to whether the bill has adequate protections against depressing employment opportunities.

Secretary WIRTZ. Fine. My offhand reaction is that it is, but we would like to think it through on that point.

Senator WILLIAMS. I repeat my very deepest thanks to you, Mr. Secretary, and to Mr. Moynihan and Mr. Merrick.

Do you have any observations to make?

Mr. MOYNIHAN. No, thank you.

Senator WILLIAMS. Our questions have been answered. We have learned much and our record is off to a good start.

Secretary WIRTZ. Thank you very much.

Senator WILLIAMS. You have been the Cabinet quarterback on this bill. Now we will hand the ball to Secretary Udall. We will recess briefly until your colleague arrives, Mr. Secretary.

(The prepared statement of Secretary Wirtz follows:)

PREPARED STATEMENT OF W. WILLARD WIRTZ, SECRETARY OF LABOR, ON S. 1321, THE NATIONAL SERVICE CORPS ACT

The proposal, in S. 1321, for the establishment of a National Service Corps, is responsive to two of the most poignant and important needs in America today. One is the need of the disadvantaged who are casualties, in a sense, of the bigness, and sometimes the very success, of the American enterprise. The other is the need of another group of Americans for an opportunity to identify themselves with something larger than their own welfare.

The general responsibilities of the Department of Labor bring those of us in the Department into daily contact with the problems of people who are doing least well in making their lives meaningful—whether by their own fault, or because of handicaps or circumstances over which they have no control. Most of the programs which we administer in the attempt to meet these problems are, of necessity, broadscale programs. They have to be administered on a basis which wil bring their benefits to the largest number of people; and this means, necessarily, administering them sometimes all too impersonally.

There is constant reminder in this administrative process that it doesn't reach some of those who need help most. To get to the heart of their needs would mean taking time that must go rather into making the broader programs work for dozens or hundreds of others. Revision of the tax laws will invigorate the economy, but it won't reach into the home where there is none able to work at all. A stronger education program will strengthen the whole base of democracy, but it will still mean that the boy with a quirk in his thinking will drop out of school. When we have to excude a 45-year-old man from one of our retraining programs because he can't read or add, we face the bitter fact that government in its ordinary sense does not reach all the areas of most acute personal need and want.

What is lacking is the facility for personalized attention to the individual needs which fit no established pattern but arise from particular human circumstances. The National Service Corps will fill this need—with volunteers whose obligation will be sensed and discharged not in terms of administering a general program but in terms of meeting the needs of particular individuals.

I do not conceive of the members of this Corps as being themselves in a position to carry on very much of the actual person-to-person service work which is needed. They will be significantly effective only as they stimulate the efforts of others similarly disposed to help, and as they put the benefit of training and experience, and that of the Corps as a whole, to the advantage of others.

The point has been made, in this connection, that such service programs as are needed here can best be the responsibility of local people. There can be no question about this. But neither can there be any question about the very real need

and desire of people in hundreds of communities in this country for help and suggestion about how they can mobilize and make effective their purposes "to help." To know, just as one example, of the situation involving migratory workers and their families, is to know how much National Service Corps men could do in scores of communities to help and stimulate the community to improve the treatment of this problem.

In other communities there is, of course, no need whatsoever for the kind of service the Corps will provide. It is an important feature of the proposed program that the decision about this will be left entirely to the local communities. The Corps will act only in response to the requests of particular communities and the requests will have to show how the work to be done will continue after the corpsmen have left.

I should like to develop in somewhat more detail the implications of the fact that the problem we face in this Nation today is not one of overall need and want, but rather of pockets of disadvantage which have developed in the midst of general well-being. They are pockets of poverty, of individual failure to achieve employment opportunity, and of personal handicaps.

1. First is the problem of poverty.

We find it in rural areas, for example, among workers who migrate to follow the crops. In rural areas there is a high incidence of families with irregular employment at low wages, substandard levels of health and housing, inadequate diet, and limited educational attainment. It is in these areas that the established public services are often weakest.

Migratory workers shoulder even greater burdens, and these burdens fall heavily on the wives and children who travel with them. Community services and facilities are often not available to workers on the fringes of the community, and migratory workers are seldom in the community long enough to learn how to find them. Some clearly defined and widespread problems of migratory workers will be dealt with by recent and pending legislation, but we need added stimulus for direct help to these people. Residence requirements in State and local laws often exclude them from the services and protections others in need can call upon. Families may recognize that their children should not be in the fields—but there may be no care for them in the camp, and local schools may be ill prepared for educating them.

We find this poverty in the Appalachian region: There has developed a national awareness of the extremely serious nature of the problem in this region, and while the pockets of distress have varied in their size, they have existed for a long time in both recession and prosperity. The enactment of the Area Redevelopment Act has provided a finer cutting tool to meet the need for local economic development and retraining of the unemployed—but the problem requires more than a single solution.

We find poverty in large urban areas: While it is in urban areas that the evidences of prosperity are most visible and community services most extensively developed, pockets of poverty and deprivation exist here, also. The problems of the slum areas are not new. They have existed in varying forms during much of our existence as a nation. Poverty in urban areas often has a different origin than in rural and depressed areas, but deficiencies in basic education and social adaptation are common to all these areas. These deficiencies are compounded by a disappearance of unskilled jobs in much of the urban machinery of production. As the requirements of education and training that people must satisfy in order to emerge from slum conditions have been getting stiffer, the deprived urban worker is in greater need of help than in the past.

We find hardship among American Indians: On many Indian reservations the existence of high illiteracy rates retards progress in all areas. In addition to a need for basic education, there is a need for health and sanitation facilities, child care facilities, development of work skills, adequate housing and more advanced farming techniques. Many young people who get their schooling off the reservation are forced to return when they find limited job opportunities. Indians who leave the reservation for seasonal farmwork undergo the problems of migratory workers generally.

2. Second is the problem of employment opportunities for youth.

Throughout 1962, young persons under 25 represented over one-third of the unemployed (but less than one-fifth of the labor force). The rate of unemployment among school dropouts is much worse than among high school graduates. In the most recent survey available, 27 percent of the young people who dropped out of school between January and October of 1961 were unemployed in October of 1961.

During the 1960's a total of 26 million young people are expected to enter the labor force, many of them untrained and unskilled.

The first necessity is to provide enough jobs and the second is to provide the education, training, and work experience that will enable youth to bridge the gap between school and employment. A third need is to recruit volunteers and adequate trained counselors to talk to the youth, to motivate them, to guide them into productive adulthood.

3. Third is the problem of those burdened by mental ill health, or the serious infirmities of age, or other failings for which more help, and more effective help, can and should be provided in this Nation.

Mental illness and mental retardation are among our most critical health problems. There are now about 800,000 such patients in institutions throughout the Nation—600,000 for mental illness and over 200,000 for mental retardation. The President has proposed a program that will take us far toward what a nation of our resources should be doing. But there is a pressing need for a variety of volunteer services beyond those now available if our mental institutions are to be enabled to return more of these people to useful lives.

Many elderly people now in nursing homes, custodial institutions, and even hospitals could be helped to the point where they would be able to take care of themselves, if there were more volunteers and other aids to work with the short-handed professional staffs.

One of the difficulties in penetrating these three types of pockets is the critical shortage of people in the occupations that can be of assistance. In the professional services, where the period of preparation is protracted, there are projected or existing shortages. Here the shortage groups include teachers, counselors, clinical psychologists, social workers, and registered nurses. Twelve thousand vacancies for social workers were reported in 1960, and the estimates are that the demand will continue to exceed the supply. The Public Health Service estimates that 850,000 professional nurses will be needed by 1970, an increase of 70 percent. The current shortage of qualified counseling personnel in all States is expected to continue, at least for several years.

For the efficient use of the time of such professional workers, there will be continued demand for people in supporting activities such as those of orderlies, hospital attendants, psychiatric aids and practical nurses.

In many places where the need for this support has been critical, there has been dedicated work by church groups, women's clubs and other service organizations. But many of those in this work are overburdened. Many of the people who have been left behind in the advancing well-being of the Nation have not yet been shown the path by which they can be helped and can help themselves. A new approach will encourage those now serving, and call forth many more to serve.

A National Service Corps would stand as both a symbol and an embodiment of the role of volunteer service in meeting the needs of American society. We are a nation of volunteers by instinct and inheritance; the Peace Corps has demonstrated the capacity of the American people to make a contribution in the abstract area of foreign policy by working in the specifics of helping other people.

Part of the achievement of a National Service Corps will be in the direct service its volunteers can render to people in great need. Whether it is in teaching the mentally retarded, or in assisting the uneducated to get the first step toward useful work—basic literacy—there will be direct gains for people in deep need who would not otherwise be helped.

In the course of performing this work, the National Service Corps will be spotlighting human needs. Once public attention is focused on the extent to which deprivation exists, and its location, I am confident that people will show the compassion to participate—by supporting expanded community services, both voluntary and in work that cannot be done by volunteers or needs a professionally trained nucleus to be effective.

The volunteer work of the National Service Corps will stimulate volunteer work on the part of others, and this will be a major goal of the Corps. In fact, there must be a good prospect that a community will produce counterpart volunteers or other resources to work with corpsmen and take over the work after a reasonable period before the Corps will undertake a project. Only in this way can the efforts of a few be multiplied.

The development in a community of a project on which the National Service Corps is asked to help will serve to fill in the outlines of specific problems. It will also indicate the presence and the active interest of community people con-

cerned with the problems. The process of reviewing a project will pinpoint what the Corps can do about it. The corpsmen assigned will do the work that needs to be done. They will do it full time, day in and day out. What they do, working with existing agencies or groups, will set the pattern that others, living in the community or drawn to its need, can follow, improve, and above all enlarge upon. The pattern, and the continuity of effort by the corpsmen, will guide and foster coordinated effort of the volunteers already in the community and the new volunteers who come forward.

Project models already sent to the study group by community organizations that feel the need for corpsmen state specifically that the intended work of the corpsmen will not duplicate any work now being done by service groups or other agencies, provide for phasing out corpsmen when the projects are well under way and added community volunteers have been drawn in to help, and indicate the timing and method of the phasing-out process. Similar assurances will be required for all projects assisted by the Corps.

The Corps will aid in attracting more people into the social service professions. The community volunteers who assist corpsmen will be exposed to the needs of people and will be able to try out and develop their own interest in pursuing such work on a professional level. Furthermore, a significant proportion of the corpsmen themselves may find that their experience in the Corps leads them to seek careers in occupations involving special skills. Other young people whom they meet may be similarly motivated.

I see the establishment of the National Service Corps as a recognition and reaffirmation of the central principle that in a vast, complex society there is a great deal which must be done on an individualized, person-to-person basis in helping the human being who is disadvantaged to regain his balance amid the forces which mean progress for the society as a whole. The Corps can be our conscience—and our best self.

(A brief recess was taken.)

Senator WILLIAMS. I described our first witness as the Cabinet quarterback. That was Secretary Willard Wirtz. He now hands over the ball to the fullback to come through the line, Secretary Stewart L. Udall.

We are very honored to have you with us, Mr. Secretary. We are glad to have you back on Capitol Hill.

STATEMENT OF HON. STEWART L. UDALL, SECRETARY OF THE INTERIOR

Secretary UDALL. Thank you, Mr. Chairman.

I should like to file my statement with the subcommittee, if I may, and to summarize its highlights.

Senator WILLIAMS. Fine, we will accept that and include it in the record in full. We welcome your other remarks.

Secretary UDALL. I support the idea of a National Service Corps with considerable enthusiasm really because of the inherent merits of the idea, the breadth of the idea. It is applicable to so many of the human problems, human shortcomings, social shortcomings in this country. I want to stress that this morning.

I am sure the subcommittee will hear from other witnesses detailed testimony on matters that concern our urban areas particularly.

My interest in the legislation relates in the main to the responsibilities of my own Department and I want to discuss them with the subcommittee. My own Department has responsibility in two major areas, not only for health and education and welfare programs, but for the total picture with regard to certain of our American citizens. I refer, particularly, of course, to our Indian people and the Indian programs and to the people in the territories of the United States,

and more specifically also, in addition to the 80,000 people in the Trust Territories of the Pacific which the Department of the Interior administers on behalf of the U.S. Government under trustee arrangement with the United Nations.

It does seem to me, because of the problems that we have in these areas, that here is a special argument and a special case for the National Service Corps legislation. We are making some very significant headway, in my opinion, with regard to our Indian people. I think we are going to be able to say in the next few months, the next year or so, for the first time in the history of this country that every child of school age, every Indian child, and these people are our first citizens, is in school and has classrooms in this country. This is remedying a situation which has gone unremedied for too long.

The truth of the matter is that there is no needier area of our country in terms of the need for help in social organization, the need for help in tackling major problems of people who have been neglected. Our Indian people represent, it seems to me, a very special opportunity for a program of this kind. They have the problem, with as much help as we can give them, of lifting themselves by their bootstraps.

Nevertheless the unemployment that reigns, generally speaking, as far as our people are concerned, is somewhere in the neighborhood of 40 to 45 percent. This, of course, is a rather staggering statistic when you consider that we are alarmed nationally with an unemployment rate of 5 to 6 percent. Therefore, as far as our Indian people are concerned and our Indian programs (I speak with familiarity with many of our Indian peoples, with the particular problems that they have), it seems to me that a National Service Corps would be particularly useful here, would be particularly creative here, in helping these people organize to help themselves.

We do have many good Federal programs, many fine Federal public servants working with our Indian people. Our education programs are, I think, finally beginning to come into shape so that we can point with pride to them. The health programs which were a disgrace as recently as 10 years ago I think now are approaching the standards of health care that we have elsewhere in this country.

But we still have with many of our Indian people, particularly the older people, a high degree of illiteracy. We have people who are not able to compete and get into the mainstream of American life because they have been denied opportunities that the rest of us have had.

Therefore, the type of program which they envision in the National Service Corps would be particularly appropriate so far as our Indian people are concerned.

Let me discuss for a moment, Mr. Chairman, also, our territories where there are special problems. I would say that today in our three territories, Guam, Samoa, Virgin Islands, we are making significant progress in all of them, particularly in the Virgin Islands which has seen quite an economic boom within the last few years. They are opening this fall a new college in the Virgin Islands, making a great deal of economic progress. When I was down there in February, a Peace Corps group was training in the Virgin Islands and building a school.

The people of Guam have had special problems; they have had two typhoons, one in the last 6 months, and their problem in regard to rebuilding that island and reorganizing is very serious.

The people of Samoa in the South Pacific represent a special problem, and we have not done a creditable job in the past, in my opinion, with regard to providing education and welfare services of the type that American citizens are entitled to. Here again, although we have some real programs moving forward for the first time down there, there is an opportunity for a National Service Corps program that could serve many of the same functions in these areas that the Peace Corps is serving abroad.

The trust islands of the Pacific are a special responsibility, a special problem. We have over 80,000 people on a group of islands that are isolated. In terms of area, they are spread out over an area larger than the United States itself. These are people, many of them, who had only a few years ago a most primitive background. They have many different dialects and languages. Providing them with proper education and training for economic opportunities is very important and a very serious problem. In fact, I can report with considerable satisfaction that on the recommendation of the President in the supplemental, the first supplemental appropriation bill, which the Senate acted on only a few days ago, the budget for the trust territory island was doubled, so that we can do a much better job out there of providing some of the services that we have not been providing in the past.

So, I would simply like to sum up, Mr. Chairman, by saying that I see this program as an opportunity to do for our own people who have the greatest need what we are doing abroad and doing so brilliantly and creatively with the Peace Corps organization. That is, helping people to help themselves to take care of their social needs by going the voluntary route, by helping people to help themselves.

I think one of the finest things about the conception of the Peace Corps, that the President has submitted, is that we are selectively trying to provide wise people and creative people who can help in the crystalizing process so that through the voluntary method, which has been so successful in dealing with many of our social problems, these people can provide a special stimulus and give special direction to those who are already working in the field.

Therefore, I strongly recommend the program and I am delighted to testify on behalf of it this morning.

Thank you.

Senator WILLIAMS. Thank you very much, Mr. Secretary.

The President's Study Group has prepared an information booklet on the proposed National Service Corps and the program.[1] It is an excellent document in my judgment. I would like to consider, with some of the other members of the subcommittee, the wisdom of putting this in our record at some point. It graphically describes the wretchedness of life on Indian reservations. It describes reservations which people from the Study Group visited. Scores are still living in canvas tents, and families of five, six, and seven are living in one-room cabins. There is lack of attention to their medical needs, housing is very poor, and nursery schools are nonexistent. At another

[1] The booklet referred to will be found in the appendix on p. 349.

point the booklet describes what the Corps could do in housing, home nursing, nursery school, and in other ways.

It seems to me, in the area of your responsibility, corpsmen could be of significant assistance. It appears to be an area of human need which has been very much neglected.

Secretary UDALL. I could not agree more, Mr. Chairman. I think this program would be particularly appropriate in this area. I might point this out: we have, in our neglected areas and cities, church groups, voluntary organizations of various kinds that are working with the people. Many of our Indian reservations are isolated, some of them are not near any community. There is more and more interest in these people. Some of these people who are in communities 30, 40, or 50 miles away and further, would be interested in helping. This has been the experience out in my own State of Arizona. Voluntary groups are interested in helping our Indian people tackle some of these problems that you have mentioned, and certainly there is a potential that can be organized, where we can get people to carry out the voluntary traditions of people in this country working with other people on many of these problems. I think this program would be particularly useful and successful so far as our Indian people are concerned.

Senator WILLIAMS. The situation you describe with Indians, who are not receiving the traditional private or public services, exists on the farms, particularly in the areas where migratory workers are resident for a few weeks or months. But they are out of sight and certainly out of the mind of the nearest community in terms of social service.

I have just one other observation. It occurred to me, as you were talking, that we have turned a significant corner of conservation and recreation under your administration in the Department of the Interior. I am sure it is your purpose and your philosophy to bring recreational opportunities closer to where the concentrations of people are and to put national parks within reach of large concentrations of our population. That, it is safe to say, is one of your objectives within your Department?

Secretary UDALL. I think you have stated it very well, Senator.

Senator WILLIAMS. I notice that we had a miracle of cooperation from Secretary Udall in the State of New Jersey. We had looked longingly at a peninsula of land, Sandy Hook, that seemed out of use. It is in the custody of the Army. We suggested that part of it could be used for people. I think we have been trying to do this for 30 years. It took all of 3 months to accomplish it. Hundreds of people every weekend think of you—with great pleasure I might say.

Secretary UDALL. It is a real pleasure to collaborate with you on this project, Senator. I think it is these things that do provide for the basic needs of people that help people to help themselves, that are the urgent unfinished business in this country.

Senator WILLIAMS. I could imagine in the future a marriage of part of the youth employment program and the National Service Corps in developments within the national parks. Perhaps a simple shelter constructed by young people employed under the Youth Employment Act, might later be used for summer camps for the underprivileged,

staffed by volunteers in the National Service Corps program. That idea does not appear in any of the materials, but it is something that we might think about, although it would probably not be the earliest priority. If the corps works as we feel it can, that might be a worthy program of partnership between the two. Do you have any reaction to this?

Secretary UDALL. I am enthusiastic, Senator, about both programs. I can see that there may be some areas where they might complement each other and where you might find them working together.

Senator WILLIAMS. But if the city kids of Newark and New York could go 40 or 50 miles to a national park instead of having as the closest park Yosemite National Park, I think there might be some opportunities of getting city kids out of their dungeon, and out in the open in national recreation areas closer to metropolitan centers.

Senator Tower?

Senator TOWER. Mr. Secretary, the number of people contemplated in the Corps would actually be just a drop in the bucket, would they not, compared to the scope of the need which you have expressed here?

Secretary UDALL. No, I would not say so, Senator. I think this is more like the Peace Corps program itself where it is not numbers you want, it is quality of people. It is people who can act as a catalyst, who can move in and help get things organized, help get people who are working in the traditional voluntary programs, organizing and going.

One of the great wastes in this country today is that there are so many people prematurely retired, who want something to do, who are willing to work but they need direction. They need help in finding something to do. I think there are so many of these areas of need in this country where if we could just put the people together and get them directed in the right way, we can accomplish a great deal if we had an organization of this kind, to crystalize it.

Senator TOWER. Thinking about the Indian problem, isn't that something that we should perhaps solve separately and perhaps beef up our Federal functions in that connection with trained personnel who are trained specifically for that work on a more permanent basis? I know a lot has been written and said about the plight of the American Indians in the past few years.

Secretary UDALL. I would certainly, because I always ask for a larger budget for the Indians than I get, agree with you that we can make a better effort in this field. One of the traditions that we need to build up with our Indian people is that there is always a danger of too much paternalism, of building up the idea with the Indian people that the Federal Government is going to take care of everything.

Senator TOWER. I am glad to hear the Secretary express that answer about the paternalistic view.

Secretary UDALL. This system is a system that has two great streams, one using our Federal, State, and local Government to do certain things, and then we do other things through voluntary organizations. This kind of provides a balance to our system. I think our Indian people badly need the experience of organizing themselves to do certain of these things rather than saying, "Well, let us

have some more government people to help us do it." This is where I think this type of selective program might be very useful.

Senator TOWER. What type of local and private agencies do you understand will probably be making the request for the use of these people?

Secretary UDALL. You mean as far as the Indians are concerned, or generally?

Senator TOWER. Generally speaking.

Secretary UDALL. I would anticipate that most of our large cities have these serious problems of social disorganization, and that this will be one major area where the request will come from. I think there are these other specialized areas such as I described in my own Department, where I know we will certainly be standing in line and ready to claim our share of the young people and older people to serve in the service corps.

Senator TOWER. Thank you, Mr. Secretary.

Senator WILLIAMS. Senator Burdick, do you have any observations?

Senator BURDICK. Thank you, Mr. Chairman.

I want to commend you, Mr. Secretary, for your statement.

North Dakota, as you know, like your State, has quite a population of Indians. We have four Indian reservations. I can see a lot of immediate good in my State for the Indians through this legislation. However, we are going to be faced with certain questions by our colleagues.

What specifically can this Corps do? I have talked to some of the members of our tribes in North Dakota since this legislation was first introduced, and they are very excited about it. For example, they say that a Peace Corps man or woman could do a lot in training nurses' aids among the Indian girls and might appreciably reduce the infant mortality and other diseases on the reservation. In other words, one or two Peace Corps women, could enlist the help of several Indian girls and train them on the spot. What do you think about that?

Secretary UDALL. I think this is a very good example of the sort of thing that can be done. They can do everything from organizing recreation programs to helping put together a library, health programs, and adult education.

I know the Senator, himself, is very familiar with the Indian people, Indian reservations in his own State. You know how badly they lack so many of the things that we take for granted in terms of our social advantages and organizations to get things done and our ability to solve our social problem.

Senator BURDICK. When I was in Arizona this winter on a field trip with the Migratory Labor Subcommittee, I visited some Indian reservations and found that there is a great deal of interest in this self-help housing. I know we in North Dakota would like to move a little faster on that program.

Now in these Peace Corps organizations would you envision some Peace Corps men with some knowledge of building, carpentry, masonry, and the like?

Secretary UDALL. I don't think as we conceive it that the service corps would be directed as much toward the individuals themselves as to getting people organized so that the people themselves will get

the job done. In other words, let us take an Indian reservation. One of the Indian reservations in my State, the Navaho, has more than 90,000. Ten years ago this wasteland that we had given them to live on turned out to have uranium, oil, and other valuable minerals, and the tribe has been doing very well relatively speaking. They have spent a lot of their tribal money to build what they call chapter houses. These are really community houses in various places around the Indian reservation. You might want to organize a particular area to build one of these type of chapter houses as a community center in an area. You could not expect Congress to appropriate money for a purpose of this kind, but maybe you could train people, you could find businessmen and others to give materials, you could get organized. This would be a major project to build something of this kind. This is the sort of thing that might be done.

Senator BURDICK. That is precisely my point. The corpsmen would be instructors or organizers, not actually workmen, to try to stimulate and get the best out of the Indian people.

Secretary UDALL. That is right.

Senator BURDICK. I noticed when I was in Arizona that the native adobe and other native materials were utilized to build these houses, and the Indian people were very enthusiastic about it. If the same type of organization were used in the other Indian reservations, you could get pretty decent housing under the program.

Secretary UDALL. Yes.

Senator BURDICK. Can you think of any other specific things that might be done? On the health front? Housing front?

Secretary UDALL. Particularly adult education, particularly in terms of recreation, in terms of organizing community activities, community centers, and this type of thing as well as the other matters, other types of programs that Senator Williams mentioned a moment ago, child care, things of that kind. But our Indian people lag behind due to our failures to give them an adequate education, due to the fact that they are out of the mainstream in this country. So many things that we provide ourselves, that are provided for us in our own everyday lives by church groups, by voluntary organizations, by groups of people who organize, they lack these things. This is the reason why I think this program is particularly appropriate in this field.

Senator BURDICK. I quite agree with you. I think it would be a great help to the Indian people in North Dakota.

Senator TOWER. Do I understand now that we may send some girl down to Arizona to teach the Indians how to build adobe houses?

Senator BURDICK. Will the Senator yield?

Senator TOWER. I yield.

Senator BURDICK. There is a self-help program in Arizona being used to utilize the native materials to build houses. My thought was, taking a parallel from that, that we could send some instructors in carpentry and masonry to make use of our native materials. That was my idea. They don't need any instructors on adobe construction in Arizona, I am sure.

Senator WILLIAMS. It would be similar to the Peace Corps sending mechanically qualified people abroad to teach the operation of farm equipment and its maintenance.

We are very grateful, indeed, Secretary Udall. Certainly I speak for myself and many more in stating our admiration for the work you are doing.

Secretary UDALL. Thank you very much, Mr. Chairman.

(The prepared statement of Secretary Udall follows:)

PREPARED STATEMENT OF HON. STEWART L. UDALL, SECRETARY OF THE INTERIOR

I welcome your invitation to appear today in support of S. 1321. As the head of an executive department which takes pride in styling itself as the National "Department of Conservation" for natural resources, I am happy to appear here to support a measure whose purpose is conservation of human resources.

My Department can receive immense support and assistance from the efforts and the enthusiasm of such a voluntary corps as the bill contemplates. There is a large potential for the National Service Corps services in meeting the great backlog of work among our Indian citizens and in our territorial jurisdictions.

The Corps can make a contribution toward raising economic, social, health and educational standards which could spell the difference between success and failure of national policy in these areas. In many ways, some of the Indian people and some territorial residents are as underprivileged as any population groups under the American flag. They represent a major waste of our human resources that cries for correction—and without further delay. But economic and educational deprivation is only half the story. Grinding poverty and lack of opportunity take an even more disastrous toll in erosion of the human spirit. A people without hope soon becomes devoid of the moral strength needed to combat adversity and raise its own standards. And these conditions have their impact on our whole society. National conscience is soon affected and demoralization becomes general.

The National Service Corps can help us meet these needs. In its tangible aspect, it will provide a reservoir of supplemental manpower—time, skill, and talent to work directly with the people. But at least as important in my view will be its contribution to raising morale. To me, one of the most impressive characteristics of the oversea Peace Corps has been its magnificent spirit of enthusiasm, its open-handed demonstration of good will. This spirit affects both those who serve and the people they work with. It can become a community contagion sweeping away poverty, deprivation, and disinterest.

There is every reason to believe that the National Service Corps will generate the same spirit of spontaneous hope. This seems always to be the case with a volunteer organization dedicated to such an important ideal as assisting the underprivileged. It must derive its motivation and its satisfaction from its sense of commitment and service rendered. Of course, our society must depend upon paid professionals for most of its services, but unpaid volunteers are also respected sources of assistance to those in need. I would therefore welcome the help of corpsmen as much to lift the spirit of our people as to render tangible aid.

This is not to say that there are not dedicated volunteers already in the field. Religious and charitable agencies have long been at work both on Indian reservations and in the territories.

As I survey the situation, what we need right now is a symbol which will dramatize our firm commitment as a nation to meet these social needs. There is no lack of interest or willingness among our young people and many senior citizens to volunteer to take on this task. But few individuals can undertake such work alone and those who can represent isolated islands of effort. It is a legitimate function of Government to provide the organization into which can be pooled the cumulative good will of hundreds or thousands which will lead millions more to volunteer in their local communities. The times call for a massive attack on the products of neglect. Let us forge a weapon of large enough caliber to assure victory in this humanitarian war.

Increasingly, the efforts and funds of this Department must be devoted to providing physical facilities and direct financial aid, rather than personal services. Yet these personal services are needed to teach, counsel, and convey the skills and knowledge of our various indigenous people needed to develop their lands, improve their housing, eliminate unsanitary conditions, create wholesome community facilities, and begin to enjoy generally the benefits of the civilization that surrounds them—a civilization that touches them negatively, but

has so far failed to share its abundance. Volunteer efforts can help us to do this job properly. Among the indigenous people with whom I am primarily concerned, many of those most in need of help are either too proud, too timid, or too depressed to seek it. Without infringing on legitimate privacy, we need to find them and at least make them aware of opportunity.

The tasks available are myriad. Our Indian people are rich in land and will for many years remain oriented to agriculture. Yet some reservations constitute wastelands for lack of knowledge of modern dry farming and irrigation techniques. Infant mortality has been dramatically reduced; yet children die or suffer lifelong physical impairment because parents have not learned elementary concepts of diet or hygiene. Unemployment affects as much as 40 percent of those in the labor market on more reservations than conscience likes to admit. Lack of opportunity accounts for only a part of this unhappy statistic; adult vocational training could prepare many for useful and available work, if not on the reservation then off—in the mainstream of American life. Tribal and individual Indian lands can be vastly improved through good conservation practices if trained leadership and guidance were available to make effective use of contributed Indian labor. Idle Indian youth is prone to the same temptations that lead non-Indians to delinquency: idleness can be supplanted by constructive activity if direction can be made available at community centers, schools and similar points.

Our responsibilities extend also to remote Pacific Islands where the atmosphere of tropical paradise has been invaded much as aboriginal American society has. After decades of neglect, the scene in American Samoa is being transformed under the dynamic leadership of Gov. Rex Lee and with liberal grants made available by a responsive Congress.

This bill includes the Trust Territory of the Pacific Islands. We are now engaged in a belated but intensive campaign to bring living standards of that area up to a level of minimum decency. A population of 80,000, spread over more than 100 inhabited islands in an area of 3 million square miles has been entrusted to our care by the United Nations. They must close a gap of centuries in a few years. The American democratic ideal requires, and the sentiment of an anticolonial world environment demands, that we give them the educational tools for sound citizenship and the health and economic standards of an enlightened society.

English language instruction not only has the support of the people; they ask for it. It is needed at all age levels to bridge the gap of nine basic languages and thirty-odd dialects. Normal public education cannot do this in a reasonable timespan; a Service Corps could help accelerate the process. Instruction and leadership in construction skills would create housing, community centers and improved sanitation. Home nursing instruction and tropical agriculture guidance will improve health and diet. Here the manpower crisis is acute. Distances are great and present resources are not adequate for continuous contact with the people. From my knowledge of them, I can think of no people who would respond more readily and more enthusiastically to the Service Corps spirit than would the Micronesians.

Happily, our more metropolitan territories of Guam and the Virgin Islands have profited from close contact with the American way of life. Yet here, as in our own cities and rural areas, there exist pockets of neglect and underprivilege. Social service and community activity guidance, vocational counseling and adult leadership training can stimulate the human resource to new ambitions and achievement. Guam still has before it the monumental task of replacing the almost unbelievable destruction wrought by successive typhoon onslaughts. Leadership and instruction to community groups cooperating to rebuild their own facilities is a task genuinely worthy of Service Corps purpose.

There is no lack of work which fits into the program which the bill before you would authorize. Let us provide a channel for the good will of those Americans who have the desire and are in a position to make their energies and their talents available to improve the plight of all men.

We know perfectly well that S. 1321 cannot meet all of our demands. Our fair share will not be enough to work a dramatic and widespread change in the standards of Indian life. But we must begin somewhere and if we improve the lot of one, two or a half dozen communities, that is a net gain for America in itself. We are confident that this program will be a success.

If made available for the tasks outlined above, I can assure you that the corpsmen will be accorded a station of honor, respect and admiration in the eyes

of my Department and in each of the communities where we are able to influence attitudes. We can use their hands and their minds. The people we serve need the kind of personal contact and encouragement permitted by the Corps approach. More than either of these, the morale of depressed American communities must be stimulated and elevated by the kind of enthusiasm which I fully expect the Service Corps spirit to produce.

Senator WILLIAMS. The staff is authorized and instructed to have included in the record the text of the bill; explanations of the bill; departmental reports, individual and organizational views, and other materials related to the bill, issues, or testimony.

The staff is authorized after the conclusion of oral testimony to hold the record open for such period as is necessary to carry out these instructions.

We will reconvene tomorrow at 10 a.m.

(Whereupon, at 11:35 a.m., the subcommittee recessed to reconvene at 10 a.m., Wednesday, May 29, 1963.)

NATIONAL SERVICE CORPS

WEDNESDAY, MAY 29, 1963

U.S. SENATE,
SUBCOMMITTEE ON THE NATIONAL SERVICE CORPS
OF THE COMMITTEE ON LABOR AND PUBLIC WELFARE,
Washington, D.C.

The subcommittee met at 10 a.m., pursuant to recess, in room 4221, New Senate Office Building, Senator Harrison A. Williams, Jr. (chairman of the subcommittee) presiding.

Present: Senators Williams (presiding), Burdick, Kennedy, Tower, and Javits.

Also present: Senator Bartlett of Alaska.

Subcommittee staff members present: Frederick R. Blackwell, counsel; Harry Wilkinson, associate counsel; and Woodruff Price, research assistant; George Denison, minority associate counsel; and Robert Locke, minority research assistant.

Committee staff members present: Stewart E. McClure, chief clerk.

Senator WILLIAMS. The subcommittee will come to order.

Mr. Attorney General, we are honored to have you before the subcommittee this morning to talk about what in my judgment is one of the most promising programs to deal with the important human problems that remain in this country.

It was only on November 17, last year, that the President established a Cabinet-level study group under your chairmanship to develop a National Service Corps modeled partly on the Peace Corps abroad. We have come a long way in a few months.

The study group has given us a lot of information. It is comprehensive and it deals with the broad array of human problems that are associated with the poverty that still remains in our most affluent society.

Speaking for our subcommittee, I want to say that we are grateful to you for your work, and we are pleased to have you before us today.

STATEMENT OF HON. ROBERT F. KENNEDY, ATTORNEY GENERAL OF THE UNITED STATES

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

May I read my statement?

This bill is 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.

This bill is a challenge to youth. It is a challenge to millions of older and retired people whose reservoir of skill and experience remains untapped. It is a challenge to all of our people, to do more than merely talk about the ideal of service.

Every sixth citizen in the United States needs our help; there are five of us who should help him.

Six months ago, the President asked me to chair a Cabinet committee to determine whether the principle embodied in the Peace Corps could be applied effectively at home. This study has involved the attention 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. We also have been assisted by Mr. Shriver, the Director of the Peace Corps, and Mr. Gordon, Director of the Bureau of the Budget.

One aspect of our work has been the study of deprivation.

The facts are discouraging. Millions live with pride but without resources in the mountains and valleys that run from Alabama and Kentucky to West Virginia and Pennsylvania. Millions more live in city slums only blocks away from unprecedented wealth.

The information booklet which has been submitted by the study group to the members of this subcommittee and the Congress contains many examples of the high price of poverty—examples members of the study group saw firsthand only a month ago.

They visited a State hospital for the mentally retarded on a bright April day when you would have expected all the children to be playing outside. Not one was outside, nor was there a single child in either the well-equipped gymnasium or the classroom, well stocked with books.

The children were inside, standing a room which was bare but for a few benches. The floor was covered with urine.

Severely retarded patients were left naked in cubicles—which suggested kennels—made of an elevated mattress enclosed on three sides by high marble slabs and covered on the fourth side by wire mesh so thick you could barely see through it.

Patients were washed by a device resembling a carwash—a spraying mechanism through which patients could be directed without the need for anyone to touch them.

The only toilets for the approximately 70 patients in a large ward were located in the middle of the room, permitting no privacy.

The hospital's hard-working but inadequate staff could provide at best only custodial care.

There is not even custodial care for great numbers of migratory farmworkers, who live in almost unbelievable squalor.

At a southwestern migratory labor camp one morning last month, a husband, his wife, and their 14- and 15-year-old sons had to leave for the fields at 4:30 a.m. in order to reach work in tomato fields 30 miles away. They had to leave their 11-year-old daughter Sarah at home with three younger children, because she has a crippled arm and cannot work in the fields.

All day, until the trucks came back from the fields at 6 in the evening, Sarah was responsible for three younger children, one 7, one 4, and a sick baby 6 months old.

While she was fixing lunch for the children and trying to keep an eye on the baby, 4-year-old Pete knocked a pan of boiling water off the oil burner, scalding his right leg and arm. His screams attracted an elderly woman in the next row of shacks. She did the best she could

with home remedies. Nevertheless, within a day or so, infection set in. Finally, Pete was taken to the county hospital but even after treatment, he was left permanently crippled.

In another camp, cottonpicking was over, after a season shortened by the introduction of mechanical cottonpickers. The last work the pickers had found was 6 weeks before, 300 miles west, and then it was only for a short time.

One family of 11 people had been living in their car for 3 months. The mother and father slept in the car and two of the children were tucked into the trunk. The nine children ranged in age from 3 months to 14 years old.

The mother was seriously ill. The children were suffering from malnutrition and were unbelievably dirty because of the lack of sanitary facilities. All had been without food for several days. They had no money and virtually no hope; they did not know where to turn for help. Since they were not residents of the area their appeals were certain to be rejected.

These are not isolated examples.

MIGRATORY FARMWORKERS

Of some 400,000 domestic migratory workers, 92,000 could find work for less than 25 days in 1960. The remainder, who worked more than 25 days, earned an average of $1,000 for the year. Those who worked less than 25 days received only $388.

Because of their constant movement from place to place following a harvest, migratory children fall years behind in education.

ALASKAN NEEDS

In the Wade Hampton District of Alaska, which has a native population of 3,000, the median of school years completed is only 1.6. In Bethel, the 5,000 Alaskans average only a second-grade education.

Only 13 percent of the Alaskan rural natives have structurally sound housing. In Wade Hampton, which has 528 occupied homes, 476 are either deteriorating or dilapidating. None has a flush toilet. Only seven have hot and cold piped water. An average of 4½ persons occupy each room.

Alaskan natives on the average live only 30 years, compared to more than 62 years for the entire U.S. population.

EDUCATIONAL NEEDS

There are more than 8 million Americans over 25 years of age who are illiterate. In 1960, 8.4 percent of our population 25 years or over had completed less than 5 years of school. More than one-fifth of our men fail the selective service preinduction mental exam.

MORTALITY RATES

It is still true that a nonwhite mother is four times as likely to die in childbirth as a white mother.

INDIANS

The Indian infant death rate is almost twice that of any other race—47 per 1,000 live births.

Life expectancy for Indians is 42 years, 20 years less than for Americans as a whole.

APPALACHIA

The underdeveloped area known as Appalachia covers parts of nine States and has a population of more than 8 million people. People lack education. They are unemployed, undernourished, and live in substandard housing. Many rural counties show a per capita income of less than $500 annually. In many areas there is a functional illiteracy rate of over 20 percent.

These are the existing needs which call for a new approach, a mobilization of millions of our people to help others help themselves. Based on our experience with the Peace Corps abroad, I firmly believe that the National Service Corps can mount such an attack.

In the same way that thousands of our people have volunteered to serve in remote, dangerous, and almost unknown corners of the world, Americans are equally willing to take on the toughest jobs in this country.

These jobs lie in five areas of critical human need. Corpsmen will work with the mentally retarded and mentally ill, the aged and the dependent children; with the Indians living on their reservations and off; with residents of rural depressed areas and of urban slums; and with migratory workers.

Our studies have shown each of these areas of need to be equally compelling. Each is a national responsibility.

We propose a corps of 5,000 persons, qualified, carefully trained, and chosen for their skills. We recognize that the working hands and minds of these 5,000 will not solve all these problems.

However, the existence of this national effort will focus the attention of all Americans upon these pockets of need and call forth in a way that the most dedicated activities of local groups cannot do an army of citizens dedicated to service in their own communities or in State or local Peace Corps. Small though it be, we believe a corps of 5,000 is the minimum number capable of mobilizing this attack.

Specifically, what would the corpsmen do? Many local groups are so enthusiastic about the prospects for this program that they have written detailed appeals for corpsmen. Already, we have received so many requests that even the Corps at full strength could not fulfill them all. One example will demonstrate what I mean.

The San Carlos Apache Tribal Council at the Arizona counties of Gila, Graham, and Pinal has asked for six corpsmen to live with the tribe. Seventy-five percent of these tribe members are unemployed. Half the families receive less than $500 a year in income. Housing conditions are desperate. Two rooms house 14 for eating, sleeping, and cooking. The houses are cold in the winter and so hot in summer that people must live outdoors. There is no running water.

Two of the six corpsmen would be general construction workers, experienced in plumbing, wiring, carpentry, and masonry, who would help in construction and maintenance of homes.

One would be a farm assistant with knowledge of family agriculture to teach techniques of animal husbandry, family gardening, small machinery maintenance, and repair.

Two corpsmen would teach reading, writing, and accounting skills to adults.

The sixth corpsman would be an assistant to work with families on nutrition, infant care, preservation of food, and home medical care.

As a companion effort, corpsmen would help train others to teach these subjects so that corpsmen would, after a period of time, be able to turn their duties over to local volunteers.

This is one example of what six corpsmen could do.

Corpsmen would themselves perform varied tasks, in different settings, attacking many kinds of need. But their work would have one major emphasis. Always they would be working directly with people in need—helping them to help themselves. They would not be recruiters by deed but by example.

Mr. Chairman, I wish to emphasize that the Corps would not compete with existing groups or displace them. It would consult and cooperate with interested local service groups—and in this sense the program would give recognition and a "shot in the arm" to the millions of dedicated Americans working on these problems in their own communities. For example, in undertaking projects in urban areas the Corps would seek the cooperation and support of local health and welfare councils.

We do not want to supplant local institutions or compete with local volunteer bureaus. Our goal is to strengthen the local volunteer structures. Where their activities are meeting the needs of the community, the Corps would not undertake to duplicate their efforts. However, it is obvious that despite their efforts there still are great needs which are not being met.

This program could help those already on the job, encourage local voluntarism, and promote the creation of more local volunteer agencies.

We believe that the existence of a National Service Corps also will attract many more people to the service professions, most of which badly need personnel. And Mr. Chairman, this is a very important point.

Every project would have to meet two conditions. First, it would have to provide for work with the people who most need help. Corpsmen would not be sent to localities which have sufficient local resources and programs. They would concentrate on the "pockets" of need where there are not sufficient people or resources.

Second, it would be inappropriate and destructive to superimpose this program over local community efforts. We are determined that a new bureaucracy shall not be built. We intend to work through existing State and local agencies and institutions. The Corps would consider projects only at local request—only after a locality has specifically invited corpsmen to perform jobs that have been clearly defined.

The local request would have to be a basic statement—not of what the community wanted to get for free from the Government, but how it would use the people this program will provide. Consistent with the purpose of stimulating increased volunteer efforts at the local level, each project request would have to present a plan for the phasing out of corpsmen.

The demand for this program is clearly demonstrated by the expressions already received from State and local public and private organizations serving migratory workers, Indians, residents of depressed or isolated rural areas, or of urban slums, and persons cared for in institutions.

That there are a great many people who would and could serve in the program is equally clear. The analyses of recruitment showed overwhelming support by the two groups which would supply most of the corpsmen—college students and retired persons. We have tested the appeal with those in the oversea Peace Corps and find that even after 2 years of service abroad, a significant number would serve in a domestic corps.

Our surveys and the conclusions of prominent scholars in these fields show that a tenth of our population is fallow. Millions of Americans who have years of productivity and service to offer are dormant. Retired teachers, craftsmen, tradesmen really don't want to go to the seashore to fade away. They want to help. So many of these people have come forward that I am convinced they can accomplish something unique in this country, something undone by all the Federal, State, county, and private agencies—something still to be done.

The tradition on which this program would depend is one of the basic strengths of our Nation. That is the tradition of helping your neighbor. We are by nature hospitable and generous. In our colonial period, everyone was a volunteer. This voluntarism is alive today. It finds a magnificent example in the men and women of the Peace Corps, an example the National Service Corps would put to work here at home.

This program would ask Americans to invest a year of their lives—at no salary and under spartan conditions, to help millions of their fellow citizens who, through no fault of their own, are denied the essentials of a decent life.

This concept is idealistic but we are proud of it. We urge you to help make this idealism a reality.

I think it is well to remember that we can talk about democracy, about the free enterprise system, about how effective our economic programs have been in the United States and the prosperity of our citizens. But, in the last analysis, people in our own country and across the world are going to be impressed less with what we say, than what we do.

We can have the Polaris submarine and Gordon Cooper and John Glenn, but if we also continue to have large numbers of Indians who have lived for decades as second-class citizens, if we have migrant workers whose problems are being ignored, if we have mentally retarded and they are not being adequately helped, then no matter how many orbits our astronauts make around the globe, no matter how the gross national product grows, we will leave other peoples unimpressed.

Our definitive actions to deal with our ills and our faults are what is going to make the difference in what people think of us around the globe.

This program that we are recommending is not the end-all. It does not have the complete answer.

It does, however, Mr. Chairman, combine the idealism of the American people and the willingness of our citizens to help one another,

together with important constructive steps toward remedying serious ills.

Thank you.

Senator WILLIAMS. Thank you very much, Mr. Attorney General.

I was thinking as you spoke of an experience I had which started on November 10, 1960. I was on a tour of many New England colleges right after the election. It was 3 or 4 weeks after Senator John Kennedy had described a program for Peace Corps volunteers to go abroad to help people who were chained to poverty. I can recall that at every college I went to, Mount Holyoke, the University of Massachusetts, Smith College, Amherst, Williams, young people wanted to know how they could be part of this volunteer program of service abroad. It was one of the most moving experiences of my life to hear young people who had all the advantages of relative wealth saying they wanted to help people who did not have these advantages.

I just wonder if you believe, and I do not know anybody better qualified in the country to know this, that we would find the same desire to contribute a year or two of service to the impoverished in this country.

Mr. KENNEDY. I do not think there is any question about that, Mr. Chairman. From the surveys we have made, from the letters which have been written to us, those in colleges, those in the universities, we have found a great interest in the program and a great interest which I think is very natural here in the United States to have established a program by which they can make a contribution, where they can help.

We think this National Service Corps will achieve that.

Senator WILLIAMS. I know in my home State of New Jersey we had a poll at our State university, Rutgers, and well over 80 percent of the students were interested. Better than 60 percent were interested in possibly applying for service in this Corps. So I would think that—as you say is true and what our New Jersey poll shows is true—we certainly would be able to find qualified people within a group of young people.

Mr. KENNEDY. That is correct.

Senator WILLIAMS. Certainly it is true in the Peace Corps abroad. The applications were large in numbers and those selected certainly measured up to the requirements of quality of service.

Mr. KENNEDY. I believe that is correct, Mr. Chairman.

Senator WILLIAMS. Let me just report that the information which has been gathered by the Study Group under your direction has been most helpful to this subcommittee. It spells out the needs in the areas that you have discussed and how these needs can be met by volunteers.

I am sure our subcommittee members have some questions.

Senator Tower?

Senator TOWER. Do you really think, Mr. Attorney General, that the idea of a domestic peace corps from the standpoint of recruitment of participants has as much appeal as the idea of the foreign Peace Corps, where the students would be working abroad and facing challenging new and unfamiliar situations? I just wondered if it really does have the broad appeal.

Mr. KENNEDY. Senator, I am sure that is difficult to answer. First, we can show that the Peace Corps abroad has attracted a large number.

We know that. All we can do is do what we have done, make surveys around the colleges and institutions and universities and with other groups across the country, to find out how much interest there would be in the establishment of this kind of program.

Based on those surveys and the conversations we have had we are convinced there would be a great interest, certainly more than a sufficient interest to put this program into operation. Whether there would be as great an interest as in the Peace Corps now in existence, I think is difficult to tell.

Our surveys show that there would be, but the Peace Corps has established itself, it is a going concern, it has been effective, and it has proved itself.

Until this organization does the same thing, we just cannot tell except for these surveys that we have made, as I say, the conversations that we have had.

I will be glad to give you a more complete report on that. Some of it is contained in this booklet here as to what we learned and where the support came from.

I think certainly we learned enough to feel that we can go ahead with the program and that there would be this support. It would be only after the program is put into existence and we actually go into operation that we will really know the answer to that question.

Senator TOWER. One thing that concerns me is that this might conceivably sap the strength of some other volunteer movements. In other words, it might tend to lure away people who might otherwise be volunteers for some of the many private and public agencies throughout the country who are engaged in social work and welfare work.

I believe that right now there are more than 1,500,000 teachers, 133,000 professional social and welfare workers, 282,000 law-enforcement officers, and 200,000 members of the clergy. I think that they have all been dealing either directly or indirectly with these problems.

I wonder if 5,000 domestic Peace Corps men might be pretty much of a drop in the bucket compared to the effort of these hundreds of thousands of people?

Mr. KENNEDY. First, I think you have really answered the first part of your question by those statistics. Obviously, 5,000 volunteers are not going to take away from this large number. So I do not think that we should be concerned with the fact that if this organization comes into existence and ultimately will have 5,000 people working in it, that it is going to take away from other voluntary organizations.

No. 2, the fact is that although we have had all these other organizations and although they have done extraordinarily good work, Senator, there still is a great deal that needs to be done as you have seen from this booklet and the statement I have made here. We still have a lot of these problems. There are many of these areas that these organizations have not touched. That is the first point.

The second point is that to have a volunteer who can come in and spend 24 hours a day, 7 days a week on a particular problem is unique. That is what this group of volunteers is going to contribute.

The third point on the question of whether this is going to give the answers to these problems, I do not think it will. But I think it can

make a real contribution. In areas where help of this kind is desperately needed, it can tremendously improve a situation.

No. 3, I think that it will have a very good effect on those who volunteer and the communities from which these volunteers come, the fact that once again it is the outlet of the best that is part of American life, the willingness to help others, the willingness to make a sacrifice and make a contribution to others.

I think the fact that this is in operation, that this is a going concern is going to attract other volunteers to make a contribution in the local community where they have not in the past.

We think it will stimulate volunteer programs across the United States. We think that the 5,000, although they are not going to give the answers to all these problems, can make a very definite contribution and can help people who desperately need help and are not getting assistance at the present time.

Senator TOWER. In other words, you feel that these 5,000 Peace Corps men can help improve the quality of various efforts by local and private groups and can focus more attention and interest on their efforts in spite of the fact that these groups, such as Catholic Welfare, the YMCA, Salvation Army, and numerous others that we can name, have been in the field for many years?

Is it the implication that perhaps they have fallen down in stimulating interest and focusing attention on their own programs, and this is needed to call more attention to their programs and the worthwhileness of their programs?

Mr. KENNEDY. I do not think they have fallen down but all of those organizations, volunteer organizations generally in the country are very enthusiastic for this program, and feel that it could be helpful to them and helpful in their work and also make a real contribution where a contribution is needed. We would all be working together.

We think that what this would do would be to focus attention again dramatically, to focus attention on the need for volunteer help across the country and in these other organizations. We would be working with them. We would be working with them in the locality or in the State and it would focus attention on what kind of contribution these organizations are making and we think working together on these problems can make a major difference.

Senator TOWER. It just occurred to me that with these various organizations making their own appeals that the combined effect of that would seem to make us pretty social service conscious in this country.

I think that there are probably about 22 million people engaged in some sort of volunteer service, some of it very slight indeed. It would appear, too, that your discussion of the plight of 400,000 migrant workers, the fact that we have a number of illiterates, we have educational problems, the fact that the Alaskan natives are not well enough cared for in a medical way, the fact that the Indians have a plight, this would seem to be more an argument for a comprehensive scheme of welfare programs administered by the appropriate agencies than a problem to be assaulted by some 5,000 Peace Corps men.

Mr. KENNEDY. I do not think again this is the only answer. I think probably we need a good deal along the lines you have suggested.

Senator TOWER. I am not suggesting it. I am just asking the question.

Mr. KENNEDY. I thought you were, Senator.

I am sure that more is needed along those lines and there is a great deal that needs to be done. There have been programs which have been suggested in the Senate and the Congress to try to help these various groups.

The education bill is going to be of great assistance. It is not going to be the 5,000 volunteers by themselves. It will be these programs together.

I think if the executive branch and the legislative branch join together in trying to find the answer to these problems, the country will be much better off.

Senator TOWER. In making this study, did you hold hearings and get opinions from all of the major welfare agencies, both public and private that are now in the field?

Mr. KENNEDY. We had a lot of conferences. We didn't hold formal hearings. We held conferences with a large, large number of the agencies.

Senator TOWER. Have these agencies, both public and private—I am thinking primarily of organizations like the YMCA, the Boys Club, the Salvation Army, and the Catholic, Jewish, and Protestant efforts—have they taken official positions on this measure?

Mr. KENNEDY. Yes, they have. I think we have a list of them. If you look in appendix C, you will see four pages of organizations, religious groups, American Jewish Committee, American Lutheran Committee, B'nai B'rith, Children of General Brotherhood Board, Council of Jewish Federation Welfare Fund, et cetera.

Senator TOWER. These institutions have formally endorsed the proposal?

Mr. KENNEDY. That is correct. We worked very closely with them while our study group was in operation to see what suggestions, ideas, and recommendations they might have.

We were greatly assisted and guided in what we finally came up with, what we are suggesting here, by the recommendations that the various organizations made to us. We had meetings with all these various organizations that spelled out what we intend to do in detail. We got many suggestions.

It is not unanimous, by any means. There are those opposed to it. Certainly the vast majority of organizations are in favor of it.

To be completely candid, I think the only organization really that is opposed to this at the present time is the National Association of Manufacturers, but other organizations I think are generally in favor of it.

Senator TOWER. What would be the criteria for determining how these 5,000 corpsmen were going to be used? The 5,000 people you propose are going to be spread pretty thin. What is going to be the basis for determining how they are going to be used and where?

Mr. KENNEDY. First, there will have to be a request from the locality. The locality will have to develop programs. It will have to show how these corpsmen are going to be used, who is going to supervise them at the local level, what kind of contribution they can make and a method by which the corpsmen can be phased out.

The corpsmen are not going to go in and stay for the rest of the existence of the United States. They have to come in with a program

of, first, how they are going to be utilized, but then also how they are going to be phased out and how they are going to be replaced by others so that a group of corpsmen are going to go in for a period of time. The point is to get others that will come in and replace them. Now, maybe the others are going to be people that they trained at the location if it is difficult to bring them in from outside, or perhaps they are going to have a program whereby you can have volunteers that will come in from a locality nearby.

In any case, the corpsman will just act as a catalyst to attract others. They will get the job done. They will perform a particular function but, after that, they will be replaced by other volunteers.

Senator TOWER. Do you think that one of these corpsmen with a few weeks training could go down in the second precinct of Washington, where I understand we have great difficulties, and perhaps do a better job than the seasoned social worker or Government worker who has been in the field for a number of years, especially with this climate of resentment against Government authority?

Mr. KENNEDY. I think under some circumstances, Senator, that a corpsman working in a locality could be of great help. I think Senator Javits knows in New York City they have had this kind of a program which has worked with the gangs in the city of New York and have been very effective.

Young people coming out of school and college, started 4 or 5 years ago and worked with particular gangs in particular blocks. It has been extremely effective in guidance, telling the young people how to dress when they go to apply for jobs; telling them how to increase their education; when they get into difficulty, being a figure of guidance.

As far as Washington, it is possible they could be of assistance. In my judgment, talking about Washington, what it needs is greater help from the legislative branch of the Government to provide for decent schools and decent housing and more opportunity for the individuals who are living here in the District of Columbia. I think that is the great problem.

If I had my choice in trying to find a solution for Washington, it would not be the addition of more corpsmen. It would be for the legislative branch of the Government to provide the necessary funds to run the District of Columbia properly.

Senator TOWER. In other words, in this pilot project in New York these people have been more effective than the established agencies, such as church and private agencies?

Mr. KENNEDY. There are other institutions and they work together with them. But this particular program of having people work coming out of colleges and universities and working with young people could have potential benefit. That program has been effective. That program in and of itself would not bring the answer, but that particular program has been effective working with other programs, Senator.

Senator TOWER. In this connection, in our desire to assault these problems that you have outlined—and I think no one questions the need, I think the disagreement is as to whose responsibility it is to fulfill the need—would you not suggest that perhaps increased tax forgiveness for charitable contributions to some of these voluntary

agencies so that they could have more funds with which to assault these problems on a private basis would be desirable?

Mr. KENNEDY. I don't know that I am equipped to answer that Senator.

Senator TOWER. I just thought——

Mr. KENNEDY. Any charitable organization—I am fully in favor of that. Whether that is the way to approach it, I do not know.

Senator TOWER. I thought it would stimulate the giving to these organizations so that they could broaden the scope of their effectiveness.

What do you anticipate this will cost the Government over a period of, say, 3 years?

Mr. KENNEDY. I think when we have the full group in operation, their budget will be anywhere from $18 million to $21 million. But that is all set forth in the "information" book.

Senator TOWER. You would consider that to be the ceiling? There would not be any supplemental authorizations or appropriations requested?

Mr. KENNEDY. We do not plan on it, Senator.

Senator TOWER. Thank you, Mr. Attorney General.

Mr. KENNEDY. Could I just say, how we arrived at the budget is contained in this booklet, so that you can have all the facts before you and how we arrived at the figure. I do not expect that we would have to ask for more money than that.

Senator TOWER. Thank you, sir.

Senator WILLIAMS. Senator Burdick.

Senator BURDICK. Mr. Attorney General, I am very much interested in this legislation, partly because of the four Indian reservations in my State.

Some of the inquiries that have been made by my colleagues are on the specifics on the program.

I want to compliment you for breaking this down in your statement, where you detail what six corpsmen could do in the Apache country. I think the details you outlined here will apply to the North Dakota Indian Reservations.

Mr. KENNEDY. Senator, within our booklet here we have set forth specifications as to how corpsmen will operate or what the request has been, the kind of requests we have received as to how corpsmen will operate. We have done it for the urban areas, the mentally retarded, and the Indians.

I think you will find that of considerable interest to see how specifically we intend to operate this program.

Senator BURDICK. You have made a very fine statement.

Senator WILLIAMS. Senator Javits has a question, Mr. Attorney General.

Senator JAVITS. Mr. Attorney General, I am a cosponsor of this bill. I am inclined to agree that some elite corps—that is my word, I do not ask you to adopt it—is needed in this country but I have some very grave question as to whether the concept which is almost literally carried over from the Peace Corps will work domestically. I would like to ask you a few questions on that score as a way of testing it out. Bear in mind, I am a cosponsor of this bill and I cosponsored it with my eyes open and intending to be a party to the bill.

If you are going to have 5,000 corpsmen and it is going to be a success—after all, that is the way you are designing it—are you not going to be absolutely inundated in terms of the market you have to meet and being literally torn to bits with 5,000 people in the face of this enormous country with its enormous needs as you have described them? Senator Tower has given some figures which I had in mind, too, as to the vast number of groups who are in this field now. For example, you spoke of the youth board workers in New York. That is true, we do have a youth corps, they do a very fine job, and the youth corps is an established statutory municipal program. This is duplicating. In many cities we have a State youth commission which has staff people. The Federal Government has many programs. There is area redevelopment, worker retraining, and the juvenile delinquency program. Congress is pushing a program now for youth employment opportunities which will include numbers of people. All these programs have the same kind of personnel.

What is the concept that throws 5,000 relatively young people into the breach here? Won't they be lost and the whole thing literally torn to bits in terms of any effort to do a job analogous to the Peace Corps?

Mr. KENNEDY. Again, I suppose, to have an analogy, it is true that 5,000 young people were thrown into the breach in the Peace Corps. Not only do they have a territory larger than the United States to cover, they have the whole world to cover, and they made a very major contribution, and they were extremely effective.

You might send 12 or 15 Corps men to a whole country, to cover a whole population, but yet they made a major difference in that country. From 5,800 it is going up to 12,000; that is a relatively small number compared to all the things that need to be done all around the world. Yet, this was a major difference. It is a small number of people, a small expenditure of money, for instance, compared to what we are spending in aid across the world; what we are doing in the field of defense. If we had analyzed that program before and raised the same question, "What can a few thousand Peace Corps men do around the globe, that would be just a drop in the bucket?" you would reach the same conclusion. You call it an elite group, with this kind of group operating and being available, as I say, 24 hours a day, working on a project continuously, not doing it because they are going to be paid $7,500 a year and they are going to go home at 5 o'clock at night. We do not have anything like this at the present time in the United States, this is something that is going to be there all the time, and working on a job and making a contribution in a particular locality for a particular group of people, to help a specific and particular situation. I do not think they are going to be lost.

Think what can be done for the Indians in Arizona or in the Far West or for the Eskimos in Alaska. They are being ignored; they are having problems at the present time. With this kind of group in there and working they can make a major difference.

That manpower, that kind of effort, is not available.

You have a group in New York City who are working in the slum areas but you would have a very difficult time getting people to go up, as Senator Burdick says, with some of the Indians in the Dakotas unless you have this kind of program. You cannot get volunteers to

come in for 5 or 8 hours or 2 hours Thursday afternoon to do that kind of work. There are going to be a lot of requests.

What we are going to have to do—and we intend to appoint a committee to provide recommendations and suggestions and supervision—we are going to have to make sure that the best requests that are made are the ones that we will follow up on so that people just do not get lost in big cities and slum areas.

Senator JAVITS. As to your analogy with the Peace Corps all over the world, I must say I see some very marked differences and for this reason: We had roughly 5,000 technicians working in the technical assistance program before the Peace Corps was established. Therefore, doubling that was quite an addition, an addition that represented the presence of the United States in a foreign country which in itself is a significant contribution.

No such situation would obtain here. We are all Americans. No place on earth has as complicated and as complete a network of private and governmental operations, in the welfare field as we have in this country.

I cannot agree with you that there are no people available to work 24 hours a day. Those youth board workers, to whom you referred, work 24 hours a day. There are lots of Catholic priests and Protestant ministers and Jewish rabbis who work 24 hours a day. You and I both know volunteers in hundreds of organizations from coast to coast who work 24 hours a day.

But, be that as it may, I still agree that there is a need. I am trying to articulate how we can best fill it.

Would it be the policy of the Corps to block out and omit areas where there already is service, rather than to put them in to try to lead or organize in those areas, and to concentrate upon the areas which really lack this type of leadership material, whether it is Eskimos or Indians or whatever place or pocket of need of this type is shown which really is unattended?

Mr. KENNEDY. That is correct; that would be the area that obviously you would concentrate on.

Senator JAVITS. May I ask you this—it is a challenging thing to me—suppose there is no demand? You might get a situation where there is no demand. Right now, the Attorney General is deeply concerned with civil rights. So am I. So are a lot of other people. The world, in a sense, is waiting for what you are going to do about this national crisis. Suppose you do have a pocket of great need in a southern State for migrant workers or some other group and they are deeply concerned that your National Service Corps is going to come in there and the first thing it is going to do is strike out at segregation and, therefore, they will not invite them; what happens then?

Mr. KENNEDY. If they do not invite them they won't go, Senator.

Senator JAVITS. So we will continue to have, without any question, some pockets of need and difficulty even with the Service Corps. We will agree on that. We cannot deal with everything.

Mr. KENNEDY. That is right.

Senator JAVITS. So the fundamental concept would rest upon their being asked.

Mr. KENNEDY. That is correct.

Senator JAVITS. I asked Secretary Wirtz, yesterday, about the possibility of establishing this Corps perhaps on a National Guard basis, a State basis, and giving the State some help and even some Federal status in setting it up, on the ground that it might then—I am not convinced it is the right approach, either, I am just throwing it out as an idea—be better interwoven with the local; that is, the State and municipal structure of organization, governmental, and private.

Do you think there is anything to that?

Mr. KENNEDY. I think there is some merit to that. We would hope that out of this, Senator, if the bill is passed, that the various States would establish their own organization. That is what happened from our experience with the Peace Corps.

Now, I suppose, there are a dozen countries who have formed their own Peace Corps. Some are operating internally, some are sending volunteers to other countries.

We would hope, if this program goes into operation and is effective, that the States and localities, where they can, will establish their own organizations which will perform the same kind of functions.

I think that until this is operating and going and established with all of the advantages that it has, because it is associated—it is a national movement rather than just a local movement—I think until that has been established and operating, it is much more difficult to get a local organization started.

Senator JAVITS. What will be its policy on raiding existing organizations; State, Federal, municipal, voluntary, which have a lot of very good personnel, or will this National Service Corps seek only new recruits as it were?

Mr. KENNEDY. It will be just new recruits. We feel it could not possibly be effective unless it has a close working relationship with organizations that are already in existence. This is quite clear that we are not going near organizations that are already in existence and have their own programs.

Senator JAVITS. In terms of its training, do you assume it will be trained on the Federal level or will an effort be made to train this National Service Corps in association with current programs, both governmental and private?

Mr. KENNEDY. We have talked to some universities and institutions about doing the training. It will probably be spread across the United States. We intend to go to local institutions and have the training done there.

Senator JAVITS. Now, in view of the fact again that this is not establishing an American presence, but is plunging this elite group, which I call it again and I hope it will be, into the totality of our Nation, is it intended that it shall be distinguished in some way with a uniform, insignia, some designation which will give it an identifiable character where it operates?

Mr. KENNEDY. I have never heard that suggested, Senator. I am glad to consider it. I think we would want to take some care on it. Maybe it would be an insignia on the arm or shoulder.

Senator JAVITS. Again I am thinking not in terms of any categoric statement by me that this is the way it ought to be, but I am trying to develop the idea with you.

Mr. KENNEDY. I understand.

Senator JAVITS. Now, finally, as you know, I have been having a grave problem here with the administration of new Federal programs and the utilization of Federal funds in respect of the pattern of discrimination.

Will this be administered as a completely nondiscriminatory and unsegregated program with Negroes and whites alike serving and serving anywhere that their services are requested?

Mr. KENNEDY. That is correct.

Senator JAVITS. With the assignment determined by those who are directing the activity rather than based on the request?

Mr. KENNEDY. That is correct. 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.

Senator JAVITS. And they will be sent wherever their talents will be best utilized, whether or not the local social structure demands segregation which we are all suffering with right now?

Mr. KENNEDY. That is correct.

Senator JAVITS. Thank you very much, Mr. Chairman.

Mr. KENNEDY. All assignments will be based, as I say, on skill and ability, not on race, color, or creed.

Senator TOWER. Mr. Attorney General, does there not exist any sort of clearinghouse for information about the various voluntary agencies that are currently in the field on a Federal level?

Mr. KENNEDY. I do not know about that, Senator, but I am sure we can obtain that information or tell you where that information can be gotten.

Senator TOWER. Would it seem advisable and perhaps a good supplement to this proposed program to have such a clearinghouse in the event that there are people who would like to volunteer service to voluntary agencies, but do not know how to go about doing it?

Mr. KENNEDY. I think that is a good idea, Senator.

Senator TOWER. I would further ask, since you are assaulting diverse problems, such as the Indian problem, the problem of mental institutions, problems of illiteracy, problems in the slums, sociological problems, would this require different types of training for the various people?

Mr. KENNEDY. That is right.

Senator TOWER. You are going to have to decide initially how many people to train for one kind of activity, and so forth.

Do you have any criteria for making that determination?

Mr. KENNEDY. We are not going to start out with 5,000. We are going to have to build up if the program is passed by Congress. We are then going to be looking at the requests that are made. As we see the trend that they take, we will be deciding what institution, what kind of training our people will need.

As I say, we felt out a number of institutions and universities about conducting the training so we know where they can go if we want to utilize them.

But I think if Congress passes this bill, we are going to move slowly with a thousand and then gradually go up to 5,000. We are not going to go to 5,000 right away. We will see where the requests are made,

where we can perform the best kind of service, and then decide about the training as we go along.

Senator TOWER. Thank you, Mr. Attorney General.

Senator WILLIAMS. I have just one observation.

I want to say that Senator Javits, a most valued member of the subcommittee and a cosponsor of the bill, has very significantly highlighted the objective here of corpsmen going to areas of need—unattended need, I believe the word was, Senator Javits.

Just within the last month we had two tragic examples of unattended need. Within 3 weeks, Father John Wagner, a parish priest in San Antonio, who has been very helpful to the Migratory Labor Subcommittee, called the subcommittee for help. He needed help for a family of 10 who had left San Antonio in a pickup truck, mother, father, and 8 kids. With the kids all standing in back of the truck, they had journeyed up into Missouri to earn their living harvesting crops. When they got there, two of the youngsters were sick and the diagnosis was polio; a third was suspected to be a polio patient. Father Wagner called a subcommittee of the U.S. Senate because he needed help to get the sick kids in that family back to San Antonio where there was hospital care available which could not be found in this little community in Missouri.

I will say that we failed to get the cooperation of the Air Force and he took it upon himself to underwrite the $730 airplane fare to get these youngsters back to San Antonio where he had hospital beds.

It developed that it was not polio. But here is the point. These youngsters in this day and age, when we have the cure for polio, had not had their immunization shots.

This is one of the unattended needs. Health care for poor people who happen to be migratory farmworkers.

The other we all know because it has been more widely publicized. A busload of men, women, and children went off the road into a canal down in Florida and 15 children were drowned. The children were there because there was no one to take care of them back in their homes. This is another unattended need: Day care for kids whose parents have to go out every day, both mother and father, and harvest the crops.

This is another area that you have addressed yourself to.

I will say, finally, that we are certainly grateful that this noble legislation has the support of Senator Javits. We are very grateful for your contribution this morning, Senator.

Senator JAVITS. Thank you, Mr. Chairman.

If the Chair will yield, I would like to ask the Attorney General one other question.

Mr. Attorney General, of course, I will assume that you will be very watchful that we in the Congress and in the country do not assume that, because we have 5,000 elite corpsmen, this is going to solve everything. You still need day care, as the chairman said, and you still need laws dealing with education, sanitary facilities, and housing for migratory workers, et cetera. Indeed they may highlight our need.

Now, the States are very restive about one thing especially in a Federal program, and that is coordination with them. There is much complaint, and that goes for my own State of New York, about

the capability of the Federal Government to deal directly with municipalities and bypassing the State.

May I ask you this question: In the administration of this act, is it fair to say that it is intended to have complete coordination with the State? Where a State—and this is possible, we are seeing it in Mississippi right now—just arbitrarily will not cooperate, and the need is very clear, then the Federal Government will reserve the right to go in and meet the need as a normal operating procedure, although the first effort will be made to cooperate and work through the State when you are planning to go into any part of the State?

Mr. KENNEDY. You have analyzed it correctly.

Senator JAVITS. You agree with that and that is the way it will run?

Mr. KENNEDY. Yes, sir. We expect to go through the State, work with the State, and have the cooperation of the State. In the last analysis, if there is a request from a local community and we feel that request should be met and the objection to it is arbitrary, then we might nevertheless go in and do the work.

Senator JAVITS. May we as lawyers take it one step further and say that in that case you would expect that the burden of proof would be on the Federal Government to establish that it was an arbitrary denial by the State and that it was an urgent need requiring bypassing the State?

Mr. KENNEDY. It would be. There is a letter, I think, contained in here from Governor Brown which goes into that in some detail. We would be in full agreement with what you have described and also the way he has put it in his letter.

Senator JAVITS. Thank you.

Senator WILLIAMS. Thank you very much, Mr. Attorney General.

Mr. KENNEDY. Thank you.

Senator WILLIAMS. I see our colleague, Senator Bob Bartlett, of Alaska, here.

We welcome you to our hearing on this bill, Senator Bartlett. We are delighted to have you with us.

STATEMENT OF HON. E. L. BARTLETT, A U.S. SENATOR FROM THE STATE OF ALASKA

Senator BARTLETT. Thank you, Mr. Chairman.

Senator WILLIAMS. We have had a description of some of the needs in the State of Alaska.

Senator BARTLETT. I am willing to speak about Alaska at length in this connection, Mr. Chairman and members of the subcommittee. I have here a prepared statement. I do not desire, unless you want me to, to read it all. I would ask your permission to file it.

Senator WILLIAMS. We will be glad to have your statement included in the record.

You may summarize it in your own words.

Senator BARTLETT. I will deviate, with your permission, a bit from the statement, Mr. Chairman.

From what has been said here during the questioning of the Attorney General, I foresee the possibility, distant though it may be, that the personnel of this Corps, once organized, might not be desired in

any particular State, might not be desired in New York City or even in North Dakota, although I must say that the Senator from North Dakota made no such statement. But if any such remote possibility should occur, I suggest that all of the Corps members would be welcomed in Alaska where they could perform a magnificent job and additionally they would increase measurably the total population of Alaska, small though the Corps will be in numbers.

Senator Javits asked the Attorney General if he thought the membership totaling 5,000 ultimately, under the present plan, would be large enough. My response to that would be, "Obviously not—5,000 people will not meet the need in this great land of ours."

On the other hand, I for one would not have the membership larger at the outset. I think it is best to test this out slowly to see how it works, to see what good it can do, to see what corrections have to be made, if any, and then if it works out well, as we all hope to be the case, to go on from there.

Now, coming down or going up to the 49th State, Mr. Chairman, I want to comment with brevity, I hope, upon a strange situation we have there.

Let us take, for example, the Yukon River, one of the mightiest river systems in the entire world. I have often compared it to the Yangtze, where there are perhaps 200 million Chinese living in, as we understand, dire poverty. Perhaps, at the most, 10,000 Indians and Eskimos live along the Yukon River. Their degree of poverty, I suggest, is equal to that of the Chinese but they live along a river possessed of magnificent natural resources, possessed of everything that might be required to make a people prosperous, even in terms of the mid-20th century. But they are not, and they are not because nothing has been done to help them, nothing has been done to develop these resources.

Thirty and forty years ago these people lived a much better life in terms of food, in terms of clothing, in terms of housing even, because in those days they tended to have the ancient type of housing which was much more suitable to their condition, to their climate, than the white man's housing which they have, unfortunately in my opinion, too often tried to emulate.

Why were they better off then? They were better off then because there were riverboats and the Indians and the Eskimos, the natives as we call them up there, cut wood which the riverboats burned, they caught salmon not only for their own use, but for the roadhouses along the mail trail, and salmon for the dog teams that carried the mail.

Of course, the airplane succeeded the dog team and the roadhouses are gone. The dog mail teams are gone and the riverboats are virtually gone, so there is no employment whatsoever for these people. Yet they have energy, ability, and willingness to work.

In that connection, Mr. Chairman, I think a corps such as we are discussing here, such as the bill that you introduced contemplates, could be of significant assistance.

Now I would like to turn to Eskimo land in the sub-Arctic and particularly Arctic. These Eskimo people could be nominated, and I am willing to do so, as the greatest race in the world. They have made an amazing transition in a generation. Before the transition they

lived much as their ancestors had in that rather bleak land for thousands of years.

Then World War II came. These people have translated themselves, to a very considerable extent, to the white man's economy since 1941. They have leaped a very wide gap and have done it successfully They have done it with understanding, and with good humor, but this does not mean that they are well off. So much needs to be done for them that is not being done for them.

But prinicipally I should think what needs to be done for them is the type of thing that Service Corpsmen could do, to direct, to guide, to lead, to counsel.

With these helps, I think that our native people could emerge from the situation in which they unhappily find themselves, to a situation where they are entitled to be.

I have detailed these considerations at greater length in my prepared statement, but I do want to say, Mr. Chairman and members of the committee, that not only for the sake of Alaska but for the sake of the entire Nation, I hope that this bill will become law, because I see it as a seed which can germinate and do much that is good, much that is needed throughout our land, whether it be Alaska or any of the other 49 States.

Thank you very much.

Senator WILLIAMS. Thank you very much, Senator Bartlett.

We are particularly grateful. We did not solicit your appearance here; you came to us speaking from the heart. You have been very helpful in illustrating how this program can be useful to a group of citizens of our country who are in the backwash of poverty and need help but are not getting help.

We are very grateful.

Senator BARTLETT. Thank you.

Senator TOWER. Senator, would you clarify for me just how these National Service Corps people can help these Indians living along the river whose means of livelihood have passed into history and have largely been negated by the airplane? What will these people do—develop the economic resources, or produce new means of livelihood for these people?

Senator BARTLETT. I think not. I think in terms of bettering their economy the contribution made by the members of the corps would be very subsidiary.

I do not contemplate that they will go in there as economic experts equipped with high technical skills in this area and with the capital necessary to do the big job. No. What I think is that these corps men would be in a village or a group of neighboring villages and would give particular attention to teaching the Eskimos, the Indians, how to raise gardens in those areas where this can be done, where they do not do so now, and how to improve their housing. This is highly important because Eskimos in the old days lived in a house that was half above ground, half below ground. It was heated, I am told, very adequately by a single seal-oil lamp. The ventilation was good.

Then the white man came there and he built above ground and the Eskimos tried to copy this. They had no lumber. They used driftwood. Their houses were not well constructed. They came to depend on coal hauled from as far away—at Point Barrow, I remember, they

brought their coal over 50 miles. The price per ton was over $50. Now they depend chiefly upon oil shipped clear from California at an enormous price to them.

So I would think that they could be taught how to build better, more suitable homes, and how to improve sanitation.

That part of the world was almost without running water, plumbing, that sort of thing, until the Air Force went in and constructed the DEW line and demonstrated that, possessing enough money you can have that sort of thing in the Arctic.

Well, Eskimos cannot afford the exact techniques employed by the Air Force but there is great hope that this can be done on a small scale, that water can be brought into a house where it is not now, instead of the housewife or the man of the household going down to the river and bailing out water that may be contaminated.

These are some of the areas. I think the corps could be of great assistance. I do not mean to imply that progress is not being made in all the directions I have denominated because we have government up there trying to do this now. But government is spread mighty thin and they cannot go into a particular village, these government people, and remain for any length of time.

I would contemplate that a member of the corps would be right there as has been suggested here by the Attorney General and members of the committee, 24 hours a day, and that in itself would make a great difference.

No, I do not think, Senator, that the presence of Service Corps members in Alaska is going to have the immediate effect of lifting their economic level, but I think it could lay the groundwork for this and in the meantime make their living conditions ever so much better.

Senator TOWER. Does this imply, then, that we are going to take some Service Corps men from the continental United States, from Texas or even New York City or some place like that, and send him up there to teach the Eskimos how to build houses more adaptable to their living conditions when they have lived there all their lives?

Senator BARTLETT. Yes; but, you see, I have suggested already they have come a cropper. They have tried to copy white men already up there, to their disaster.

They departed from their ancient ways and they got a little bit mixed up in the process.

I would say, yes, I have found that the man from Texas in Alaska is very well adapted to doing about anything that needs to be done. We have a lot of them up there. My father is one of them, by the way.

Senator TOWER. I am glad to hear the Senator concede that Texas has made a great contribution to the civilization of Alaska.

Senator BARTLETT. Of course, Senator, to answer more precisely your question, I would not expect a man from the eighth ward in New York City to be able to go to Eek, Alaska, and immediately teach the Eskimos what they ought to do in these various fields I have described. He would have to go through training. He might hate the country, he might not be adapted for it. That might be true of the Texan going to New York. Maybe he should not go there.

You have to take people who are well adjusted, with their particular skills, their particular desires.

I think insofar as can be done within these definitions, it would be a wonderful thing for the country if the members of the Service Corps could go back and forth, because the more of that sort of thing we do the better off we are, I think.

Senator TOWER. I wondered if it would not be better to get some old Eskimos to teach them how to build their houses again?

Senator BARTLETT. I would not be against that at all.

Senator TOWER. Another thing, I was thinking about your agriculture situation up there, which is unique. We do not have the permafrost in Texas. I understand it is good for raising large potatoes and cabbages and that sort of thing, but is it not rather a unique situation that someone outside the State would not be familiar with?

Senator BARTLETT. It depends where you go. You see, three-fourths of Alaska lies within the north temperate zone and the conditions within that very large segment of Alaska would be similar, if not identical, to those that a man would find in Nebraska or Iowa. If he goes up to the Arctic there will be certain large areas in the Artic where there is no use turning a spade of earth because nothing is going to grow anyway, and you just dismiss that. But they have wonderful gardens way up in Wiseman, in upper Koyukuk, far above the Arctic Circle, of the crops you mentioned.

As a matter of fact, when I was a boy in Fairbanks, we had a flour mill. Lots of wheat can be grown in Alaska as it is grown now in Siberia. It makes no economic sense to grow it there. Why not take one of our national products, of which we have so many in all their richness, and ship it to the Southern States and have the Southern States, which includes North Dakota, of course, ship us our wheat? It makes good two-way trade.

Senator TOWER. Thank you, Senator.

Senator WILLIAMS. In terms of area, what is the largest State in the Union?

Senator BARTLETT. I know it is not Hawaii. I know it is not Delaware. I am fairly well convinced that 4 years and some months ago it was Texas until another State came in two and a quarter times as big as Texas named "Alaska."

Senator TOWER. Mr. Chairman, may I suggest just wait until the ice melts.

Senator BARTLETT. Mr. Chairman, the late Speaker Rayburn used to be in favor of melting all the glaciers in Alaska to reduce it to size. My reply to that always was, you do that to us and we will flatten half a dozen of our mountains and be bigger than we ever were.

Senator WILLIAMS. Senator Burdick?

Senator BURDICK. I thank my colleague.

Senator WILLIAMS. We are very appreciative, Senator Bartlett, for your help.

(The statement referred to follows:)

PREPARED STATEMENT OF HON. E. L. (BOB) BARTLETT, A U.S. SENATOR FROM THE STATE OF ALASKA

Mr. Chairman, I am a cosponsor of S. 1321. Shortly after I added my name to the measure, I made a short statement on the Senate floor. With the consent of the chairman I should like to have this statement made a part of the hearing record at the conclusion of my remarks.

Mr. Chairman, S. 1321 provides a corps of 1,000 members for the first year of the program and for the growth of the service corps not to exceed 5,000 members. These volunteers, who will receive subsistence payments only, will be taken from the ranks of all professions and trades. The corps will not be restricted to young people. Citizens of all ages will participate.

The proposed service corps will not be an enlargement or extension of Federal power and control. The States and localities will operate the service corps projects. The service corps will come to a community only upon the invitation of that community. The project must be locally conceived and operated and there must be reasonable grounds for belief that it will in time become self-sustaining.

One must prime a pump, Mr. Chairman, before the water flows. In the same way the National Service Corps will prime and encourage the self-help desires of communities across the Nation.

Mr. Chairman, last summer while visiting Washington, Father Jules Convert, S.J., a missionary from Kaltag, Alaska, stopped in at Georgetown University. At that time he saw several hundred men and women training for assignment to the Peace Corps in Ethiopia. He wrote a letter to the President. I should like to quote from that letter:

"I cannot but approve wholeheartedly the helping hand we extend to countries less favored than ours, but I am equally convinced that the wonderful programs evolved in the process should also, probably first of all, benefit those areas of our own land that labor under the same handicaps of educational, economic and social underdevelopment."

I agree with Father Convert.

Mr. Chairman, the life of many of the Alaska natives is short, hard, and poor.

In parts of Alaska, average age at death of natives is 30; average years completed of education are 1.2; and the nearest indoor plumbing is hundreds of miles away.

Artic life is a short battle against nature; and nature holds all the ammunition. And yet the Alaska native—Eskimo, Indian, and Aleut—keeps up the struggle. S. 1321, to establish a National Service Corps, will help them to improve their way of life.

Let me give the subcommittee three examples of how the National Service Corps could be of assistance to the Alaska natives:

HOLIKACHUK MOVES

For 20 years the people of Holikachuk, Alaska, have been talking about moving their village. Holikachuk, located on the banks of the Yukon River, lies on swamp, marshy land. It is easy prey to floods; drainage is poor; available water supplies are polluted and the threat of illness and epidemic is ever present. The town consists of little more than huts, without floors, adequate ventilation, running water, or electricity. The land is unsuitable for vegetable farming and timber for firewood is far from the village.

For all these reasons and for more, the Indians of Holikachuk are at last, this summer, moving their village to a new site. This new site will be high and dry. The water supply is pure, the ground is fertile and timber is available.

The site was chosen by the older men of the village after careful inspection and study. Every family in the village participated in the selection and is working on the move. In January of this year every man in the village, with the exception of two old men, went to the new townsite and cut 300 logs as a start on the project. Those who were unable to work kept the tents and did the cooking. In the summer the trip to the site was made by small open boats and in the winter the trip was made by dogsled.

Mr. Chairman, these people are building their new village themselves. They are building it out of timber they have cut with their own hands.

Mr. Chairman, these people are acting on their own initiative. They are working hard to make a new life for themselves and their children. They need our help. A National Service Corps would be of great assistance to Holikachuk. Service Corps men with the knowledge of carpentry, sanitation, electricity, and other skills would be invaluable.

With the consent of the committee, I should like excerpts of a letter which I have received from the organized village of Holikachuk to be printed at the conclusion of my remarks today.

HOPE FOR POINT HOPE

Let me read to you, Mr. Chairman, a short letter which the Attorney General received from another Alaska community. This from the Eskimo village of Point Hope:

"On behalf of the village council and the people of Point Hope, Alaska, I extend an invitation for a Peace Corps worker to come to Point Hope. We are Eskimo people with a population of 225. We feel that a Peace Corps worker living among us could help us with ideas for economic development and better use of resources we have available. We do not have television and radio reception is not always good. We think we would benefit from close contact with a Peace Corps worker."

It would seem to me, Mr. Chairman, that Point Hope is an example of another place where Service Corps workers would be most helpful.

JUNEAU INDIAN VILLAGE

As a last example in the State of Alaska where service corps workers could assist local communities to help themselves, let me speak of the Juneau Indian Village. This village, within the city limits of the capital of our State, is not, however, legally a part of the city. The land on which the Indian village stands is owned by the Federal Government and, because of its tideland status, is not now transferarble to the State or to individual ownership. This village could profit from tourism. However, without the right of ownership the people have been unable to make the improvements necessary to raise their living standards and better their economic conditions. A bill to allow these citizens to own their land and their home has recently been enacted by the Congress and is at the White House. Upon approval, Mr. Chairman, the people of Juneau Indian Village will need assistance and encouragement. They will need help in improving their property and developing the tourist potential.

CORPS WORKERS TO ALASKA

These are but three examples of what the National Service Corps could do. I have sought to work closely with members of the President's Study Group as they have formulated the provisions of this program, and I am extremely pleased that present intentions now are that one of the early groups of Service Corps workers will be sent to aid Alaska natives.

The bill before this subcommittee today will help Alaska. The bill, S. 1321, will make it possible for young men and women of enthusiasm and education to assist the poor and less fortunate people of Alaska. It will assist not only those in Alaska but also the less fortunate and underprivileged throughout the country.

I wish to emphasize, Mr. Chairman, that I do not support this bill only because it will assist my own State. I support this bill because it is a good bill in itself—for surely it is desirable to encourage the more fortunate to help their less fortunate neighbors.

[From the Congressional Record, May 2, 1963]

ALASKA AND NATION HAVE NEED FOR SERVICE CORPS

Mr. BARTLETT. Mr. President, I am pleased to add my name as a cosponsor to the bill introduced by Senator Harrison A. Williams to establish a National Service Corps. As the Senate knows, the concept of a National Service Corps has received intensive study for many months by the President's Study Group on National Voluntary Services. The proposal embodied in the measure introduced today is the result of this study. It has not been conceived in haste. It is a moderate and modest beginning: as presently envisioned, the Service Corps will not exceed 5,000 volunteers. These men and women will work on community projects only at the invitation of the community. They will, it is hoped, act as the nucleus for the development of a local attack upon the problems of poverty, misery, illiteracy, and adversity. It is hoped that they will stimulate and mobilize a strong yet latent desire of all citizens to improve their community.

The Study Group reported to the President in January. It recommended the creation of a National Service Corps operating, as it were, as a Domestic Peace Corps. After reading that report, Mr. President, I addressed a letter to the

Attorney General who acted as Chairman of the Study Group. In this letter I pointed out that it is in the American heritage of freedom to care for the well-being of his neighbor. I said the National Service Corps will remind us of that heritage.

I also pointed out that Alaska offers a fertile field for the Service Corps. There is much that can be done by the Service Corps volunteers to alleviate the hardship and deprivation experienced by many of the Alaska natives who live in cold and isolation, remote from the benefits of civilization. Mr. President, I ask unanimous consent that this letter may be included in the Record at the conclusion of my remarks.

Alaska natives are of three separate racial strains—Eskimos, Indians, and Aleuts. Generally speaking, the Eskimos are to be found along the north and west coasts of the State, the Indians in the central interior and southeastern Alaska, and the Aleuts along the Aleutian Islands.

The Alaska natives in southeastern Alaska and in the population centers of the State are relatively well off. The natives in the vast rural areas of the State are not. They have suffered severe and continuing economic and sociological dislocation. They are unequipped to live in our modern world and are unable to return to the completely primitive world of their fathers. They are ill-housed, ill-clad, and ill-nourished.

The following figures will indicate the disparity that exists between Alaska whites and Alaska natives:

Median school years completed:

Alaska whites	12.4
Alaska natives, rural	5.6

Percentage unemployed, rural nonfarm:

Alaska white labor force	9.7
Alaska native labor force	27.5

The Nome office of the Bureau of Indian Affairs estimates that from 50 to 70 percent of all Eskimos between the ages of 18 and 55 are permanently unemployed.

Median income, families and unrelated individuals:

Alaska white rural nonfarm	$4,209
Alaska native rural nonfarm	2,019

(Prices are 25 to 40 percent and more above the lower 48 States.)

Housing—Percentage structurally sound with plumbing:

	Percent
Alaska	57.7
Alaska native, rural	13.1

Tuberculosis death rate (per 100,000):

Alaska natives	73.5
All races, United States	7.0

Infant mortality: 7 percent of all races, United States, deaths are infant deaths; 29 percent of all Alaska native deaths are infant deaths. (These deaths are due to colds, diarrhea, influenza—easily preventable with simple health education.)

Following are specific examples of the hardship and needs of the native Alaskan:

Alaska natives

	Upper Yukon judicial district	Wade Hampton judicial district	Bethel judicial district
Median school years completed	2.5	1.6	2
Median male income	[1] $2,100	$898	$1,316
Number of houses occupied	332	528	1,068
Number of houses with piped water	33	7	168
Number of houses with toilet	15	0	98
Number of houses with sewage disposal	12	0	125
Median persons per room	3	5.5	4.3

[1] Prices in these areas at least 40 percent above U.S. average.

The need is clear, Mr. President, there is ample work to be done to assist the Alaska natives and to teach them how to help themselves.

There are, also, Mr. President, many citizens of Alaska who have the desire and ability to be of assistance. An example to indicate the strong interest of Alaskans in such a program as this is the reecnt conference held at Fairbanks, Alaska. This conference was held to discuss means of improving the lot of the Alaska native living in remote areas of the State. Participating in the meeting were representatives of Federal, State, and local governments, churches, and private organizations interested in social work. I ask unanimous consent that the recommendations adopted by this conference be made a part of the Record at the conclusion of my remarks. A member of my staff, Mr. President, attended this conference. Upon his return he reported to me on the interest he found in the concept of a Domestic Peace Corps. I ask unanimous consent that this report prepared by the able William S. Boesch be printed in the Record at the conclusion of my remarks.

There is a deep and as yet little tapped reservoir of good will in our people. The extent of this good will was seen in the response of the people to the work of the Peace Corps in the creation of the National Service Corps. We are again calling upon the people. They will not fail.

It is my earnest hope the Congress will early approve this measure.

There being no objection, the letter and memorandum report were ordered to be printed in the Record, as follows:

JANUARY 21, 1963.

Hon. ROBERT F. KENNEDY,
Chairman, President's Study Group on National Voluntary Services,
Washintgon, D.C.

DEAR MR. KENNEDY: I have just finished reading the report to the President prepared by the study group under your direction. It is an excellent report, proposing a program of great importance to America. I congratulate you and every member of your committee for your fine work.

The creation of a National Service Corps—operating as a domestic peace corps—would serve to focus and direct the attention of millions of Americans on the hardship and suffering which exist within our own borders.

The work of the service corpsmen itself will be of high value. The example and effect of this work will be even greater. It is in the American heritage of freedom to care for the well-being of a neighbor. The National Service Corps will remind us of this heritage.

I write to you now, as I have before, to emphasize both the opportunity and the need for such a Corps to work with Alaska Eskimos, Aleuts, and Indians.

I urge as strongly as I am able that such work be among the very first undertaken by the Service Corps.

In the past I have pointed out the needs of these native Americans: basic education in literacy, vocational training, community development, instruction in sanitation and basic health needs.

Let me point out the opportunities: These citizens are anxious to help themselves. They need someone to show them how.

They know in their evolving world they need to read and write but who in their village can teach them?

They could develop self-help housing programs but they need someone to show them it can be done.

The death rate among native infants is three times higher for native Alaskans than it is for Americans as a whole. These deaths are caused by common infections which common health care could control. These citizens want to maintain basic health care but they don't know how.

Alaska is a fertile field for the Service Corps.

The work it starts will be taken up by the native Alaskans themselves.

The work it starts will be assisted, I am sure, by Alaskans in all walks of life—the churches, the schools, the university, the State government, stand ready to help.

Projects undertaken in Alaska could serve as examples for future work undertaken for other Indian groups in other parts of the country.

For my part, if enabling legislation is needed, I stand ready to be of assistance in the Senate in every way possible.

Please let me know also how I can assist in working out a Service Corps pilot program for native Alaskans.

Sincerely yours,

E. L. BARTLETT.

RECOMMENDATIONS FOR COORDINATED PLAN OF ACTION

(Adopted February 21, 1963, at Fairbanks, Alaska, by development conference, sponsored by Churches' Socio-Economic Advisory Committee and Bureau of Indian Affairs)

This meeting was called in recognition of the depressed economic condition of the communities in the Yukon and Tanana River basins, and the desire of those in attendance to help local people toward self-improvement. This statement is to recommend ways to accomplish that purpose.

We recommend—

The creation of a coordinating committee to insure that all available facilities are brought to bear on the total problem. This committee shall consist of (at least) a representative of the Churches' Socio-Economic Advisory Committee, the University of Alaska, the State government, and the Federal Government. Members of this committee should be selected today.

That the committee should invite on appropriate occasions representatives of organized labor, native organizations, and other groups and organizations interested in their welfare, to meet with it.

That the headquarters of the committee be in Fairbanks.

That the committee, by working with the residents of the communities concerned, inform itself of local needs, problems, and goals. Emphasis shall be given to developing local initiative and meaningful communication between the committee and communities. To this end the committee will designate in each community a person through whom it will work.

That the committee, by calling upon the facilities and skills of the university, churches, State, and Federal establishments will provide for effective guidance and technical help to the communities.

That the committee shall designate communities for concentration of effort at particular times.

The committee shall address itself immediately to—

Adult education geared to basic community needs. Maximum local hire with particular emphasis on State and Federal public works projects.

We attach to these recommendations three proposals to amplify the above:

1. *Continuing Education.*—Its place in the Yukon and Tanana River basins:

A. Adult or continuing education as the path by which rural Alaskans may progress toward achievement of their own goals of economic development and individual fulfillment, has been repeatedly stressed in this conference. The message of one keynote speaker, Dr. W. R. Wood, was drawn from the report "Continuing Education in Alaska" which more generally states this as a new imperative of our times: "Recognition of the essentiality for educating adults to insure security, productivity, and adaptability of a society facing changing conditions is as old as recorded history" (p. 135).

B. In assigning responsibility for the initiation of adult education this report states: "It is generally agreed that the university has responsibility for developing continuing education as a field of study, for training adult educators, and for research" (p. 117). Training of leaders is the most immediate need at this stage. This is limited not merely to those who have a clearly defined "professional" responsibility. "Some training is also needed by those whose responsibility has been assumed voluntarily but whose duties in churches, or agencies is considerable" (p. 16). Furthermore, ultimate success "will be dependent upon local leaders. These must be trained and trusted with responsibility" (p. 72).

C. The recommended means by which the university is to discharge this responsibility for training is through regular college credit courses for the professional educators, and short courses, seminars, extension programs, and institutes for the voluntary educators and local leaders (pp. 72, 120).

D. In applying these general statements and recommendations to the Yukon and Tanana River Basins it is clear that the university must immediately secure the services of the most highly qualified "professional" available with service in areas outside Alaska similar to the region of this proposed pilot program. This person will plan and conduct programs for the training of all types of educators and leaders, guiding them in the planning and administration of specific community education programs, learning skills of group discussion, developing a sound philosophical basis for the pursuit of their work.

E. The success or failure of this initial step will depend upon the person recruited. It is recommended that the university take steps to secure the

services of Dr. Alexander Laidlaw, of Ottawa, Canada, in inaugurating this program for continuing education in the bush villages of Alaska. In his foreword to Laidlaw's book, "The Campus and the Community," Dr. J. R. Kidd describes him as one of the principal reasons for the success of the Antigonish movement of Nova Scotia and its spread to all corners of the underdeveloped free world: "Since he left Antigonish, Laidlaw has given the same kind of devoted service in India, to cooperative schools in many parts of the world, and latterly to the Cooperative Union of Canada."

The basic approach and philosophy of the Antigonish program has been adopted by the division of northern affairs as the cornerstone of the Canadian development of northern communities and peoples. Those principles have permeated and influenced the extension services of the United States and have served as the model for the economic and village development programs of UNESCO.

They are merely another statement of the "new imperative of our time," which is continuing education for life.

2. Technical assistance:

A. The State's department of economic development and planning, or another representative designated by the Governor, will be responsible for securing technical help from the appropriate State agencies.

B. Through their projects development officer in Fairbanks, the Bureau of Indian Affairs will be responsible for securing technical help from the appropriate Federal agencies.

3. Local hire:

The matter of local hire should be assigned to a subcommittee whose task will be to confer with appropriate Federal and States agencies, organized labor, the Associated General Contractors, and Alaska's congressional delegation.

Thorough legal research should be undertaken to determine existing barriers to local hire, and remedial measures should then be proposed.

It should be noted that efforts in the furtherance of local hire have already been started by the Churches' Socio-Economic Advisory Committee, the Alaska Native Affairs Committee, and other interested groups.

Committee: Bishop William J. Gordon, Jr., churches; Dr. George W. Rogers, University of Alaska; Hubert J. Gellert, division industrial development, State government; Ross L. Miller, Bureau of Indian Affairs, Federal Government.

MEMORANDUM

To: Senator E. L. BARTLETT.
From: William S. Boesch.
Re: Trip to Alaska, February 17–25.

I found strong support for the National Service Corps:

1. During the course of my trip I was approached by many people enthusiastic about the President's proposed National Service Corps.

2. As you know, the delegates to the developmental conference in Fairbanks, meeting to discuss the problems involved in social and economic development of the bush areas of Alaska, passed a resolution urging the Alaska congressional delegation to support vigorously legislation introduced to authorize the Corps.

3. Students at the University of Alaska showed great interest and indicated that they would enjoy working in the underdeveloped areas of Alaska but could not afford to do volunteer work unless their subsistence was paid.

4. Several Federal and State officials suggested to me that the Service Corps workers would be of great help to them in certain one-shot, short-term programs, allowing them to achieve much more in the way of development for a given expenditure.

5. In addition to general support for the National Service Corps, I received a few specific suggestions as to the way the program might be used in Alaska. I have sifted through these and I think the following list will give you a pretty good cross section of what I was told:

(a) The Indian community of Holikachuk is actively planning a move to the brandnew village of Grayling, 40 miles west of their present location. They have had a great deal of help from BIA and the State housing authority and to date achieved a great deal by way of preparation for the move.

It was suggested to me that when the construction season arrives Service Corpsmen with a knowledge of carpentry, sanitation, electricity, and other skills, would be more than welcome in helping build the new village.

The skills of the corpsmen would not only be of great service in construction but the people by working with them might acquire proficiency themselves in some of these areas which would serve them in the future. (Clipped hereto is copy of a letter we have received from the village outlining their plans.)

In addition to Holikachuk there are other communities that have plans to move; for example, Fort Yukon will have to relocate if the proposed Rampart Dam becomes a reality. Moreover, the feeling I got was that we will see more and more a tendency for these small isolated villages to move together to form larger units.

(b) In Juneau there is an area called the Indian Village in the very heart of the city, where because of a longstanding doubt as to the ownership of the land, no economic development has taken place. The Indians of Juneau and Indians migrating to Juneau in ever-increasing numbers from other areas, have settled in the village, living in substandard housing erected in irregular patterns presenting a sanitation problem, a fire hazard and a generally poor appearance.

When I was in Juneau it was pointed out to me that there were persons in the city, both native and nonnative, interested in cleaning up this area and improving the standards under which these people live.

It was also indicated to me that should a National Service Corps program be authorized, Juneau would undoubtedly be sending a request for help on this particular project.

Further I was told that in the summertime the Indian women display handicrafts along the streets in front of their houses for sale to tourists. If this area were cleaned up and made more attractive, visitors would be more inclined to visit the Indian community and, as a result, income to the natives from the tourist trade might be increased considerably.

(c) The native peoples of many of the communities of Alaska catch fish for both subsistence and sale. (I refer here not to communities where fishing is the main industry.) Where there is no cannery nearby, fish are dried in the sun exposed to all the elements and insects, especially flies. Much of the food value of the fish is lost in this process of preserving. Moreover, it is extremely unsanitary.

By teaching better methods of preserving fish products, the nutritional value of native food would be improved and it is possible that a new industry for fishery products could be developed, for example, the packaging and selling of smoked river salmon as a delicacy item.

(d) We have heard many ideas concerning adult education in Alaska. The one most often mentioned is adult literacy education. On my trip, however, I heard other suggestions which seem to me to have merit also. For example, it was pointed out to me that the native village councils in most areas are sadly lacking in knowledge of parliamentary procedure. Training in this area might be combined with a basic course in civics and a basic course in State and Federal law. Area Director Bennett pointed out to me that if the leaders of the villages were taught to use communications devices such as slide projectors, felt boards, etc., they could greatly increase the understanding of the villagers for State and Federal programs and laws affecting them. Other areas which might be included in adult education are insurance, mail ordering, and home accounting and budgeting. I was surprised to hear that many fishermen in the southeastern area of Alaska do not know how to care for or repair their boats and equipment. Often they lost part of a season with broken down boats, waiting for a mechanic to work them into his busy schedule. Care and repair of gasoline motors, diesel motors, generators, radios, and possibly heavy equipment such as bulldozers and graders are skills that could easily be taught and are much needed.

(e) A great deal of concern was expressed to me over the village sanitation problem. It was pointed out that the Public Health Service at present does as much as possible toward teaching good practices in sanitation for prevention of tuberculosis. It is my understanding the PHS could definitely use service corpsmen to supplement their field personnel in the program. This could also be part of the general village sanitation program carried on by the State, including the training of medical aids for villages who would be able to perform first aid and administer and dispense medicine. (Clipped hereto is a letter requesting such help from the president of Point Hope, an Eskimo village.) The Bureau of Indian Affairs has formed a committee to consider all possible areas and problems in Alaska which might fit into a National Service Corps program. Area Director Bennett has offered the facilities of the BIA high school at Mount Edgecumbe, Alaska, for training corpsmen should such a program become a

reality. I think that a National Service Corps would receive a great deal of aid, information, and cooperation from the Bureau of Indian Affairs in Alaska.

I'm sure they would receive an enthusiastic response as well as volunteers from the student body of the University of Alaska.

The various agencies of State government, the chambers of commerce, and the leaders of business and industry are all extremely interested in doing what they can to help the less developed areas and peoples of Alaska.

All in all, I would say that the National Service Corps would receive not only a challenge in Alaska but also overwhelming support from Alaskans.

Senator WILLIAMS. Our next witness is Carl Whitman, Jr., who is chairman of the Tribal Business Council of Three Affiliated Tribes, who comes to us from Fort Berthold Reservation in North Dakota.

I would like your distinguished Senator to be chairman for part or all of your testimony. I relinquish the chair to your distinguished Senator, Mr. Whitman.

Senator BURDICK (presiding pro tempore). Members of the subcommittee, I would like at this time to introduce to the subcommittee, Mr. Carl Whitman, who is chairman of the Three Affiliated Tribes in the Berthold area of North Dakota.

Mr. Whitman has long demonstrated his ability and interest in these Indian people and has through the years worked diligently in their behalf. As a matter of fact, Mr. Whitman has attained national recognition for the way he has proceeded on behalf of the Indian people and for their betterment.

So it is indeed a great pleasure for me to welcome you to this subcommittee this morning, Mr. Whitman.

STATEMENT OF CARL WHITMAN, JR., CHAIRMAN, TRIBAL BUSINESS COUNCIL, THREE AFFILIATED TRIBES, FORT BERTHOLD RESERVATION, NEW TOWN, N. DAK.

Mr. WHITMAN. Thank you, Senator.

For the record I would like to state I am Carl Whitman, Jr., chairman of the Tribal Business Council, Three Affiliated Tribes, Fort Berthold Reservation in North Dakota.

I appreciate this opportunity to appear before your subcommittee because this gives me a chance to testify in favor of a program that makes a lot of sense. It is a very practicable approach. I know that it will help my people as well as others.

My reservation is in the northwest part of North Dakota and is inhabited by three tribes; namely, Mandan, Hidatso, and Arikora. The reservation embraces some 430,000 acres. This is what is left after the Garrison Dam and Reservoir project took 155,000 acres which represented our best lands. I bring this up because I believe this is what "broke the camel's back."

Before the taking of our rich, flat bottomlands of the Missouri River Valley, these Indians were on the way toward economic independence after years of being subjected to a parade of Government programs. Every new administrator had a pet program which he launched and for this reason no program ever really had a chance to develop. Now that hope of economic self-sufficiency was apparent, the Garrison Dam project posed another threat. Our protests had no effect. The dam was built. There was a mass relocation.

You can push around any group of people just so long. There comes a time when they will give up. My people were no different. They gave up.

We were told that we got a generous settlement for the taking of our lands. The Indians were and are not convinced that it was a "generous settlement." Your congressional records and committee hearings contain numerous statements and petitions by my people against this taking. This land was considered their mother, which provided them with food, shelter, and clothing. You cannot place a price tag on a mother.

After the "generous settlement" was spent in trying to adapt to the new environment where we had been relocated, the Government turned its back on us. We were accused of dissipating the funds. Our requests and pleas for a comprehensive program fell on deaf ears. The Government evidently found some comfort in blaming the Indians for the misuse of our funds. They ignored the actual hardship the Indians were experiencing.

The Indians were not all to blame for the dissipation of the settlement. The Government must assume its share of the blame. The Bureau of Indian Affairs specified what it could be used for.

At one time, the Bureau stated that minors' funds were to be used to purchase bicycles, TV's, radios, playground equipment, et cetera. None of it was to be used for investment purposes. Now, I would like to point out this is somewhat of a change of theme from what I was taught while I was attending school. There I was educated on the relative merits of investment and here was the Bureau which was supposed to be teaching us the relative merits of investment, telling us to buy some things that were not productive and which would not produce any income.

At the time when we accepted the settlement because we had no alternative, we submitted a program designed to put our money to best use in a program that would meet the needs of every segment of our population. We set aside so much for scholarship; a fund to take care of our old-age groups; straighten out our complex land holdings; set up a loan fund to help our nonresident members in house purchases and help our local Indians to start any kind of a business enterprise.

The Government sat on this good program until the Indians got impatient and demanded a per capita distribution of the settlement money. This was finally done in such small amounts that any sensible investment was impossible.

For these reasons, I state that Indians are not all to blame for the misuse of the settlement. It seems to me, it is useless to put the blame where it belongs. It is all history now. We cannot change it. It is done. No use crying over spilt milk. All we can do is consider the effects.

All this "generous settlement" ever accomplished was to give the Indian a false economy. We are paying dearly for the "generous settlement." All our community organizational structures have been destroyed; our way of life has been affected; it has killed the initiative of my people. Today over half of our reservation is being used by the non-Indian, almost half of our able-bodied workers are unemployed.

Last fall when public works funds were available, we were left out because we received a settlement. The question that haunts me is, "Where do we go from here?"

During my second term as chairman of the tribal business council, in 1957, we made a heroic effort. We employed a large firm to conduct a study of our potential for tourism, agriculture, and industry. Their report, in brief, was "You are sitting on a gold mine of opportunities. But like the gold, it is not much good unless it is mined." With no loaning program on our reservation, we could not implement these findings.

Stubbornly, I called a series of community meetings in an effect to mobilize our Indians into some productive action, but the result was nil. I even initiated a community contest hoping this would provide the badly needed spark. Again nothing. Yes, my people gave up.

When I was attending the executive meeting of the National Congress of American Indians here in Washington, I heard about the National Service Corps. As soon as I reported on my Washington trip to the tribal business council, a resolution. requesting assistance from the National Service Corps, was unanimously adopted. I was asked to prepare the papers. I prepared them and brought them with me when I came during the latter part of April. As soon as we heard Captain Anderson was appointed, we extended an invitation to him to visit our reservation.

I personally took him through our reservation because I insisted on conducting the tour. When the Bureau of Indian Affairs conducts a tour, they usually take them to the best places. When they make reports, it is usually glossed over. For this reason, no one here in Washington knows what the actual situation is. Captain Anderson saw the actual situation. I made sure of that.

Fort Berthold Reservation is not a hopeless situation. The potential is there. I have learned in the course of my study in economics that a multiple economy means a stable economy. Fort Berthold can have a stable economy. Development of our potential will give my people a real choice from numerous opportunities—not a choice of one or another as has been done by the Bureau of Indian Affairs. We could have enterprises on the reservation that will make money come in and keep it there so that it will generate other incomes through profit and employment. To get these businesses established, we lack the know-how which can be provided by the National Service Corp.

I would like to point out, in addition, that whatever money is earned through employment or obtained through lease incomes or through welfare is usually spent outside of the reservation and in business establishments that are owned by the non-Indian.

For this reason, a dollar that is spent by the Indian does not help the Indian where, on the other side, the grocery store employs nothing but non-Indians.

I think in order to overcome these problems we need to set up businesses on reservations where this would generate employment because it would make the same dollar go farther.

Our real problem is trying to keep money in the reservation, and to have other money coming in. This is really good economic philosophy, until we reach the point where we have too much money and then we will have inflation. But I am sure we will be capable of solving that problem when we get to it.

One other aspect of the reservation problem is social apathy. We need help in mobilizing the people into action. Our educational system should be revamped to fit the need.

We are not waiting for someone to come and do something for us. All we want is someone to show us how. We believe the National Service Corps is the answer.

It is not only the Indians that need motivating. I believe that the dedicated and enthusiastic workers the National Service Corps will call forth will motivate the career people as well.

At present these career people are more concerned about their own comforts than what they are there for. They have lost their focus. We believe the National Service Corps will put them back on the right track.

In the course of this hearing this morning and the questions and discussions that have ensued, I was thinking about other things that were not really covered.

I would like to say at this time that we do have two men coming from Harvard University on the reservation. They are supposed to be concentrating on the youth program, education, and recreation.

The comparison between this type of service and the National Service Corps is that I don't know what I have coming from Harvard. I don't have any idea. Along this basis, the National Service Corps can do a lot of screening before they send people out to my reservation, therefore I would have some knowledge of who really is coming to our reservation as part of the Peace Corps.

Another disadvantage of the two fellows coming from Harvard is that they will be there for only 3 months. They will just scratch the surface of the problem although they will help us.

I would like to make another observation here and I would like to make it from the Indian viewpoint, that we live in a kind of economy where production determines whether we have prosperity or depression. It seems somewhat inconsistent in my Indian logic that here, where production determines prosperity or depression they would provide funds like unemployment compensation and welfare to give to people not to do anything. So, for this reason, every year there is so much time, so much manpower wasted doing nothing that could be redirected in some productive avenue which will help our country as a whole in net production. For this reason, I think this is an area where certainly the National Service Corps would make a big contribution.

I also would like to reemphasize again the social situation among my Indians. They lived along the Missouri River Valley, and this is typical of my race, there they had everything. Wooded areas of the Missouri River provided them with food, shelter, and clothing in the form of game, berries, lumber for homes, and so on. The rich bottom lands provided rich ground for their gardens with which to produce plenty.

Now, what complicates our situation further is that there are three tribes that live on my reservation, the Mandans who occupied the territory south of the Missouri River. I think on that map you will see most of the Indians have lived along that area colored yellow. The Arikoras occupied the eastern part of the reservation, the Hilatsos occupied the west side, the north and northwest of the reservation.

Now, when this Garrison Dam was built and the mass relocation had to be effected, what happened was that our Indians went through a complete shuffle. All of our organizations, such as religious organizations, political organizations, and so on, were completely disrupted and destroyed. Those Indians, who had formerly occupied a certain area and had a community of their own, had to scatter out.

Today we find ourselves with new neighbors, a new kind of environment.

I am told when you impose a change on any group of people, and this is true whether this group of people is Chinese, Africans, or whatever they are, that three things happen. You have hostility, you have self-destruction, and you have apathy. Believe me, I have seen all of this.

So, today our problem is to bring these people, reestablish these community organizations and organizational structures, and put them back into a functioning status.

For this reason, I believe that the National Service Corps will help considerably.

I do believe firmly that the time has come for a change. The time has come to try a new approach, believe me.

That is the extent of my statement, Senator.

Senator BURDICK. And you believe, do you not, Carl, that this legislation will provide for that new approach?

Mr. WHITMAN. Yes, I believe that the $5 million that everybody seems to be concerned about will serve as a gimmick that will make the production go into really high gear.

Senator BURDICK. I believe you were in the room this morning when the Attorney General testified?

Mr. WHITMAN. Yes, sir.

Senator BURDICK. Did you hear the various steps and the various duties outlined for the Peace Corps man in the Apache area, what he might do?

Mr. WHITMAN. Yes.

Senator BURDICK. Do you think a Peace Corps man could do a simillar job in Berthold?

Mr. WHITMAN. We made an application laying out our situation to them. I think that heretofore the Bureau of Indian Affairs has made a mistake in their views by trying to offer a blanket solution. I certainly don't expect the National Service Corps to make the same mistake.

Senator BURDICK. Could you briefly outline specifically, or as specifically as you can, some of the things that the corpsmen could do on the Berthold Reservation?

Mr. WHITMAN. First, we have a self-helf housing program that is in the making at present. This is self-help to the last degree. It concerns people, Indians who live off the reservation just right next to the New Town which is located off the reservation. This group of people has been disowned by practically everybody.

The Bureau of Indian Affairs says that because they live off the reservation they are no longer their responsibility. The State of North Dakota states these are Indians, so, therefore, they are not their responsibility.

The New Town has a tendency like everybody else to go on hoping that a problem will disappear automatically if you ignore it long enough.

There has been a tendency to sweep the problem under the rug and keep it hidden. Anyway, they were ignored.

I went to this group and had a meeting with them and motivated them to the extent that they want to do something about their situation.

For this reason, they decided on a self-help program. However, they are trying to gather the money themselves, and I want to assure you that money is one scarce commodity in this place. Even under those circumstances so far they have accumulated $700 so far. However, when they get to this new place what we will run into is the fact that we don't have any skilled carpenters to show them how to build homes. We don't have a skilled electrician ot show them how to wire their homes. We don't have any skilled plumber to show them how to put the plumbing fixtures in.

We would like to have a landscaper who will come and help them landscape this new place.

One of their objectives in this new self-help housing is that they want to make this new community the best community in the world.

After meeting with them, I am sure they are going to make the best community in the world.

That is the reason why if some people with these skills will come and show them how to do things, it will be a great help. The National Service Corps can do that.

Senator BURDICK. In other words, the byproduct of this program would be an upgrading and retraining of many of these Indian people in these new skills?

Mr. WHITMAN. Yes, sir. In the process of self-help, this is one of the results. Proceeding on this through self-help these skills would be learned and from this will further economic development.

What I am getting at is this economic development will be the natural sequence to this self-help housing.

Senator BURDICK. What other areas would corpsmen help in?

Mr. WHITMAN. I certainly think the educational section should not be overlooked. In our particular reservation I think we have been somewhat discriminated against. As a matter of fact, the Indians do not have any control as to who should be selected to teach, for instance. For this reason I think we need to have our educational system revamped to the extent that it fits our particular need.

That is why I am hoping that the National Service Corps will find somebody who is an expert in the educational field who will have the courage to tear down the educational system on the reservation and build it from the bottom up.

This is probably true of the national education system as it is. It more or less consists of patchwork and nobody has the courage to tear it down and start from the bottom up. I believe it has lost its focus.

Senator BURDICK. What might be done in the area of health?

Mr. WHITMAN. In the area of health, certainly again this self-help housing would be one of the ways of meeting and improving this health situation.

Senator, I would like to answer this generally, that the Bureau of Indian Affairs has been concerned mostly with the effects, not the cause. I am more concerned about attacking the cause. In our particular case, the cause is economic and social generally. Once you take care of these things, then I am going on the assumption or at least the hypothesis that their health will naturally improve, that the economics of the people naturally will start earning more money.

In talking to the superintendent, I accused him of not doing anything. He said, "Yes, we are. We are going to enlarge our welfare facilities; we are going to build a new jail; we are going to build a new health clinic."

I replied, "10 years from now you will be increasing these facilities as long as you don't kill the germ that is causing these effects."

I am going on the premise that the National Service Corps will concentrate on the causes and the Bureau of Indian Affairs will be taking care of the effects.

Mr. BURDICK. Thank you very much. You have given us some very enlightening testimony and I think it will be a help to the committee.

Mr. WHITMAN. Thank you.

Senator BURDICK. Is Mr. Clifton Clemens here?

STATEMENT OF CLIFTON CLEMENS, MEMBER, CITY COUNCIL, WASCO, CALIF.

Mr. CLEMENS. Mr. Chairman, members of the subcommittee, I am happy to appear here today to enter into the record my personal testimony in support of S. 1321.

My name is Clifton Clemens. I am a businessman renting property and am a member of the city council from Wasco, Calif., located in Kern County in the southern San Joaquin Valley. Wasco, a small, prosperous town with a population of approximately 8,000, is completely surrounded by irrigated farmland. It is a typical basically agricultural valley town.

Located within the city limits is the Wasco Housing Authority which operates a 144-unit farm labor center as part of its overall program. This center, maintained by the local housing authority for the past 13 years, has housed over 3,000 families and has supported itself entirely from its rental income. Because of its short occupancy periods and limited income, there has been no major repair possible on these units; consequently, they are in poor condition. Community laundry and toilet facilities located outside the shabby one-room living units are long since outmoded and certainly not conducive to good sanitation and health habits.

At present, there are approximately 700 persons living in this crowded area. Many of these people are not migrants by choice but are caught in a pattern which is their only means of an earned livelihood. In this erratic pattern of existence the children are cheated out of the opportunities normally provided for others. They have little or no feeling of individuality, or of being wanted or needed in a community.

Fortunately, for the farmers and business people of this area, the center has been a temporary shelter for the families who move with

the crops. Thus, they have been available, when needed, to help chop or thin the cotton, hoe the weeds, pick up the potatoes, prune the process fruit crops, along with many other hand-labor operations necessary to our prosperity.

Unfortunately, we who have progressed through automation, consolidation, organization, and so forth, have been so busy with our own personal problems that we have neglected to give adequate, if any, thought to the needs, the rights, or the problems of the less fortunate migrant people. On the other hand our school authorities, as well as health and welfare agencies have been very conscious of the real problems of the families who follow the crops.

Our school district is faced with the problem of educating about 200 additional youngsters during the months of April and May. These additional youngsters usually have not attended schools to any extent during the year. Many do not speak or understand enough English to benefit greatly from the usual instruction. An evaluation of the achievement level of these youngsters reveals that 80 percent are 1 to 3 years educationally retarded in relation to their ability.

At least three corpsmen could be used in conjunction with the elementary schools. They could help overcome language barriers by teaching basic English; help integrate migrant children into regular classes; help in developing and encouraging parent responsibility. They could work both in the school and in the migratory camp, under a parent-child-corpsmen relationship. The latter would promote confidence, understanding, and trust, and allay suspicion or fear. The problems noted by the school people are common to nearly all areas and groups along the migrant trail. While these problems are major in specific areas they are common to many States, and thus require the interest, inspiration, and encouragement of self-improvement on a person-to-person basis with the assistance of a National Service Corps.

I believe the city council, supported by both the elementary and high school authorities, the local housing board, as well as other civic groups would request a National Service Corps program for this area.

It seems to be the consensus that the duration for the project should be at least 2 years and possibly 3. The project would not duplicate or replace existing projects or personnel. Rather, it would supplement and vitalize present inadequate efforts.

Phasing out would depend upon quality of the job done and the community consciousness developed during a National Service Corps program.

Agriculture is mechanizing, too. The automatic cottonpicker is a highly complex machine. Each does the work of about 40 farmworkers and costs about $20,000, but it is not simple to operate one. Is a person with a third-grade education going to run one of these? Unless the migrants, and seasonal farm laborers, get more education or training, they will find it difficult to compete for jobs which require operating the new farm machinery.

At this time many workers specialize in working in a few crops and move with them rather than changing from crop to crop in the same locality. Actually, as many as three different labor forces are now used in Kern County during the course of the work season. Why should a farmworker in Kern County move his family to Riverside

County to pick potatoes when he could work right at home picking peaches or grapes? Despite the advance of automation there continues a need for skilled hand labor.

Mechanical cotton-chopper, cotton-picking machines, automatic potato-harvesting machines, and many others have changed crop practices in this area. However, with the planting of new grape vineyards, nursery stock, fruit-and-nut orchards, and numerous vegetable crops, the need for seasonal hand labor still exists and will continue.

One of the goals of the National Service Corps, again, would be to help increase the variety of skills among the workers so that they can better fulfill the communities' needs over a longer period of time, thus reducing the migration necessary for livelihood.

Corpsmen could be used to teach these farm skills—driving, pruning, care of stock, and farm-machinery repair.

The health habits of these families leave much to be desired. Illness is carried from camp to camp, and strikes hardest at the very young. Babies die senselessly from diarrhea. Because of poor food habits their resistance is low to a multitude of illnesses, compared to the resident child whose parents can provide him with decent, sanitary home conditions.

A corpsman is vitally needed to work with the migrant mothers teaching homemaking, basic child care, and sanitation.

The National Service Corps with dedicated and competent personnel could do much to bring about community consciousness of our "across the tracks" needs. This person-to-person motivation can and will have far-reaching, long-range benefits in the dignity of achievement on the part of those for whom it is designed. This may sound a little idealistic, but compared to trips to the moon and around the earth in orbit, it is not too unrealistic.

The real values of the National Service Corps effort will accrue not only to the helped but to the helpers if this job is well done.

Here I would like to say that I speak with little more than average experience in this particular area, having spent in 1960 6 months on the island of Sardinia working with hard core refugees who had been moved from one part of the country to another, finally winding up in southern Italy in the area of Naples. These people, hard core refugees, needed the help of understanding people, people with a little experience, who could help them to want to do the things that they ought to do, to begin wanting to live again.

When we, the people, understand the problem, we can do something about it. Many of the children of the moving masses have little or no opportunity for self-improvement because there is no one to advise them. The parents are busy in the fields, sometimes leaving the small children with older ones in the cabins, and other times taking them to the fields to play in the dirt or to sleep in the hot, dusty cars. And the flies are very thick in the heat and dust of that situation. Children have been killed in past years by being run over by trucks or pickups in the field, when they have found a shady place under a burlap sack to sleep, and the pickup trucks have run over them.

Alert corpsmen working on a common level of understanding can guide, advise, and encourage these children and youth to better living with dignity. The problems involved are not local or common to

one community, but they exist in varying degrees from one end of the migrant trail to the other, involving many States. Thus there is a need for national action.

As this mass of humanity moves back and forth seeking seasonal employment, a small percentage of them find steady employment and eventually become permanent and useful citizens of a community. Part of the job of the National Service Corps would be to help increase the number who locate permanently and decrease the number who find it necessary to move.

As a businessman and a taxpayer I am conscious of the need to watch costs in an already overloaded budget, but I believe this bill, S. 1321, could bring great savings as a result of prevention in the long-range plan. A well-administered ounce of cost now may prevent a pound of expensive cure later in crime and delinquency, as well as in relief and welfare.

I feel that we have not too much of a choice in this matter. We are either going to help these people to help themselves or we are going to feed them and care for them on welfare and relief. California has its share of that.

Last week I spent some time with Harry Lloyd, the superintendent of the Tehachapi Men's Prison in southern California. He informed me that less than 3 percent of the approximately 700 inmates there had reached the 11th grade in education and that 2 or 3 years ago they had made a survey of the men inmates at the Chino institution and found that approximately 25 percent of those people had come from a migratory background.

I would like to give you just a little bit of my own background. I was born in Iowa 57 years ago, moved to Oregon in 1919, and to California in 1938. I had no high school education. I was out of school 13 years from the eighth grade until I attended Oregon College.

My two boys were born while I was at Oregon State College. My father was a blacksmith, having come from the back hills of Missouri into Iowa. Later he went into the automobile business.

In Oregon we did some sawmilling. We cleared the land of stumps, plowed it, and farmed. Later we developed a recreational park on part of it. Then I went to college. I taught 4 years in industrial arts in Wasco, Calif., from 1938 to 1942, had experience in house moving during the war, and a good deal of experience in helping to develop the land in our area so that it might be farmed.

I have been in the business of concrete slab and block manufacture, the building materials business, construction business, steel fabrication, implement sales and services, and more recently in some subdivision work changing some farms into dwellings and houses in the little city of Wasco.

I now have a few buildings that I rent.

I have two sons who are at home carrying on the business so that I might be here today.

I am a member, as I have said, of the city council of our Kern County Chamber of Commerce which is our board of trade. I am very much interested in this country of ours which has so many opportunities for all of us and I feel that we, who have been fortunate, have a real responsibility to those who have been less fortunate.

Thank you.

Senator BURDICK. I wish to thank you, Mr. Clemens. I might say that you have had a very full and varied life.

Mr. CLEMENS. Jack of all trades and master of none.

Senator BURDICK. I notice running through all your testimony not only the humanitarian approach to the problem but a practical approach that this is just good business.

You say:

A well-administered ounce of cost now may prevent a pound of expensive cure later in crime and delinquency, as well as in relief and welfare.

Mr. CLEMENS. It cost $2,000 a year in Tehachapi Prison to maintain one inmate. It cost $600 when they are out on parole.

I think if we teach responsibility and respect to our young children in the schools, in the camps, wherever they might be, that we are going to make this country the kind of country that it ought to be. It will be less expensive if we prevent rather than have to cure.

Senator BURDICK. Thank you very much.

Your testimony has been very helpful.

Mr. CLEMENS. Thank you.

Senator BURDICK. Malcolm Forbes. Welcome to the subcommittee, Mr. Forbes.

Senator JAVITS. I am very glad to see Mr. Forbes here as a witness. I am sure his testimony will be extremely helpful to us. I have known him and his father for years and have the highest regard for their capability, public spirit, and ability to contribute to a hearing of this character.

STATEMENT OF MALCOLM FORBES, PUBLISHER AND EDITOR OF FORBES MAGAZINE

Mr. FORBES. Thank you, very much.

I appreciate your willingness to hear me this morning.

My name is Malcolm Forbes. I am publisher and editor of Forbes magazine, which is concerned primarily with business and finance. The circulation is about 350,000 to businessmen and those interested in investments.

By way of further explanation of my interest in this particular bill, I did serve in the New Jersey State Senate for a number of years and was head of the State senate committee on institutions and agencies, and later was chairman of the joint appropriations committee. In one capacity for several years I was concerned with the needs which usually boil down to more money for existing institutions and agencies; the appropriations committee, on the other hand, was concerned with holding down expenditures.

I did find the positions somewhat contradictory and, therefore, with that background, plus the fact that the people I see and associate with are businessmen who are usually concerned with costs of Government and extension of Government, philosophically, I think I can understand both points of view.

In essence, this bill has tremendous appeal to me on both counts and I wrote an editorial in support of it when it was first proposed.

The reaction from our readers was quite interesting. There were some who supported it and not very many crying about Federal

interference a reaction which we usually get if we say a word favorable to any proposed Government activity of a new sort.

So I think there is understanding in the business community of what such a bill could accomplish.

Senator BURDICK. Mr. Forbes, did the editorial you refer to appear in your magazine under date of March 1?

Mr. FORBES. Yes.

Senator BURDICK. Without objection, I would like to include the editorial at this point in the record.

Mr. FORBES. Thank you, Senator.

(The editorial referred to follows:)

[From Forbes magazine, Mar. 1, 1963]

IDEAL IDEA

The administration's plan to set up in this country a domestic equivalent to the Peace Corps is first rate. The Peace Corps is proving eminently successful. Today 4,384 corpsmen are at work at modest but essential instructional tasks in 44 countries. In those countries where the Peace Corps has units, many governments are asking for more as a result of what the volunteers are doing and achieving.

Within our own boundaries we have many areas where the need is great and fulfillment by normal processes difficult and too often financially impossible. When serving in the Senate of New Jersey several years ago, I headed the committee on institutions and agencies. A perpetual problem was getting enough personnel with sufficient education and motivation at the existing wage levels in those positions directly responsible for rehabilitation, education and understanding. The need was only partially met by part-time volunteers who donated their efforts in neighboring institutions for the aged, the mentally disturbed, the chronically ill, the inmates of reform institutions, and so forth.

For a variety of reasons many, both young and old, may not be able to undertake oversea service in the Peace Corps. We have at home, however, a wide and crying need for those idealistically motivated and with proper background to tackle the assorted specific tasks at hand. Those to whom money is not the primary motivation, but who seek to help where they can, can be priceless assets, not only in the job they do themselves but in the example they set and the know-how they spread. Many with equal enthusiasm cannot afford such tasks as lifetime careers. It is in just this area that a domestic Peace Corps can be so meaningful.

I remember as a freshman in college how a number of classmates would devote Sunday to working voluntarily with youngsters in a neighboring juvenile delinquent institution. What they may have lacked in professional experience, they more than made up for with the enthusiasm and the interest that motivated them.

At very low cost such idealism can be intelligently harnessed and directed for maximum effect. Present plans call for a modest beginning and aim at having no more than a very few thousand at work by 1965–66.

I predict the Domestic Peace Corps won't lack volunteers.

I know it won't lack useful undertakings.

I hope it won't lack enthusiastic public and congressional support.

Mr. FORBES. I just would like to summarize, Senator. It seems to me this proposed Service Corps in so many areas can meet a very real need at a very nominal cost by tapping an existing resource that now is neither effectively directed nor channeled: that is the tremendous enthusiasm, idealism, and sense of wanting to do something helpful on the part of so many people, particularly young people. That, I think, has been proven in a sense through the Peace Corps, which, while obviously not a fair analogy in every respect, has inspired the application of the general principle to this bill. Of the areas outlined I have had experience only in one to any extent; namely, institutions and agencies. From that experience I can see where so many problems

that we faced at the State level could have been helped if there had been a Service Corps in existence, not great numbers of people, but working with one or two specific State agencies where we had problems in institutions. Their presence to do the kind of jobs that were either not in the budget or the kind of thing that you do not find easy to hire people to do, could fill these needs and basically inspire and direct the potential and the latent interest and enthusiasm of existing community service organizations such as service clubs, women's groups, nearby universities, and so forth.

I can go into a specific case and will later if you think it is relevant.

But, basically, this is an opportunity to direct and channel this enthusiasm in a modest program. If it is as good as those of us who are enthusiastic about its possibilities believe, the Federal Government and the Congress will be tremendously impressed with the results of this modest approach.

There are literally thousands of younger people, especially, and certainly older and retired people, who are anxious and willing to help to meet such needs, who want to be useful and can help in a program such as this at a cost that is nominal in relation to the impact they can have in inspiring others, directing others, showing and teaching others.

I am not an expert on the Indian problem. I have had some exposure in New Jersey to migratory labor problems. But in the areas of juvenile delinquency, juvenile institutions, in mental health areas, what you have and what we lived with during the years I was in the State senate was the budget problem.

The people who are on the staff in those places are working full time at the jobs they have, be they janitors or instructors or administrators. They work full time and they don't have the time, even if they had the inclination, to engage in what I consider the essential supplementary activity in the case, we will say, of a reform school, the first level of delinquents. The delinquents are put in a State institution, where the impact of motivation, enthusiasm, spare time activities and organized intramural activities are not to be found.

We had in the budget as I recall at that time one part-time psychologist. We were finally able to put in one more. But we had from time to time occasional and somewhat spasmodic community interest; a service club would come down and organize a picnic or a field day or something for these youngsters. This would happen once in a while but it was not the kind of thing that was organized. Yet, if there were somebody who was concerned with this essential supplement to the existing activity of these groups, directing and inspiring it, it would be on an infinitely greater basis of continuity.

If the needs are known people will be glad to volunteer to help. They will not work full time at it. It is not their job. It is incidental to their normal activity. With direction, as in the case of a paid professional Boy Scout area organizer, what one man is able to get done in the way of a large and effective organization is tremendous.

I think that this Service Corps idea by example as well as by the practical work that could be done in these specific situations, and by the ability to explain, enthuse, and direct community efforts from other groups to helping with specific needs, would be great and widespread in its effectiveness.

Being cost conscious and a Scotsman to boot, and dealing with businessmen, the idea of Federal programs, Federal moneys in quantity

and taxes is one that probably enters my thinking as much as most Republicans. But in general, it seems to me that with this program as conceived and with a fair analogy to the effectiveness of the Peace Corps that you get a whale of a lot for what is very little in terms of money.

What you have done is to provide the catalyst in many instances to getting people to volunteer their efforts. The one worker, in short, depending on the specifics of his job, can have an effect on so many more groups, not only those with whom he is working but in the area in which he is working that I think the Service Corps proposal offers one of the few instances that I am aware of, of at small cost getting a most effective program.

So often when these things get out of hand, as the previous witness pointed out, the cure is infinitely more expensive than the prevention. I am thinking again in terms of the reform school problem where one of the answers proposed to deal with some of the problems is to build an entirely new building and have individual rooms and to double the staff and so forth. These, I am sure, would help some of the problems, but from a cost point of view they are impractical. But when the lid blows off you get pressure built up for expensive answers when so often bricks and mortar are not the answer to the problem.

It seems to me that this program places the emphasis on what can be accomplished by individuals, both by example and their individual actions but primarily by inspiring and directng and channeling the efforts of existing local groups of the service and club type who are glad to do things and willing to do things. But when there is no continuity in direction, their effort goes in waves and they are ineffectual in the long haul.

The reaction I have had to my own interest in this program from businessmen and so forth is quite enthusiastic. There is certainly awareness of the need and awareness that we can't meet all our needs by nothing but grandiose spending projects. There is an awareness that we can't do everything and eliminate every evil, but this provides, I think, an opportunity for dedicated and enthusiastic people to feel that they belong to something, to feel that when they volunteer their efforts in effect at modest compensation, that they will go into something which has been determined intelligently as part of an overall program, is worth while and is needed. There is everything to be gained by inspiring that kind of Federal program for a change instead of the other kind that says we are going to solve the whole problem for you.

All this program is doing, it seems to me, is offering the help at very little cost of those who are willing to do their bit, not for compensation but because of their belief and their conviction. Not only will younger people coming out of college gain experience, but older people who no longer are active in earning a living can feel they are part of a worthwhile effort and that their life has a usefulness.

In a community you can go to an existing welfare agency or charity and offer your help and maybe drive the Red Cross car with soldiers to some place, but this program has a different type of focus and is a different type of effort. It is one that, I think, can tap this potential reservoir at very little cost, in a substantial measure and have an effective result.

Senator BURDICK. The thesis of your presentation this morning, Mr. Forbes, is that we have, and we know that we have, this supply

of enthusiasm and dedication, and this program for a small amount of money will harness that enthusiasm and dedication?

Mr. FORBES. That puts it very well. It took me a long time to try to say it.

Senator BURDICK. I have one more question. As publisher and editor of one of the leading financial magazines of the country dealing with investments, would you consider this a good investment in the United States?

Mr. FORBES. If it had stock on the market, I would like to buy some.

Senator WILLIAMS (presiding). I certainly regret that I could not be here, Mr. Forbes, for all of your statement. As a matter of fact, I had a meeting with the Chairman of the Securities and Exchange Commission, Mr. Cary, and abbreviated the meeting to get back here to hear you. I think it is significant that you come from an economic world where circumstantially it might be thought you would not be interested in this kind of program. Yet you certainly are. This, I think, is one of the keys to the nobleness of this program. People of thoughtfulness, whatever their occupation or walk of life, know that there are great human needs and know that there are many people who want to volunteer to help meet these needs.

I think you are a graduate of Princeton, are you not?

Mr. FORBES. That is right.

Senator WILLIAMS. There was a great deal of publicity given to some of the aberrations of the Princeton boys a couple of weeks ago.

I looked below the surface to see what the Princeton University students are doing constructively and it is a great record. The unheralded, untold story of the good work that these university students are doing in hospitals in Trenton, in some of the other institutions in the State, proved to me the truth of what we are saying in this bill, that we have, without headlines telling us, a great reservoir of people of of thoughtfulness and understanding and sympathy who would very willingly give a year or two of their time to this kind of work.

I have not been here but I am sure that is the story that you have been telling us.

Mr. FORBES. Thank you very much, Senator.

As I say, you and I have shared somewhat similar backgrounds in terms of our interest in public affairs. In this bill I gather there are difficulties, too. There seems to be some apathy and, secondly, the fear of more Federal activity.

It seems to me that the essence of this program should appeal to those whom I know so well and who are normally, I would say with justification, critical of some Federal activities. It should appeal to them as the type of thing and interest that they should be enthusiastic for and should encourage because it might be a means of meeting admitted problems, not with vast spending but by harnessing this tremendous reservoir as has been so effectively done by the Peace Corps.

So I hope your efforts are most successful and, if there is anything I and a lot of others can do, we will be glad to do it.

Senator WILLIAMS. I am grateful to you. Thank you very much.

Mr. FORBES. Thank you, Senator.

Senator WILLIAMS. We now recess the subcommittee until our meeting next Tuesday when Secretary Celebrezze will appear.

(Whereupon, at 12:30 p.m., the subcommittee adjourned, to reconvene Tuesday, June 4, 1963.)

NATIONAL SERVICE CORPS

TUESDAY, JUNE 4, 1963

U.S. SENATE,
SUBCOMMITTEE ON THE NATIONAL SERVICE CORPS,
OF THE COMMITTEE ON LABOR AND PUBLIC WELFARE,
Washington, D.C.

The subcommittee met at 10 a.m., pursuant to recess, in room 4221, New Senate Office Building, Senator Harrison A. Williams, Jr. (chairman of the subcommittee) presiding.

Present: Senators Williams (presiding) and Tower.

Subcommittee staff members present: Frederick R. Blackwell, counsel; Harry Wilkinson, associate counsel; Woodruff Price, research assistant; George Denison, minority associate counsel; and Robert Locke, minority research assistant.

Senator WILLIAMS. The subcommittee will come to order and again we will return to our consideration of the bill, S. 1321, a bill to provide a National Service Corps and to strengthen community service programs in the United States.

We are highly honored to have with us this morning the Secretary of Health, Education, and Welfare, Mr. Anthony J. Celebrezze. We look forward to your testimony this morning with a great deal of pleasure, Mr. Secretary.

STATEMENT OF HON. ANTHONY J. CELEBREZZE, SECRETARY OF HEALTH, EDUCATION, AND WELFARE

Secretary CELEBREZZE. Mr. Chairman and distinguished members of the subcommittee, I am pleased to be with you today to support S. 1321, the National Service Corps Act introduced by Senator Williams of New Jersey and 23 other Senators.

In his special message on youth, delivered to Congress on February 14, 1963, President Kennedy called for the establishment of a National Service Corps consisting of, "A small, carefully selected volunteer corps of men and women of all ages working under local direction with 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 or rural-poverty areas."

The bill before you today is a significant and important measure which has as its aim the strengthening of community service programs in this Nation. My experience as mayor of a large city has impressed upon me the importance of stimulating commuunity efforts in areas of critical human needs. I have observed firsthand how much can

be accomplished in projects such as neighborhood settlement houses working with young people, day-care centers for the children of working mothers, recreation and cultural centers for the elderly, and in programs such as "friendly visitor" services working with the sick and the disabled. Personal involvement of individual citizens working as aids to professional personnel in public and private programs plays a vital role in bridging the gap that separates many of our disadvantaged citizens from full participation in the life of the community.

As Secretary of Health, Education, and Welfare, I am daily confronted with problems of unmet human needs in locality after locality and with trying to find ways of providing the community services to meet those needs. In virtually every program area, there are critical shortages of personnel to carry out needed services—shortages of physicians, dentists, nurses, social workers, teachers, and many other persons. The National Service Corps program would recruit skilled and dedicated persons who would be willing to give a year or two of full-time service as assistants in these professions. Past experience has demonstrated the value of both voluntary efforts and the use of aids to professional personnel in the development of health, medical, social, and educational services. Nowhere is there greater need for expanded services than among economically, socially, and physically disadvantaged persons—persons for whom the Department of Health, Education, and Welfare has a special concern.

I strongly support the bill pending before you today because it is based upon the following fundamental principles:

(1) It would stimulate and implement—not supplant—local community efforts.

(2) No project would be undertaken without consultation with the local governmental authorities and interested nongovernmental groups and except by invitation from a responsible local public or private agency or organization.

(3) Projects would be well designed by the local agency sponsoring it and would be considered in terms of longrun value to the community.

(4) Careful evaluation of projects would be built into the program so that the experience of one community can be made available to other communities.

(5) Projects would be designed so that after a period of time they would be fully taken over by a local sponsoring agency.

It may be useful for the subcommittee to review a number of examples of the types of projects in the area of the Department's responsibilities in which the National Service Corps would be helpful. In health as well as in other fields, the United States today lacks adequate numbers of personnel to meet current and emerging needs of people. The Nation will have to tap all possible sources of trained manpower including part-time volunteers and full-time aides to the professional personnel. Service Corps members could provide valuable services in this area as aids to professional personnel in hospitals, nursing homes, and other medical facilities.

Expanded services are urgently needed in the fields of mental retardation and mental health. There are approximately 5.4 million mentally retarded persons in the population. There are about 600,000

resident patients in State mental hospitals in the United States. National Service Corps members could provide a wide variety of services to the mentally ill and mentally retarded both within and outside of institutions. They could assist professional staffs in mental hospitals in followup home visits, seeking boarding home facilities, and contacting relatives. They could work to strengthen educational programs for the mentally retarded under professional guidance. Corpsmen could provide human contacts—such as recreational services for mental hospital patients.

There are 4 million children under 6 years of age whose mothers work, and all the licensed day-care centers in the entire country combined today accommodate only 185,000 of them. There is a tremendous need for more day-care centers in practically every metropolitan area in the country. Assisting local public and private agencies to develop and initially staff day-care centers would be useful work for National Service Corps personnel.

The field of education offers valuable possibilities for Corps activity. Here, as in other fields, it is among the disadvantaged—the children of slum areas, for example—that the greatest challenges to community action lie. The school dropout rate is highest in the lower economic levels. Forty percent of the pupils entering fifth grade do not graduate from high school. Nearly one-third of those entering ninth grade are high school dropouts.

Studies of school children in the core cities of our 14 largest metropolitan areas have revealed that a third of them were so culturally deprived as to be incapable of learning by usual classroom methods. Only 31 percent of young people go to college—and this at a time when our whole economy rests upon mastery of complex technology.

In schools located in slum areas or in economically depressed areas, a Corps project designed to deal with the school dropout problem could utilize corpsmen as special assistants under professional educational supervision to perform activities such as visiting homes of dropout pupils, working with community agencies on dropout problems, and maintaining close relationships with potential dropouts. Mature retired teachers, serving as corpsmen, could provide tutoring service, remedial reading courses, and guidance and counseling.

There are an estimated 350,000 to 450,000 children under the age of 18 in migrant farm workers' families. More than half of these migrant children are from 1 to 4 years behind their age group in schooling. Their educational achievement is usually less than the fourth grade level. In rural localities having a large number of migrant children, corpsmen could provide services to farm migrant children, traveling with migrant groups and helping pupils adjust to new school or nonschool educational situations. They could assist in remedial work with children who are behind in school or who have language problems, or they could be assigned to regular school staffs during periods of large influxes of migrant children to assist classroom teachers with noninstructional responsibilities.

The problem of adult illiteracy impedes the success of many programs aimed at the rehabilitation and restoration to independence and self-support of the disabled, the unemployed, and the underemployed. There are 8.3 million persons in the United States with less than 5 years of schooling; some 22 million with less than 8 years of schooling.

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These so-called "functional illiterates" lack the background for effective performance as citizens, employees, and parents. Illiteracy is a barrier which must be overcome before many disabled persons can be restored to gainful occupations. Lack of basic education is a major cause for the unemployed to be disqualified for retraining under the Manpower Development and Training Act. In some areas, volunteers have undertaken programs to combat the problem. The National Service Corps offers an excellent vehicle for stimulating and expanding such efforts.

In our Federal-State programs of vocational rehabilitation, projects of the Corps may make valuable contributions as demonstrations in the vocational rehabilitation of the mentally ill, the mentally retarded, and the physically disabled.

Projects of the Corps could do much to demonstrate the role of the nonprofessional in rehabilitation centers as case aids, in vocational halfway houses as houseparents and recreation workers, in rehabilitation workshops as shop assistants, and in a variety of other helpful capacities.

I should like to point out that various program units of the Department of Health, Education, and Welfare have professional experts, consultants, and technical staff that could be of assistance to working out sound Corps projects. Moreover, the work of the corpsmen should be undertaken in a way that would enhance the effectiveness of existing departmental programs by providing an essential person-to-person bridge between the professional staff and the people in the locality who need services.

A vast manpower and womanpower resource, with wisdom, skill, and experience, exists in our elderly population. Many of these have now retired. Others will soon retire. Older people can bring to the Corps their wisdom, skill, and maturity. Among the men and women aged 60 and over, who will soon retire and are now active in the labor force, are: 126,000 schoolteachers; 36,000 lawyers; 3,000 dietitians and nutritionists; 18,000 college faculty members; 12,000 social, welfare, and recreation workers; 11,000 librarians; 32,000 physicians; and 43,000 professional nurses. There is a large amount of talent and experience among those retired people, who could make a major contribution to the Corps and at the same time inspire other older people to find a useful role in community activity.

It is important to bear in mind that many of the helping professions shortages are partially explained by the fact that so many members of the professions are mature and able women who have dropped out of the labor market to marry and make a home. Among the elementary schoolteachers, 10 percent of the professionals drop out each year; among professional nurses, 5 percent. Thus, there exists a large reserve of trained teachers, nurses, occupational therapists, and social workers, and a number of them would respond to a call to serve part time in their professional capacities.

So long as shortages of qualified service personnel exist in the United States, local communities will have little difficulty in finding useful activities for Corps volunteers that otherwise could not be performed by currently available staff. Use of corpsmen need not conflict with intensified recruitment and use of other volunteers and paid staff. On the contrary, if appropriately organized, the Corps would pro-

mote activties to strengthen community paid professional and volunteer services generally. Some Corps members may go on to careers as professional service workers. Corps projects could demonstrate the benefits to be derived from concentrated attention to community needs.

I believe that the National Serivce Corps program if put into operation will be successful and achieve the purposes of stimulating new and imaginative responses to human problems.

It would—

Open new opportunities for full-time service working with those Americans in greatest need;

Illuminate those needs so as to expand the attack on deprivation in the United States;

Motivate many more citizens to volunteer their services in their own communities, thus encouraging communities to help themselves; and

Inspire more people to choose professions that serve their fellow citizens.

This is the kind of program which this bill proposes, and this kind of program will accomplish important results in improving health, education, and welfare in all parts of the country.

I urge the favorable action by your committee on this important measure.

Senator WILLIAMS. Thank you very much, Mr. Secretary.

Your statement without amplification answers most of the questions that have been raised about this bill and some of the arguments suggested against it, but I would like to highlight the last part of your statement.

You have very comprehensively described situations where there are people who could be so markedly affected by volunteer help. The whole catalog is here in your statement.

People point to the fact that there is a vast need from the city slums to the rural slums and the hospitals and the dropouts, youngsters at home alone because their mothers work and all of the rest, and the argument is advanced that, before this monumental need, this Service Corps is, as they say, a drop in the bucket. It will not approach meeting these great social needs.

It seems to me that you have answered this with your final statement that the Service Corps could be a stimulant to others.

It seems to me that there still exists, fortunately, a great idealism in our country. There are people everywhere who respond in their own way to good work on a part-time basis.

We had a demonstration of that this winter here in Washington. We found some folks that were in very desperate need and decided to go down and fix up their homes.

I wonder if you could address yourself to that one argument that this program does not approach meeting the need.

Secretary CELEBREZZE. Mr. Chairman, of course the number of corpsmen, 1,000 the first year and up to a maximum of 5,000 at any one time, would not in any instance be sufficient to approach the total problem but it has this value. The basic purpose of this type of program, part of which I brought out in my opening statement, is to call the attention of the public to great needs in these areas, and

to serve as a catalyst, as a demonstration of what can be done in conjunction with the existing volunteer agencies with people who have certain basic skills, particularly those who have now reached the age of retirement and want to do something for their fellowman. But it has to be channeled in an organized way. By an organized way, I mean that there has to be an organization which can serve as the focal point to group these people together so that they can go into selected areas. These are not general areas but are institutions, migrant areas, slum areas.

Anybody who has visited these areas in this country knows that there is a great deficiency, that these people live under greatly deprived conditions. This then takes dedicated people who are not interested primarily in the monetary value but want to contribute something to their great country in an organized fashion just as is being done with the Peace Corps, which has brought us so much international good will.

I think that, with the number of people to be involved, all we can use it for is as a demonstration, hoping that at that point the local communities will then pick it up on their own and carry the program forward. A demonstration project is what it really amounts to.

Senator WILLIAMS. It seems to me that one person, if that person is the right person for this kind of service, can have a profound effect on a host of people; first those who need help and also those who could provide voluntary service to a program that is started.

You described to us one day how one person in Cleveland, a thoughtful person, sympathetic with the problems of young people, reversed the course of scores of lives of young people who were headed for delinquency and received the care and attention of one person. Now there is quite a record of achievement in that group of young men, is that not true?

Secretary CELEBREZZE. Yes. It is. I think it demonstrates it.

Let me give you the example of my daughter, who is a 15-year-old high school girl. She came home yesterday and said, "I have been going through your notes on the National Service Corps." She said, "I am not old enough. You have to be 18 but I want you to know, Dad, that today I went out and I am going to work on a farm this summer with mentally retarded children because I want to do something." This is a great spirit.

On the other hand, I know what can be done particularly in the slum areas of large cities which I not only had to live in but I had to live with as mayor of a large city. I know what can be done when one individual takes an interest in a group of young men, as you state. I think what this one schoolteacher accomplished with 12 boys whom she took under her wing, who were not quite sure where they were headed for, demonstrates this. Out of those boys came lawyers, doctors, a general in the Army, engineers, and one by a great stroke of luck became mayor of a big city and is now sitting before you. So that I have had the advantage of a schooteacher taking an interest in boys in a slum area years ago in the city of Cleveland.

I think it is that type of thing that we are trying to do in this country.

Certainly all of us cannot be engaged full time in many things as much as we would like, but we can give part of our time to charitable causes, to volunteer groups.

This is the type of thing that the corps is to do—to pull these things together. Because I am a great believer in the volunteer system in this country, having worked with many of them, I emphasize that this program is not intended to supplement the volunteer cause. It is intended to implement and be of assistance to that cause. Eventually this thing will phase itself out and the communities will have to take it from that point on.

Senator WILLIAMS. If this will embarrass anybody, we will take it out of the record, but I was told by someone, whose name I have forgotten that that woman in Cleveland was Miss Dunn.

Secretary CELEBREZZE. I just got a letter from her yesterday. Her name is Jessie Dunn. She is now in a home in Cleveland and is in her eighties.

Senator WILLIAMS. I was told by a man that she is one of the first people you call on when you go to Cleveland.

Secretary CELEBREZZE. Yes, indeed.

Senator WILLIAMS. Senator Tower?

Senator TOWER. First, Mr. Secretary, I would like to echo the welcome of the chairman in some small reciprocation for the welcome I received at your hands when you were mayor of Cleveland and I visited that city.

You noted in opening your testimony that you had observed firsthand how much could be accomplished in projects in settlement houses, day-care centers, et cetera, and by that I assume that you mean either by existing volunteer agencies or State and local agencies, is that correct?

Secretary CELEBREZZE. Yes.

Senator TOWER. Do you feel that existing State and local agencies and volunteer agencies are doing a good job?

Secretary CELEBREZZE. I think existing local agencies are not only doing a good job but an excellent job with what they have to work with.

Senator TOWER. You spoke also of utilizing the talents of people who had retired from teaching or the nursing profession or dropped out for one reason or other. Do not existing agencies already make use of those people in many instances, or are they not being utilized at all by any of the existing volunteer and State and local agencies?

Secretary CELEBREZZE. Yes, they are being used. For example, we had one group in Cleveland known as a Senior Citizens Council, a group of men who are accountants, and they formed a group to consult the mayor on financing.

This is volunteer work, but I do not think that we have completely tapped the vast reservoir of knowledge among the elderly that we can channel into this type of work.

Of course, as you know, although many retired people are financially well off, many of them are not quite so financially well off, and they would have to get some sort of sustenance in order to devote as much time to this thing as they would like to devote.

Senator TOWER. In your testimony and testimony of others who have appeared before us, quite a point has been made that a program of this sort would, as you say, illuminate needs, to expand the attack on deprivation, and motivate many more citizens to volunteer their services in their own communities. Does this mean that existing

agencies have failed to illuminate need and to motivate community activity or to stimulate individual initiative and responsibility in these areas.

Secretary CELEBREZZE. No. As I said a moment ago, Senator, the local volunteer groups have done an excellent job in the local community but their work depends strictly upon whether an individual wants to perform that type of work part-time, maybe an hour or two a day, or maybe serve 1 day a week at a hospital.

This program that we present to the Congress is much broader than that. We are actually talking about people, the majority of whom will devote full-time. These corpsmen will have certain skills. As a result of these skills, they will be able to absorb part of the load which the volunteer groups have not for various reasons been able to do.

I am a great believer in the voluntary system, Senator, and I have worked with them enough to know that they do a magnificent job, but I do think that here is a corps of trained people who will go into these particular areas rather than just the housewife, the mother, and the individual who devotes 1 hour or 2 hours or 3 hours a week or as much time as he possibly can.

Senator TOWER. Would you envision a highly centralized administration of this program to the extent that those who were going to work in slum areas, for example, would be centrally trained, and then deployed in various areas, or do you think it would be more effective if it were decentralized so that people who are going to work in specific areas, let us say in Cleveland, New York, or Chicago would be trained in those cities?

Secretary CELEBREZZE. There again, Senator Tower, it depends upon the amount of personnel that you have to spread over the great areas of this country.

I personally have always been an advocate of having people work with people whom they know. I think you get more out of them and have more confidence in them, but there are certainly instances, in which it is helpful to have an organization set up, to send one or two individuals from one community to another.

It seems to me that you get better results when the individuals have lived with the problem and understand the culture and background of the people that they work with. Those results are sometimes a little better, but you have to be flexible. Since you are going to have only a thouand the first year, ultimately 5,000, you have to be flexible in assigning them where the needs are.

Senator TOWER. Would it perhaps be more effective rather than to establish a program of this type, to establish a program of grants to local governments, for example, to train the personnel they need on the local level and use them as they see fit on the local level?

Secretary CELEBREZZE. I do not think a grant program in this type of thing would work out well at all, Senator. This requires a sort of massive attack on the level in which under the terms of a grant program, you would have to go into remote areas, Indian reservations, slum areas, many rural areas which do not have any machinery at all to cope with this problem, so that it requires a higher authority which could hire the personnel.

I do not think that in the areas that we are trying to reach a grant program would be of any value. Now, we have grant programs in our juvenile delinquency which go to the local communities. They are working with the established agencies but in the remote parts of this country, Senator Tower, you just do not have any facilities. You do not have much of an organization to cope with these problems.

Senator TOWER. Mr. Secretary, you brought up, I think, a very good point a while ago. That is that we had to have some degree of flexibility in this program. Do you think that, to maintain flexibility, there should not be too much control and direction at the top but rather more left to the discretion of local administrators or regional administrators who are more familiar with the problems in any specific or given area?

Secretary CELEBREZZE. Of course, the bill provides or at least states that it is the intent of Congress that the Corps will not go in except upon local invitation. The public officials will be consulted on it. In our analysis of the proposal I was one who insisted that as a practical matter the Corps had to be invited into the community either by a private agency or public agency before we could go into the community, because you cannot accomplish much in a community that does not want you there. For this program to work, you need the cooperation, you need the enthusiasm, you need the spirit of the people in the area in which you are trying to help.

If you go into an area where you are not invited, you are going to have difficulty.

So, it provides in the bill that the intent of Congress is to go in, and I quote:

> * * * upon local invitation and in cooperation with interested governmental and nongovernmental agencies.

That was a point that was well discussed at the time that we were analyzing this program.

Senator TOWER. Do you think the program could be potentially harmful if, say, a number of corpsmen went into the community and said, in effect, "The Federal Government has arrived and are on the scene and we represent the Federal Government, we are omniscient. We know how to resolve your problems. We have a monopoly on truth, so you local yokels had better let us tell you how the job should be done"? Do you think there might be danger in that attitude?

Secretary CELEBREZZE. No, you have a large advisory board established to analyze these particular problems and, so long as you have your citizens advisory board, I think you will have control of that situation.

Secondly, I do not think that whoever is going to run this program is going to fail to be careful in the selection of individuals they pick to send to these particular areas. Certainly one of the tests will be a degree of diplomacy. You do not get anywhere by walking in and shoving people around. You get much more accomplished by sitting down with people, conferring with them, and getting their cooperation.

Senator TOWER. Did the administration employ a professional staff in developing this proposal for the National Service Corps?

Secretary CELEBREZZE. Yes. I do no know whether the subcommittee has been provided with this brochure.

Senator TOWER. Yes; we have.

Secretary CELEBREZZE. It was done primarily on the existing staff within existing agencies. The President appointed a committee, of which I was a member, together with the Attorney General and the Secretary of Labor and some others. We met and analyzed and got reports, made inquiries, and based on that came up with our report. Most of the inquiries we made as to whether or not this type of program was needed that were returned to us were in the affirmative.

Senator TOWER. Have there been pilot projects?

Secretary CELEBREZZE. I do not know whether there have been pilot projects but we have in the report here some of the inquiries that we have from certain areas in the country who want us to go in and help and we tell you how we can possibly help them.

We have, for example, the Massachusetts Mental Health model situation. We have the Crawford Health model from Crawford Mountain, from Tennessee.

Senator TOWER. Does mental health seem to be a peculiar need of the State of Massachusetts?

Secretary CELEBREZZE. No, this was an inquiry from one of the mental health institutions in the State of Massachusetts.

I think perhaps that problem is pretty well spread throughout the country, even among us public officials sometimes.

Senator TOWER. So rather than have pilot projects, you have had these recommendations as to how you can be helpful in specific areas?

Secretary CELEBREZZE. Yes, plus the basic experience, that the Peace Corps has had in the years of its experience and action.

Senator TOWER. Thank you, Mr. Secretary.

Senator WILLIAMS. I have just one point. You did say that these social needs have been well illuminated; we know where the needs are and how we want to develop the program to meet them. As you indicated, I have been exposed for several years now to an area where we are just beginning to illuminate the need in the rural poverty where the migratory worker and his family live. I know this: That in my State people living in their settled communities within 2, 3 or 4 miles of migratory labor camps do not know anything about conditions there and the destitution, particularly, of the youngsters.

This program could do exactly that, illuminate the problem, describe the need to the community, and then start the machinery of care. These communities would respond in their own way, I am sure.

Secretary CELEBREZZE. As you get into these problems and as I said, Senator Williams, unless you see them, unless you live with them and perhaps have the point of vantage as public officials, we begin to see that, while we are still a great Nation and the standard of living is higher than in any other country, you can go down into the rural sections, the mountain areas, and slum areas, and you will hang your head in shame.

What we are trying to do is perhaps because of our actions of the past. That may be why there has been a great deal of deprivation among these peoples. We just have to think ahead. These people have to be helped. They have to be brought into the mainstream of economic flow or our assistance programs are just going to go on and on and on and on. The basic philosophy now in our Department in

the assistance program is not to just send a check but to try to rehabilitate and get them back into the mainstream of life.

I think the fact that last year we rehabilitated 107,000 people in vocational rehabilitation who now pay more in taxes than what it cost us to rehabilitate them is an example. Neglect that and these people are just going to perpetuate themselves.

Secondly, I think that as we analyze public assistance, which I had to do as mayor, and which I have to do as Secretary of Health, Education, and Welfare, we are trying to break the chains of perpetual poverty, perpetual assistance. These people have been there for many years. Unless we get in there and give them an opportunity to lift themselves up by their own bootstraps through a little guidance, a little consultation, then the problem is going to begin to magnify itself more as it has compounded itself in the past 20 or 30 years. So I think anything that we can do at a governmental level, because it takes organization to help these people, is helping the country as well as helping them, because our purpose is to bring them back into the economic lifestream of this Nation. You are certainly more experienced in migrant workers problems than I am, but you cannot, as you visit these camps, as you visit the backwoods, help but just wonder, is this America? Is this the America that I have been taught about in school?

I think something has to be done and this is one of the things. This is not intended as a cure-all for all of the evils of the world or of the country, but it is one of the ways whereby people, particularly in the elderly group, who can be organized, who are willing to go into these areas not from a monetary point of view but just as a service, just as you go into the Army or Navy to give 1 or 2 years' service to your country. Many people want to do that kind of thing and I keep emphasizing this because I am a great believer in voluntary service that this is to supplement, and has to work with the voluntary agencies, and I emphasize working with the voluntary agencies.

Senator WILLIAMS. I have just one final observation. Senator Tower wondered whether there have been any demonstration projects. I do not believe there have been.

There has been a study to build up the program. We did demonstrate a similar effort last summer with some volunteer students from Douglas College who went to a migratory labor camp and started a day-care program. It worked very well.

We went down and observed. Something great and new had come into the lives of these youngsters. They were learning to swim. They were guided in recreation and crafts, and it was good, but the tragedy is that this was being done by volunteers from college who obviously were going to go back to their university at the end of the summer and the kids had no other volunteers to pick them up at the next stop along the way.

The advantage of this program, I think, is to know that it would be an on-going program.

Secretary CELEBREZZE. You have a continuity here that you do not have in the type of thing you speak of, Senator. You have a continuity of at least 1 or 2 years.

Senator WILLIAMS. Your testimony this morning has been very helpful.

Senator TOWER. Sometimes I think that in our various programs and efforts we get a little administratively topheavy. I have heard some complaint on the Peace Corps, not complaint on the job that they happen to be doing out in the field, but the fact that there are too many administrators in relation to the number of actual line functionaries out in the field.

Would you envision keeping the ratio of administrators very low as compared to the people actually out in the field doing the work?

Secretary CELEBREZZE. First, I do not know who is going to administer this program but, as an administrator, I would say that we are always cognizant of that fact of keeping our cost factor down, keeping unnecessary personnel off the payroll, so that, with the moneys that are to be available to them and the magnitude of the job, I think they will have to be very frugal in the expenditure of the funds, and I presume whoever handles this program will work along those lines.

You can get topheavy with too many generals, as we say, but anyone who has had administrative experience, I assume, can handle that problem.

Senator TOWER. Thank you, Mr. Secretary.

Senator WILLIAMS. Your statement this morning has been most helpful, Mr. Secretary, and surely eloquent.

Secretary CELEBREZZE. Thank you.

Senator WILLIAMS. We have no further witnesses this morning so that we will adjourn to reconvene tomorrow morning at 10 a.m.

(Whereupon, at 10:50 a.m., the subcommittee recessed to reconvene on Wednesday, June 5, at 10 a.m.)

NATIONAL SERVICE CORPS

WEDNESDAY, JUNE 5, 1963

U.S. SENATE,
SUBCOMMITTEE ON THE NATIONAL SERVICE CORPS
OF THE COMMITTEE ON LABOR AND PUBLIC WELFARE,
Washington, D.C.

The subcommittee met at 10 a.m., pursuant to call, in room 4200, New Senate Office Building, Senator Harrison A. Williams, Jr. (chairman of the subcommittee), presiding.

Present: Senators Williams (presiding) and Burdick.

Also present: Senator Randolph (member of full committee) and James Clay, administrative assistant to Senator Tower.

Subcommittee staff members present: Frederick R. Blackwell, counsel; Harry Wilkinson, associate counsel; Woodruff Price, research assistant; George Denison, minority associate counsel; and Robert Locke, minority research assistant.

Senator WILLIAMS. The subcommittee will be in order, please. We convene the subcommittee that is considering the National Service Corps. Mr. Shriver, we are pleased to have you with us this morning. We have had 3 days of hearings. We heard from Secretary Wirtz, Secretary Udall, the Attorney General, Secretary Celebrezze, and we are particularly pleased to have you with us this morning. As you know, the worldwide response to the Peace Corps has encouraged us greatly that we can at home meet many, many social and human needs through an analogous volunteer program of service. That is what the National Service Corps is. The testimony that this subcommittee has heard has given us much more encouragement that we can be as successful here at home in meeting human needs as you were with your people abroad. We welcome you. We are very pleased to have Senator Randolph with us this morning. Senator Randolph, I think you wanted to greet Mr. Shriver.

Senator RANDOLPH. Yes, Mr. Chairman. I appreciate the opportunity to sit with you during a portion of this hearing. It is my privilege and responsibility to share with you and other Members of the Senate the sponsorship of this very important legislation. It is imperative that the Congress give very early attention to the enactment of the measure. I compliment you on your vigorous leadership in connection with this bill and these hearings. We are interested in a knowledgeable background from which to move forward with this type of legislation. We recall the action on the Peace Corps, and the remarkable record which it has made under the inspiring leadership of Mr. Shriver.

It is appropriate, Mr. Chairman, for me to include at this point, comment which I made in presenting Mr. Shriver to a West Virginia audience on May 28, 1962. I quote:

> Youth will find opportunities to participate in the struggle to achieve for mankind a better way of life and to bring forth understanding among the peoples of the earth. In each instance his individual way will contribute to the sum total of this effort and each role is important. We remember the words of Edward Everett Hale: "I am only one, but still I am one. I cannot do everything, but still I can do something."

This determination to serve has characterized the Peace Corps. Here we have individuals joined together with a common purpose. We express a deserved compliment to the Director of the Peace Corps and we recall the achievements which have been wrought under this program. Before Mr. Shriver testifies, perhaps it is good to know that he has had a rather different approach at times on Capitol Hill in connection with the explanation of his budget. He has been critical at times of the expenditure of moneys. I believe that he has also lived within the amount which has been given to the Peace Corps by the Congress. I do not think there have been many mistakes in the Peace Corps program or errors of judgment in its administration. I like the attitude of Mr. Shriver. When he found a function that was not necessary, he said so. He has been very forthright and frank in cooperating with the Congress.

I am personally and officially happy to be with you, Senator Williams, and to hear testimony favorable to the pending proposal for a Domestic Peace Corps.

Senator WILLIAMS. Thank you very much, Senator Randolph. For the other reasons we have a great affection for Mr. Shriver. In developing the Peace Corps legislation, I don't think there was a congressional waiting room that Mr. Shriver didn't wait in for a Member of Congress. We certainly appreciate the man in charge coming here to talk with us about the program we are discussing.

We are highly honored to have you talking about the National Service Corps. Now the forum is yours, Mr. Shriver.

STATEMENT BY HON. R. SARGENT SHRIVER, JR., DIRECTOR, THE PEACE CORPS

Mr. SHRIVER. Thank you very much, Mr. Chairman, and thank you, Senator Randolph. I have a brief statement. With your permission I would like to insert it in the record. I would like to thank you for the opportunity of expressing my own personal views on this proposed legislation because the idea of the National Service Corps, it has been said, grew out of the Peace Corps experience. I suppose that is basically correct. But I think it is also well to know or to recall that the idea of the Peace Corps itself was not a new idea. Voluntary individual service has always been a fundamental moral force in our society. The Peace Corps is now 2 years old and in that time we have made some discoveries not only about the people in other lands but also about our own people.

We have learned that Americans are not selfish and soft as some alleged they were becoming. We think we have learned that experience shows that "idealism" and "pragmatism" are not contradictory terms and that neither is foreign to the new generation of Americans.

We have learned that human ideals and enthusiasm are not static qualities. They cannot be measured in any statistical sense. We have found in the Peace Corps that the desire for action is contagious, and I, personally, believe that we have yet to feel the full repercussions of the Peace Corps stimulus in the broad area of voluntary services within our own country and abroad. Service to one's country in the past traditionally has been thought of most of the time in military terms. But the desire for a relevant peacetime service is a genuine one also. The outlet for that type of peacetime service, however, has been quite limited. The Peace Corps has provided a vital and effective outlet for the desire of many Americans to serve their country and the cause of peace at the same time. I believe that a similar effort can work within the framework of the proposed National Service Corps. Applications for Peace Corps service have increased each year since the Corps was started. Right now they are running somewhere between 250 and 280 percent ahead of 1961, which is the year the Peace Corps was inaugurated.

I believe that thousands of other Americans will be attracted to join the National Service Corps. All around us there is tangible evidence of the dynamic American spirit. I think that the Peace Corps experience proves that individual Americans are willing to serve and to sacrifice, if necessary, to be of use to their country at home or abroad. I hope that the Congress will give these Americans, who do wish to serve, a chance to do so here at home just as you have already given the chance to serve overseas. Thank you very much.

Senator WILLIAMS. Thank you for your very fine statement.

It might be helpful for us to know something of the work of the Peace Corps that you administer. First of all, you say the applications for Peace Corps service are running 280 percent above 1961 in the numbers of people who are applying. Could we know the actual number?

Mr. SHRIVER. I would be glad to submit, for the record, a specific count. The number of applications received in 1963 for service in the Peace Corps, referred to in the testimony, was: January, 4,508; February, 2,989; March, 3,311; April, 3,826; and May, 3,174. These are fully completed applications. We get anywhere from the neighborhood of 20,000 to 30,000 inquiries a month from people who are interested in the possibility of joining with the Peace Corps. I think that last figure is probably more relevant for this committee's consideration than the first figure. The reason I do is based on the following facts: People will perhaps write to us and say they are interested in serving in the Peace Corps. Then when they find out what the conditions of service are and the kind of requirements we have, they might decide not to join the oversea Peace Corps. For example, we have certain medical requirements which would not be relevant to the United States. Let me give you one specific example: We won't take anybody who has asthma. There is nothing the matter with having asthma if you are near—as you would be in the United States—medical facilities to take care of you in case you have an attack. But we don't want to run the risk of sending such a person or a diabetic person overseas. If an applicant applied with either one of those two physical disabilities or inquired having those disabilities they probably would never apply for the oversea Peace Corps. But they could be very useful in a National Service Corps.

Similarly, they find out that in most of our programs abroad that the capacity to learn a foreign language is essential. Some people are very able people but don't happen to be able to learn a foreign language. Yet, they would be very useful persons working domestically within the United States. So I think that the number of inquiries that come to the Peace Corps about services in the Corps is probably more relevant to considerations here today than the number of applications. But the fact is, as I said a minute ago, that the applications, that is, fully completed applications, have been running around 4,000 a month all of this calendar year. I personally think in the calendar year 1963 the Peace Corps will receive somewhere between 35,000 and 45,000 fully completed applications, of which we have proposed to Congress that we select 6,500 for service abroad. So if we had 45,000 applications and we selected 6,500, there would be 35 or more thousand people who want to serve their country through the Peace Corps who would not have the opportunity to serve in the overseas Peace Corps.

In the first year, 1961, there were only 12,000 applications to the Peace Corps; that is, fully completed applications to the Peace Corps. So you can see that there is a substantial percentage improvement.

Senator WILLIAMS. I know wherever the Peace Corps is working and wherever they have gone they are certainly doing magnificent work. I was in Nigeria in November, and one of the first questions I asked there was how the Peace Corps folks were getting on. I think there were a hundred there at that time. The folks that I talked to said we could use 300 immediately. I came back here and told you that and you said it just happens we are just sending another 200 teachers to Nigeria.

Yesterday Secretary Celebrezze many times suggested that people in retirement could be very useful in this National Service Corps and probably would be eager to serve. What has been your experience as to older people in terms of their desire to volunteer for the Peace Corps?

Mr. SHRIVER. First of all, we get a substantial number of applications from older people. Unfortunately, I don't have the specific number, but we have literally hundreds of applications from older people for services abroad. I think Seceretary Celebrezze is correct, that there would be a substantial number who would volunteer for the National Service Corps. I think moreover that the National Service Corps might be able to utilize older people more effectively than we can. Again I might point out some of the difficulties of using older people in our operations which would not apply, I think, to the National Service Corps. First of all, there is a language difficulty. It is a fact, I think, that people who are younger generally speaking can learn a foreign language quicker and more easily than people who are older.

So since we work in many lands where a foreign language is a necessity, it automatically reduces our flexibility of being able to use older people. Secondly, the living conditions abroad in many of the places that we work are rather onerous, and we are reluctant to send older people who may have physical disabilities to serve in places where that disability may run them a substantial risk. So that is a second factor that reduces our likelihood of using an older person. Third, most of the older people that apply are married couples. We insist on

both the husband and the wife being qualified to do a job abroad. It is sometimes difficult to place a married couple in a good working situation abroad and the difficulty is enhanced or increased when the married couple is in the fifties or sixties. That would not apply, I think, to such an extent with the National Service Corps. For these reasons, and there are probably others, I think that Secretary Celebrezze is correct in believing that there is a good likelihood that a substantial number of retired people or older people at any rate would apply for the National Services Corps and that they could be effectively used.

Senator RANDOLPH. Mr. Chairman, I am certain that we are in agreement that Mr. Shriver has been harnessing the enthusiasm and the vigor and often the very stimulating ideas of these youth and people of maturity in our Peace Corps program in the global effort. I am thinking how in a State like West Virginia, and in many other States, we have a real challenge, very frankly, to clean up our streambeds. We would be surprised, Mr. Shriver, if we would make a survey of America of the debris and the garbage which is dumped by what we call civilized Americans into the streams along the lakeshores and in our countryside. The roadsides of our Nation—I do not mean on our interstate system, Mr. Chairman—along many, many of our highways we find shacks, and I use that word advisedly, outbuildings, and these structures have no place along the roadsides of America. They are not being used. They are not only eyesores, they are contradictory to the cleanliness of the American people. Mr. Shriver, would you think that this is the type of activity, a clean-up-America campaign, as it were, that might be incorporated in the thinking of those of us who sponsor this bill, or do you think that is an area that should not be touched by such a Corps? Remember, health is involved here.

Mr. SHRIVER. I think that these programs, Senator Randolph, should respond to local initiative and local requests to the maximum degree possible. I would suspect that as at least a byproduct of the programs, some of these programs would have the result of cleaning up the areas where they are working. If they are working in a slum it would be to improve that slum externally and, we would hope, fundamentally. But I don't think it would be a good idea to put the National Service Corps primarily into the work of just cleaning up external debris or cleaning up polluted streams. I think it should have a more human quality to it than just the cleaning up of a stream. They have to work, I think, to be effective, with people.

When you work with the people the byproducts of that work frequently become a cleaner neighborhood, for example. But if you went in just to clean up a neighborhood I think that would be probably too narrow an objective to mobilize people to carry on.

Senator WILLIAMS. Could I suggest, Senator Randolph, that the measure which has passed the Senate and is now before the House and currently being considered by the Rules Committee, the Youth Employment Act, is designed to do this sort of community work, making the environment more livable and more wholesome.

I certainly agree with Mr. Shriver that this measure is using people as volunteers to work with human problems with people.

Mr. SHRIVER. I think in the Youth Opportunities Act undoubtedly there is a very intelligent use of the manpower because that is an em-

ployment measure, as I understand it, and a training measure. The National Service Corps, I think, to be effective—that is, to get people to volunteer—has to hold out to them the prospect of doing more than one thing, such as cleaning up. They have to be given the opportunity to use their own imagination when they go into a neighborhood to find out what is the first thing that needs to be done there, and then do that, and then perhaps move on to other things, such as the clean-up program.

I know at least this is true with our operations. If we attempted to tell the Peace Corps volunteers all over South America that their objectives were to clean up streams or suburbs and limited them to do that, we would not get the volunteers. I don't think that is a matter of sufficient emotional attraction or impact to bring people flocking in as volunteers. The magic, I think, and the difficulty of running one of these volunteers corps is that the Corps itself has to be able to attract volunteers. You can't draft them. We don't want to. You can't pay them. We don't want to. You have to give them something over and above monetary rewards, and you can't use compulsion.

Senator RANDOLPH. You challenge them?

Mr. SHRIVER. You challenge them. The idea has to be, I think, broader in scope than a single program would provide whether it is a cleanup program or any other single program, single purpose program.

Senator RANDOLPH. Mr. Chairman, I certainly share the expression of Mr. Shriver and the observations that you have made in this area. I realize that in the Peace Corps effort you have faced the language barrier. I know that is certainly true. We can understand that this would not be a problem, as you have indicated here, in the United States. But there are other barriers that still exist, aren't there, Mr. Shriver, that we must break down and these can be broken down by volunteers and persons with initiative and industry and certainly with vision. I think that the Corps, Mr. Chairman, here at home will find many areas of opportunity. The Congress, I think, will respond to this legislation. I hope it is reported very soon to the Senate.

Senator WILLIAMS. Senator, we thank you. The objectives of this program are unlimited, but the means are most limited. Under this program we hope within 2 or 3 years to have perhaps 5,000 people in service in the National Service Corps. It has been pointed out time and time again that the needs are immense and the program is limited. I wonder, Mr. Shriver, if you would agree with those of us who are sponsoring this measure that 5,000 carefully selected, qualified, thoughtful, and effective people could create through existing social machinery the means of meeting the need. Perhaps in some areas they would create the social machinery. For instance, in rural America where there is now no present service of this kind, they could be the stimulant that would bring other people from the community into voluntary services. Therefore, this 5,000 would be a multiplier for many others.

Mr. SHRIVER. I do agree, Mr. Chairman, that they can be a stimulant. I think some of our experiences may be relevant to reaching a conclusion on that question. After all we had some of the same misgivings that are expressed in those questions. People said and

some still do, what difference does it make if you send 21 people to Salvador? There are over a million people in El Salvador. What difference would 21 people make?

I received this morning a pen, like this, a ballpoint pen which was used a few days ago to sign the legislation in El Salvador to create the El Salvador Peace Corps. This El Salvador Peace Corps will be composed of El Salvadorians who will go out to work in the rural areas and I suppose perhaps in the slum areas of El Salvador alongside of U.S. Peace Corps volunteers. That effort would never have come about if this mere handful of 21 Peace Corps volunteers had not gone to El Salvador.

It has also undertaken to create what they call teaching brigades which are composed of about 7 people who go to live in a small village for at least a year. That team consists of a doctor and a social welfare worker, a psychiatric worker, I suppose, if they had one, nurse, people who are versed in basic education, a sanitary worker and so forth. On each one of those teams there will be two U.S. Peace Corps volunteers. The point is, however, that there will be five El Salvadorians working on those teams. I don't think those teams would be able to either exist or certainly not to expand all over El Salvador without the stimulus that "a mere handful" of U.S. Peace Corps volunteers are able to give.

I think that it is perhaps relevant to refer to what has just been going on in the last week out in Indonesia. Indonesia has 100 million people approximately. We sent 19 Peace Corps volunteers to Indonesia. There were over 30 newspaper articles that appeared on the day and the day before of the arrival of these Peace Corps volunteers, attacking the arrival of these 19 people. The people who are attacking the volunteers, 19 of them, for coming to a nation of 100 million people, must think that these 19 people will be able to create a great impact in that country. Otherwise they wouldn't bother to attack them. It is the catalyst, it is the inspiration, it is the quality of the work that they do, the way they do it, which becomes a symbol for all the other people in the community to live up to. The Philippines is another example. We have a substantial number of people in the Philippines, but as a result of the Peace Corps being there, the first free day camp for underprivileged children in the history of the Philippine Republic has been established. Most of the work there has been done by Filipinos. But if there had not been 20 or 30 Peace Corps volunteers, free and imaginative enough to get it going, it would never have been started.

Now the Filipinos according to the Vice President of the country are very pleased with themselves for having taken on this work and they are going to carry it on themselves. I could give examples like this all around the world which I think depends to—I think tends to substantiate the position you have taken, namely, that a relatively small number of people can have a very creative influence in a large population.

It is sort of like yeast in a loaf of bread. You don't put much yeast in there, but the bread rises and becomes a loaf because of a very small amount of yeast. You won't have the loaf of bread if you didn't have that little bit of yeast.

Senator WILLIAMS. For those of us who sponsor this bill, this was our hope. I can't imagine any testimony that could encourage us more in what we hope this program, small in terms of people, will do in stimulating a great response to human needs across the country.

Mr. SHRIVER. One of the great things in human endeavor is to show that something can be done. Then suddenly everybody can do it. Not everybody, but a lot. The classic example in support is the 4-minute mile. Nobody could run the 4-minute mile. It was impossible. It was like the sound barrier. Suddenly somebody broke to 4 minutes, broke the 4-minute mile and now a half dozen fellows run it. They don't even talk about it much anymore. But somebody had to show that it could be done.

Senator RANDOLPH. Mr. Chairman, I think we are all faced with the situation so often where a certain number of persons—I think they are a necessary evil at any level—who frankly desire only the status quo and that is as far as they wish to go. Then there is a second group who see certain needs and jobs to be done but they never associate themselves with the doing of these tasks, and they always say, such and such a person is employed to do that. He is paid to do that. So they absolve themselves from any of this constructive effort which goes beyond the so-called paid personnel. Then there is that third group, and I think they are volunteers, the present Peace Corps and the contemplated volunteers of the National Corps, who, as Mr. Shriver said, literally join hands and say let us do the job and they move into the areas of great need. I am helped and I am sure we all are by the testimony given today.

Senator WILLIAMS. I certainly am. Senator Tower could not be here today. He has been very helpful in the hearings, has been at all of our hearings, and has expressed certain concerns. Some of the questions I have asked are questions similar to those that Senator Tower has asked. I am sure that your testimony will be most helpful to Senator Tower in his evaluation of this program. While he is not here today, his assistant, Mr. Clay, is. Do you have a question or two?

Mr. CLAY. I wanted to raise the question that Senator Tower raised yesterday, because I feel certain that Mr. Shriver might like to comment on it for the record. In reading from yesterday's record, Senator Tower asked this question of Secretary Celebrezze, and the Secretary was unable to answer it and obviously you will be able to. This is the quote:

Sometimes I think that in our various programs and efforts we get a little administratively topheavy. I have heard some complaint on the Peace Corps, not complaint of the job that they happen to be doing out in the field, but the fact that there are too many administrators in relationship to the number of actual line functionaries out in the field. Would you envision keeping the ratio of administrators very low as compared to the ratio of people actually out in the field doing the work?

Mr. Shriver, would you comment on that for the record for Senator Tower's enlightenment?

Mr. SHRIVER. Yes, I would personally envisage keeping the number of administrators low as compared to the number of people in the field. I would like to take exception to the allegations that the number of administrators in the Peace Corps is high as compared to the number of workers in the field.

Mr. CLAY. How many personnel do you have working in your Washington headquarters, approximately?

Mr. SHRIVER. There would be today about 800 including all kinds of people, people on detail, temporary people, people whom we hire in summertime because of a large input of people and they are let go in the fall. The worldwide ratio of all people, including all people overseas, including nationalists of foreign countries, including anybody who is even on the payroll for a day or two, including people who are consultants on a wage basis, versus the number of volunteers today is one person in administration work to every seven volunteers. By Christmastime that figure will be about 1 to 10. Many people who are supposed to know something about administration say that is much too thin in administrative backstopping for volunteers. You may remember that in World War II it was said that there were 35 men or 35 people behind every man with a gun. We are trying to twist that around the other way and say there will be 10 people in the front-line for every 1 person behind them.

The danger is not that we have too many administrators, but the danger is that we may have too few. Overseas, for example, the ratio right now in many countries, or maybe even on a worldwide basis, is 1 administrator for every 50 volunteers. Our problem is not having too many people out there with the volunteers. Maybe it is having too few.

Mr. CLAY. Mr. Shriver, in another area of administration Senator Tower observed in the 1964 budget estimates the Peace Corps has requested or the administration has requested for the Peace Corps obligational authority of $108 million. Of this sum, and again referring to the 1964 budget appendix, it appears that approximately $25 million is going for salaries. This would leave approximately $84 million, which is in the nature of backup funds or administrative funds of some sort. Going further, and I know you want to comment on all of this, in the hearings in 1961 the figure of $5,000 was used as an estimate of the cost per Peace Corps member. That is a figure you used, although I would certainly observe for the record that you were not at all firm about it because there were so many unknown factors. But you did mention that particular figure. On the basis of the 1964 budget estimates, which, I repeat, are $108 million and 13,000 volunteers, this comes out to something over $8,300 per volunteer. I wonder, sir, if you would care to mention some of the factors that resulted in increased cost?

Mr. SHRIVER. Frankly, I don't get the flow of information which leads up to the last sentence because the costs have not increased. In fact, the costs have decreased. The statements therefore that you made at the beginning to me at any rate don't add up to the question that you have asked. I will be glad to talk about all the costs of the Peace Corps if you would like me to, including the ones you have just discussed. But they don't add up to increased costs.

Mr. CLAY. Perhaps I didn't state it clearly. I don't want to pursue it to the point of being a nuisance about it. However, I did mention that the estimated cost was $5,000 per volunteer in 1961 and the 1964 budget cost works out to be $8,300 per volunteer. I wonder what factors contributed to that difference?

Mr. SHRIVER. Let us get the record straight on those factors. From the very beginning of the Peace Corps we estimated that the total cost per volunteer per annum to the American taxpayer would be approximately $9,000. We made that estimate before we ever had enlisted, so to speak, any Peace Corps volunteers anywhere. The actual figure after 2 years of operations is $9,079 per volunteer per annum worldwide. The figure of $5,000 was never used under any circumstances about any volunteer for the U.S. Peace Corps.

Mr. CLAY. I am sorry, perhaps I misread the record. Because in reading the record of your testimony perhaps it was a misprint but I thought it said $5,000.

Mr. SHRIVER. No; I don't think that actually is in the record because we tried to keep the record pretty clear. Unless it was a typo in somebody else's copying from the record, the figure of $5,000 per volunteer will not appear in any testimony before this Congress. The fact of the matter is that we have been very lucky in the experience turning out to be $9,079 when the prediction was $9,000. The factors which went into that changed a little bit. For example, we may have underestimated the total amount of expense for health purposes and had a complementary mistake in some other element. Today we spend a lot more for training Peace Corps volunteers than we anticipated we would. But the fundamental figure of $9,000 was the guess or estimate when we started and it is the actual operating figure after 2 years of operations.

In terms of administrative costs, in the first year our administrative costs were as high as 33 percent because we relate all of our costs to the individual volunteer. In the 1964 figures that you are talking about, the administrative cost is 19 percent. So that the actual cost of administration for the U.S. Peace Corps have been going down and they ought to go even further in 1965 if the Congress gives us the money to increase the total number of volunteers serving and obviously, to put it an obvious way, the day the first volunteer joined the Peace Corps, the total administrative cost of the volunteer could be put against that one man. So to enlist that first man probably cost $1 million or more, maybe $5 million. It is like the first production model of a very expensive airplane. We read in the papers about the fact to get a prototype model of a high supersonic bomber will cost $3 million to get one. That is the first one. But every time on a mass production basis you add to it you reduce the unit cost. We have reduced the unit cost. So that today only $2,000 out of the $9,000 is for administrative purposes, and $7,000 out of $9,000 is for program purposes. That is even better than what we predicted. We predicted it would be $7,500—excuse me, $6,500 versus $2,500. That is what we predicted. We thought the administrative costs would be higher than they have actually worked out to be. So I don't know where those figures came from but I don't think they are right.

There was another figure you used there which I think merits some clarification. I think you used it. A figure of something like $25 million for salaries. I think on this you ought to understand, and perhaps you do, that all of the reimbursement to the volunteers is included in that $25 million. Of the $25 million, only $10 million, approximately, is the salaries that are paid to the regular Government employees whom all of us call administrators.

Mr. CLAY. Let me make one more comment regarding the budget figures. We both used the figure $25 million for salaries, which is approximate, is it not?

Mr. SHRIVER. $10 million is the amount of money, approximately, for salaries of Government employees. The volunteers——

Mr. CLAY. Does that include the pay for the volunteers?

Mr. SHRIVER. No; $10 million does not. The volunteers get $75 a month.

Mr. CLAY. What is the total figure in the budget?

Mr. SHRIVER. I am trying to say that the total figure for salaries of employees of the U.S. Government is $10,151,200. The volunteers get an allowance, for example, when they are overseas, and they get a certain amount of money saved up for them when they come home. It amounts to $75 a month for every month of successful service or satisfactory service. That is not in our judgment, and has never been computed, as a salary. The reason it is not is that the Peace Corps volunteers are not employees of the U.S. Government except for a very few purposes. For example, they have the right to count the 2 years they serve as a Peace Corps volunteer as a part of Federal service toward retirement if after they get out of the Peace Corps they work for the U.S. Government. If they don't work for the U.S. Government, that obviously doesn't apply. While they are Peace Corps volunteers they get the benefits of the Federal Employees' Compensation Act for service-incurred disabilities. If they don't have any service-incurred disability, that goes out the window. There are about 25 or 30 other statutes which itemize the benefits that Federal employees get. None of these apply to Peace Corps volunteers. So the Peace Corps volunteers are not Federal employees in the accepted sense. They are a special classification of persons. That is why we call them volunteers. They are not employees.

Mr. CLAY. Mr. Shriver, I don't want to prolong this, but we still have not gotten to the $108 million. We have discussed 19 percent administrative cost. We discussed $10 million as salaries. I would appreciate very much if you would comment briefly on the overall cost of $108 million. Where does it go?

Mr. SHRIVER. I would be happy to. Last year when we came to the Congress and asked for $63,750,000, we explained to the Congress that that amount of money would enable us to bring into the Peace Corps service approximately 10,000 volunteers, which was the number that Congress authorized us to bring in. Congress, in fact, only appropriated $59 million for the Peace Corps. The consequence of that was that we reduced the estimate of what we could bring into service from 10,000, which was authorized, down to about 9,000. When we presented our budget to the Congress we pointed out, as I said a minute ago, that the per annum cost per volunteer is $9,000 when that person is fully on board and working a full year. If you take 9,000 or 10,000 or so volunteers and multiply it by $9,000, you will get what the total cost of the Peace Corps is or would be.

That is exactly what we said to Congress last year. We said if Congress authorizes a Peace Corps of 10,000 people, the total cost to the taxpayer will be $90 million. It is as if you order dinner, and it says at the top of it, it is a $5 dinner, and you get halfway through the dinner, and you say I want to stop now, the fellow still hands you a bill

for $5, because that is what you signed up for. Last year I didn't want to mislead anybody, so we said if we get the $63 million, it will be effective in bringing 10,000 people or so on board which the following year, namely, this year, will cost the taxpayer $90 million. So everybody knew exactly what they were buying. The reason for the $108 million is this. Instead of coming up here and asking for $90 million, we ask for $108 million, the purpose of which is to bring 3,000 more than the authorized number of volunteers into the Peace Corps, principally for services in Latin America.

This year we are asking for authorization for a Peace Corps of 13,000, not 10,000, the difference between the 90, which we would have asked for and the 108 is to bring those additional people into the service. Again we have pointed out to the Congress that if the Congress approves of the Peace Corps of 13,000, and appropriates money to bring it into being, $108 million will not be the final cost. Again you should take the 13,000 volunteers and multiply it by 9 or thereabouts to get what will be the full ongoing cost of a 13,000-man Peace Corps.

If Congress should authorize a Peace Corps of 20,000, again you take 9,000 or 10,000, if you want, multiply it by the total manpower and that is what the ultimate cost to the taxpayer is. We have made that clear each year.

Mr. CLAY. Thank you very much, sir.

I notice in this staff study or prospectus that is published by the administration, information on the proposed national service program, that the estimated annual cost per corpsman is figured at $4,100, which is a very substantial difference with your annual cost per corpsman. I can readily see where there might be some savings in the cost of education and training and some savings in the cost of transportation. But that is less than half of the cost of a volunteer Peace Corps. I wonder if you would comment on that and perhaps mention some of the factors that result or might result in such savings.

Mr. SHRIVER. Let me say I have not studied this cost factor in detail.

Mr. CLAY. Then let me withdraw the question.

Mr. SHRIVER. That is all right. I will take a shot at it anyhow. Their training is 4 weeks. Ours is 12 weeks. We give three times as much training; to prepare a person for service overseas I think it is necessary. The factor of language training would indicate that you can't teach anybody very much language in 4 weeks. It is difficult enough to do it in 12 weeks. In 4 weeks it would be impossible. That is only one of the reasons, however, why our training program would be three times as costly as their training program. Second, our transportation costs obviously will be very much higher on a worldwide basis than their transportation costs. I have not studied the other figures here as I said a minute ago, but there is also a likelihood—I am not sure of this—that our medical costs would be somewhat higher than theirs because we are working in many countries where there are literally very few or no medical facilities at all and we have to supply whatever medical care is given.

So those are at least three factors which would be part of our cost that they would not have. I think also the National Service Corps has planned to have a very small staff, perhaps no staff—I am not sure about that—that is in the area where the volunteers are sent.

If they were to send volunteers to Illinois, my State, I don't think they would have to put a staff in Illinois comparable to the kind of staff we have to put in Nigeria or Ethiopia. Again that would reduce the cost per volunteer under their program versus our program. These are just off-the-cuff comments and I would be glad to do an analysis of that for you.

Mr. CLAY. I think Mr. Anderson will be here at a later date and he will no doubt have more detailed information. I do want to thank you very much, sir; and thank you, Mr. Chairman.

Senator WILLIAMS. I would think your transportation budget would be a very large factor.

Mr. SHRIVER. It is something like that thousand dollars per volunteer on a worldwide basis.

Senator WILLIAMS. Which of the expenses could we expect to be considerably less in the National Service Corps? How many nations are our U.S. Peace Corps people working in now?

Mr. SHRIVER. Forty-six.

Senator WILLIAMS. We don't want to delay you any longer. I think we should let you get back to the very important job you are doing for this Nation. You have certainly demonstrated this morning at the witness table why the Peace Corps abroad has the worldwide acceptance and gratitude of many millions of people.

Mr. SHRIVER. Thank you, Mr. Chairman. I might make one observation on a case that might be of interest to Senator Tower's assistant and it bears on the question of whether people would be qualified to serve in the National Service Corps who might not be qualified for the oversea Corps.

There was lady from Texas named Janie Fletcher in whom Senator Tower took an interest who was selected out, we use that expression, of the Peace Corps for service in Brazil. She was a rural home economics and agricultural extension worker with a lot of experience.

She was in her sixties. She was selected out of the Peace Corps principally because she could not get command of Portuguese well enough to work in rural Brazil. Actually to work in the rural area of the country you have to know the language better than to work in the city where people are perhaps more highly educated.

This lady protested about being put out of the Peace Corps and pointed to her long record of successful work in Texas doing agricultural work exactly of the type that we wanted to have done in Brazil. This person, Mrs. Fletcher, might be a very useful candidate, a successful candidate working in the National Service Corps but because of the language deficiency could not work in the overseas Peace Corps.

Since a great hullabaloo was made of that case at that time I thought it might be well to point it out as an example of how people could be used in a local operation and could not be used effectively abroad.

Senator WILLIAMS. How many Mrs. Fletchers are there across the country?

Mr. SHRIVER. That is the question I bring up. I think there are probably hundreds or thousands. I don't know. Thank you very much.

(The prepared statement of Mr. Shriver follows:)

PREPARED STATEMENT OF HON R. SARGENT SHRIVER, DIRECTOR OF THE PEACE CORPS

Mr. Chairman and members of the subcommittee, I thank the committee for this opportunity to express to you my personal views on the proposed National Service Corps.

It has been said that the idea of a National Service Corps grew out of the Peace Corps experience. This is basically correct. But the idea of the Peace Corps was not new. Voluntary individual service has always been a fundamental moral force in our society.

The Peace Corps is now 2 years old. In that time we have made many discoveries, not only about people in other lands, but about our own people as well.

We have learned that Americans are not selfish and soft. Experience has taught us that idealism and pragmatism are not contradictory terms and that neither is foreign to the new generation of Americans.

We have learned that human ideals and enthusiasm are not static qualities. They cannot be measured in any statistical sense. We have found in the Peace Corps that the desire for action is highly contagious, and I believe we have yet to feel the full repercussions of the Peace Corps' stimulus in the broad area of volunteer service. Service to one's country traditionally has been thought of in purely military terms. But the desire for a relevant peacetime service is real, too. The outlet for that service, unfortunately, too often has been limited. The Peace Corps has provided a vital and effective outlet for Americans' desire to serve their country and the cause of peace.

I believe that a similar effort can work within the framework of a National Service Corps.

Applications for Peace Corps service have increased each year. An increasing number of Americans of all ages are anxious to serve in voluntary positions. Applications are currently running 280 percent ahead of 1961.

Thousands of Americans can probably be attracted to join the National Service Corps. All around us is tangible proof of a dynamic American spirit. Peace Corps experience proves that individual Americans are willing to serve—and to sacrifice, if necessary—to serve their country at home and abroad. I hope you will give them the chance to do here what they are successfully doing overseas.

Senator WILLIAMS. Thank you. We can't seem to get out of Illinois this morning, from Mr. Shriver, from Chicago, and to Mr. Gleason, and I think you have a little Chicago in you.

STATEMENT OF HON. JOHN S. GLEASON, JR., ADMINISTRATOR, VETERANS' AFFAIRS

Mr. GLEASON. I was born and raised there.

Senator WILLIAMS. We are glad to hear from the heartland of our country. We are very pleased to have you here. I might say from your area of activity we have gotten a great deal of encouragement for this legislation.

Mr. GLEASON. Thank you, Senator.

Senator WILLIAMS. And we will have more. Proceed in any way you care to.

Mr. GLEASON. Would you prefer that I read the statement, Senator?

Senator WILLIAMS. Whatever you want to do.

Mr. GLEASON. I will read it then.

Mr. Chairman and members of the subcommittee, I appreciate this opportunity to present my views to this distinguished committee and to assist in its deliberations on legislation to establish a National Service Corps.

As a member of the President's Study Group, I wholeheartedly endorse this legislation. As Administrator of Veterans' Affairs, I wholeheartedly endorse it. But more than that, as a businessman, as a banker, as an Army officer, as a former national commander of the American Legion, and as a private citizen, I wholeheartedly endorse it. And I do so out of a deep personal conviction.

In my own city of Chicago, for example, I had the privilege of being active in local civic affairs on behalf of the Girls Scouts, the Red Cross, the Chicago Youth Foundation, United Cerebral Palsy, and the National Conference of Christians and Jews.

I was impressed over and over again by the response of our citizens to the various appeals. They were generous with their gifts of dollars, of course. But more impressive were their gifts of their time, talent, energy, and effort in volunteering for a multitude of duties and assignments. I am sure that all of you have had similar experiences in your own communities with the dedication of citizen volunteers.

It seems to me that the National Service Corps would provide a full-time, year-round outlet for similar voluntary citizen participation. The National Service Corps would serve as a focal point for marshaling and mobilizing, for concentrating and coordinating this great force of voluntary citizen effort.

The National Service Corps would provide an opportunity for Americans—young and old alike—to put out personal lifelines to millions of their less fortunate fellow Americans—that is, the sick, the deprived, the retarded, and the handicapped.

The power of our people to help others help themselves is an enormous untapped natural resource. The Corps—national in scope but local in character—would be the key to the purposeful development and utilization of this potentially great social force.

It would be applied at the many points of great need throughout the country, but only on the request and invitation of the community in need. Based upon our experience in the Veterans' Administration, such a program seems eminently workable.

The Veterans' Administration has had a relatively long experience in the purposeful and effective use of volunteers. Some 17 years ago, we developed a plan for citizen participation in the patient-care programs of our hospitals and domiciliaries. We worked closely with outstanding veterans, welfare, and service organizations. And today more than 108,000 volunteers serve in our installations in an average month. They serve in regularly scheduled assignments under professional staff supervison and guidance, and provide invaluable supplemental assistance, as an extension, never a substitute for, our professional staff.

We have youth volunteers, from high school to college students; we have senior citizen volunteers; and we have volunteers whose ages fall in between. They give many and varied services, including personal companionship, letter writing, reading to the blind, escorting or accompanying patients to therapy and to recreational activities, and providing direct services on the wards.

Certain of these services may seem minor, but they are part and parcel of the job of making whole the minds and bodies of veteran patients.

We consider volunteers an indispensable part of the VA medical team. As a part of this medical team, volunteers last year contributed almost 7½ million man-hours.

The service of VA volunteers to those who served has made a priceless contribution to the recovery of sick and disabled veterans. Their work is a significant demonstration of the use of the generosity, skill, and energy of people imbued with the spirit of serving and helping others.

VA volunteers, in the main, have been generally limited to the areas around the 169 Veterans' Administration hospitals in which they serve. The national need for volunteer aid is naturally much broader.

Indeed, our own need in VA for volunteers to serve veterans has spread beyond the confines of our hospitals. The mission of the Veterans' Administration is considerably broader than the treatment of a specific illness or disease.

Social readjustment, rehabilitation, and reabsorption of veterans in the community are also our major concerns. Many of these home communities are far removed from VA hospitals. Accordingly, we see a positive value in National Service Corps assistance beyond the hospital and directly in the heart of the community.

For, after a patient leaves the hospital, his home community becomes the stage where the crucial drama of successful or unsuccessful rehabilitation is played.

Within our hospitals, as I have already indicated, there is an effective program for community volunteer participation in patient-care activities. Outside of our hospitals, many of our returning veteran patients need the kind of help that only volunteers can provide in furthering their successful adjustment to the community, and, of course, this need is not limited to veteran patients. It is shared by patients of State, municipal, and private hospitals.

Perhaps the most needy group for posthospital community assistance are former psychiatric patients, older patients, long-term patients, and physically handicapped patients. There are community health and welfare agencies which afford veterans and others the opportunity to obtain needed financial, social, and psychological assistance outside the hospital.

But the demand for service far outstrips the resources of the helping professions. Just as volunteers in our hospitals bridge the gap between professional and other needed care, so, too, can volunteer service outside the Veterans' Administration and other hospitals help bridge the gap between the institutional environment and the community to which the patient is returning.

In many communities, however, there is no coordinated plan for volunteer services. Too often there is no focal point for the type of services needed by returning patients. Too often there is no cadre to launch a volunteer effort and sustain it. Too often a tremendous burst of local enthusiasm dwindles away in disillusionment because there was no one in charge over the long pull.

The National Service Corps program can be such a focal point, individual corpsmen can be the catalytic agents in the community who provide leadership for a community-based volunteer program. Members of the National Service Corps can be the initiators who pitch right in at any level of work and lead the way by their example.

With the National Service Corps serving as the focal point, volunteers from the community following their lead can provide a continuation of the community services that returning patients need.

These aftercare hospital needs, let me point out, are not insignificant. In fiscal year 1962, the VA alone made more than 75,000 referrals of veterans needing assistance for medical rehabilitation care outside the hospital, to established health and welfare agencies in their home communities.

To illustrate further the importance of aftercare needs, here are some findings of a recent survey made at 40 VA hospitals. We wanted to know which services were most needed by patients returning to the community. Following are the most important and in order of importance:

(1) Financial assistance.
(2) Drugs and medication.
(3) Friendly visiting.
(4) Employment of some kind—either sheltered, or part time or regular.
(5) Transportation to clinics, shopping, church, and so forth.
(6) Day-care centers and halfway houses.
(7) Protected living arrangements.
(8) Social group contacts.
(9) Recreation.
(10) Nursing-home care.

At least four of these after-hospital-care needs—friendly visiting, transportation, social-group contacts, and recreation could be met through a coordinated plan for providing volunteer services in the community through a focal point provided by the National Service Corps.

After such a program begins functioning in the community it could be extended to provide volunteer assistance in helping to meet such other needs on the list as employment, day-care centers and halfway houses, and nursing-home care.

In this period, we have gained much practical experience in organizing, training, and supervising volunteer groups, and helping them learn how to work with professional and technical personnel in furthering the treatment and care of veterans.

Thus, there is a great wealth of know-how in the Veterans' Administration for providing resource assistance to key corpsmen who would be providing leadership for community-based projects meeting the human needs of the community.

Moreover, because of lengthy experience in the volunteer field, we can assist materially in the training of corpsmen and community volunteers.

To me, the idea of a National Service Corps is based on the tradition of helping local communities help themselves. As I see it, the National Service Corps would do this by serving as a catalyst for community-based volunteer programs.

For request from a community, the National Service Corps man would go in and provide the skill and energy necessary to solve a locally identified problem. And when the community and its people were able to take over, the Corps would move out and move on.

Now, that sounds like a simple-enough and a sound-enough idea. At the core of it are millions of people—American citizens—who need help, many of them desperately—and other millions of people—also American citizens who want to help them.

If there is anything that differentiates our system of government from others, it is our concept of Government of, by, and for the people. Unquestionably, the National Service Corps will serve the people.

I believe in this legislation, because I am convinced it is good for all Americans—for the one in six who needs help, and for the other five who can give help.

I believe in this legislation because it is truly American in spirit. It reflects our faith in our ability—with God's help—to build a better America for ourselves, our children, and our children's children. This faith has so often been justified by our subsequent history, that I am highly confident of its prospects today.

Finally, I believe in this legislation because I know it will work. The 17 years of effective working relationship between VA hospitals and thousands of volunteers across this broad land of ours, which is a sample of what can be done, has been called "one of the best examples of our American democracy in action."

This legislation would extend the benefits of democracy in action to millions of Americans who are in need.

Senator WILLIAMS. Mr. Gleason, that is a magnificent statement. It is my mission to see that 98 other Senators read it.

Mr. GLEASON. Thank you, sir.

Senator WILLIAMS. I except Senator Burdick who is here now and who has heard it.

Senator BURDICK. Mr. Chairman, I would like to amend the statement you just made. I consider it a powerful statement on behalf of the legislation. I commend Mr. Gleason for it.

Mr. GLEASON. Thank you, Senator.

Senator WILLIAMS. We are deeply grateful to have the Administrator of Veterans' Administration here in support of this legislation. In terms of governmental size, your Department of Government is one of the largest, isn't it?

Mr. GLEASON. Probably the second largest in the Government.

Senator WILLIAMS. Next to the Post Office?

Mr. GLEASON. Next to Defense and Post Office, yes, sir.

Senator WILLIAMS. You have 106 hospitals across the country?

Mr. GLEASON. No, we have 169 hospitals and 93 clinics.

Senator WILLIAMS. We could use another one in New Jersey, by the way.

Mr. GLEASON. I hate to disillusion you, Senator.

Senator WILLIAMS. Make it an even number, 170. I was really surprised to hear the hours of voluntary aid that is brought to your work. 7½ million man-hours of voluntary service.

Mr. GLEASON. That is correct, sir.

Senator WILLIAMS. I don't think I will burden the record too much if I put in a little plug for my mother-in-law. She is a member of the Plainfield (N.J.) Symphony Orchestra and she and three others go to the Veterans' hospital and play classical music and to a packed house. I might say they use one of the smaller rooms.

Mr. GLEASON. Senator, thank her for the Administrator of Veterans' Affairs, will you, please?

Senator WILLIAMS. You know, we are very proud of Tom Williams, who was recently the award winner of, I think, the most efficient local Veterans' Administration office in Newark.

Mr. GLEASON. That is right.

Senator BURDICK. I might say we have some very efficient Veterans' hospitals in North Dakota.

Senator WILLIAMS. Hospitals plural. You have plural?

Senator BURDICK. We have plural in North Dakota, one in Minot and one in North Fargo.

Senator WILLIAMS. What is the population of North Dakota?

Senator BURDICK. Of course we have a wide area. Our State is approximately 200 miles in width, 400 miles in length, and the hospitals are situated strategically for the best possible care. Not only that, the Minot hospital is now being operated by the Air Force so it has a dual purpose and it works out very well.

Senator WILLIAMS. And the 200 by 400 mile State is ably represented by Senator Quentin Burdick, I might say. We have one somewhat technical question: The study group in its information booklet has described that the objective for health care of the volunteers in the National Service Corps—that the Public Health Service and Veterans' Administration facilities—will be used wherever possible for the health care of the volunteers.

Mr. GLEASON. Yes, sir.

Senator WILLIAMS. Will this be a burden to you?

Mr. GLEASON. I would like to amplify that, Senator, if I might. We are happy to do this for the members of the Corps, providing it does not interfere with our primary responsibility of taking care of the veteran. With that exception, we are happy to do it.

Senator WILLIAMS. You don't see this as a heavy burden. If it is a burden you would put it aside and deal with your first responsibility to the veteran?

Mr. GLEASON. Yes, sir; that is correct.

Senator WILLIAMS. Again, our deepest thanks to you, Mr. Gleason, for a magnificent statement as I described it and a powerful statement as Senator Burdick described it.

Mr. GLEASON. Thank you.

(Whereupon, at 11:30 a.m., the subcommittee recessed to reconvene at 10 a.m., Thursday, June 6, 1963.)

NATIONAL SERVICE CORPS

THURSDAY, JUNE 6, 1963

U.S. SENATE,
SUBCOMMITTEE ON THE NATIONAL SERVICE CORPS
OF THE COMMITTEE ON LABOR AND PUBLIC WELFARE,
Washington, D.C.

The subcommittee met at 10:15 a.m., pursuant to recess, in room 4200, New Senate Office Building, Senator Harrison A. Williams, Jr. (chairman of the subcommittee), presiding.

Present: Senators Williams (presiding) and Tower.

Subcommittee staff members present: Frederick R. Blackwell, counsel; Harry Wilkinson, associate counsel; George Denison, minority associate counsel; and Robert Locke, minority research assistant.

Committee staff member present: Stewart E. McClure, chief clerk.

Senator WILLIAMS. The subcommittee will come to order. My apologies for being a little late. We are very pleased to have now, at the witness table, William Anderson, who has been designated by the President as Consultant and Staff Director of the President's Study Group on the National Service Corps. I know Mr. Anderson has been very attentive at the hearings that we have had last week and this week.

We have had many very fruitful informal discussions, and now are pleased to have your observations on record, Mr. Anderson. I have observed your work with interest and admiration.

Mr. ANDERSON. Thank you, Mr. Chairman.

STATEMENT OF WILLIAM R. ANDERSON, CONSULTANT TO THE PRESIDENT AND STAFF DIRECTOR OF THE PRESIDENT'S STUDY GROUP ON A NATIONAL SERVICE PROGRAM

Mr. ANDERSON. Mr. Chairman, may I first introduce two of the staff members who are accompanying me here today: Mr. Richard W. Boone, who is consultant for program analysis, Mr. Boone is consultant to the President; and Mr. Stephen Pollack, on my right, is General Counsel to the Study Group.

Mr. Pollack is on detail part time from the Department of Justice.

PURPOSE OF TESTIMONY

Mr. Chairman and members of the subcommittee, thank you for this opportunity to testify in support of a National Service Corps. It has been my thought that the major purpose of my statement to the committee should be to present, as precisely as I can, just how a National Service Corps program would work as visualized by the President's Study Group.

In so doing, I hope to convey my strong personal belief that there is a way to translate this frankly idealistic concept into practical achievement—realizing, of course, that to make this bridge will require a great amount of effort and probably no small amount of experimentation.

THE NEED

I believe we need this progrom and we need it now. I have always been impressed by the depth of our national conscience. It has been expressed, repeatedly, by our willingness to go anywhere at any time to help the victims of natural disasters and by our many programs of public assistance on a worldwide scale.

Recently, we have seen this great national conscience demonstrated in another way. Consider Project Mercury where the attention of the entire Nation was focused not on the immense costs involved, not on how soon we could score a propaganda triumph, but upon the safety and well-being of one man.

The worth of the individual is the prime concern of a free democracy, and we do well to emphasize this point to ourselves and to others.

But while Gordon Cooper was so magnificently controlling the orbit of his capsule in space, millions in this country were and are left to orbit aimlessly in a vacuum of despair. A country which is technologically reaching for the moon cannot tolerate these conditions.

The circumstances are as ironic as they are startling. In a nation known as the land of opportunity, 1 in 6 lack opportunity. In a country where, as we like to say, "any boy can grow up to be President," 11 million boys and girls have very little chance of being useful citizens, much less President.

I do not believe that this means we have had a coronary of the American heart. But it does mean that the time has come for an EKG, a checkup, and perhaps some space age therapy right here at home.

Mr. Chairman, may I present a photograph which we took over in West Virginia of a little boy 6 years old in the first grade, living under extreme depressed conditions, with a family that has really no hope, a family living in a complete depth of despair. This photograph is visual evidence of one of the youngsters I am talking about. We say we would like to think he can become President, but under the present circumstances he can't.

And here, Mr. Chairman is his younger brother, 9 months old, the younger member of the family. This youngster is smart, he is bright, just as quick as he can be, but under these conditions, over a period of time, his hope will be lost. This picture shows the condition that this family is living in.

Senator WILLIAMS. This was taken at their home?

Mr. ANDERSON. At their home.

Senator WILLIAMS. Where is this home?

Mr. ANDERSON. In Calhoun County, W. Va.

Senator WILLIAMS. This certainly does describe their total poverty. These pictures remind me of so many scenes I have seen around the country in migratory farmworker camps. This family is not a migratory worker family?

Mr. ANDERSON. They are not migrants, no, Mr. Chairman.

ONE "INVISIBLE" AMERICA

At a time when we can bounce a radar signal off distant planets, American poverty and distress remain invisible to most of us. Just as beauty can mask ugliness, affluency can conceal poverty. In this regard public apathy can be traced to a vast degree to a lack of awareness rather than to lack of concern.

As a boy during depression days in Tennessee I traveled the backwoods country with my father who was in the lumber business. This was a time when a man was envied for his job requiring a 60-hour week in order to take home $4.50 on Saturday night.

The living conditions of many people were desperate, yet, I have seen worse conditions in 1963, in the mountains of New Mexico, West Virginia and eastern Kentucky, on an Indian reservation in North Dakota, and to some extent right here in Southeast Washington.

The poor in American society today—and by poor I mean the poor in money, body, or spirit—are in no appreciably better position than two decades ago, and their plight is hidden as it never was before.

BROAD OBJECTIVES OF A NATIONAL SERVICE PROGRAM

I believe that our more fortunate citizens want to do something about this situation, but first they must become aware of the problem and then they need to be shown the way. That is precisely the concept of a National Service Corps. In the broad sense, a national service program would accomplish several things:

First, it would help to raise the curtain on poverty and despair in the United States. The American people are not only entitled to know—they must know—about these circumstances so that our great material and moral resources can be brought to bear against these staggering human problems. Certainly we are not, as a people, afraid to face the truth. Neither are we afraid to reveal it to others.

Second, it would help to bring about a new and concerted nationwide attack on the causes of poverty and despair. There are many programs, public and private, directed at the results of distress; a national service program would be a call to all citizens to do something about the causes.

I believe it is possible that the example of one National Service Corps man could ultimately result in many citizens, not backing up, but extending out their efforts by devoting a part of their own energies and resources to helping the less fortunate to help themselves.

Third, it would reveal a new and needed national challenge. Automation and other factors have brought about increasing spare time. Social and economic progress themselves have led to a certain conformity. Young people desperately want and urgently require a challenge. Retired people want more than a lapel button and a monthly check.

The national service program would help provide a great new challenge to each of these groups and to others in between as well. Also, by providing to those who serve a deeper understanding of human problems, it would attract more people into the helping professions which are now so badly undermanned.

WHAT A NATIONAL SERVICE CORPS WOULD DO

In order that there be no misunderstanding, may I, at this time emphasize several points as to the character of this program.

First, the National Service Corps would work directly with people who are in great need, those who despite other public or private assistance programs still have a desperate need to be shown the way to a better and more productive life. Specifically, I am speaking of people included in five major groups.

A half million American Indians, most of them living on reservations. Their spokesmen cite, and I have seen, general conditions of illiteracy, high illness and death rates, substandard housing, and lack of employment opportunities.

More than 400,000 migrant farmworkers and their families who pick the Nation's seasonal corps. These people are denied decent income, housing, medical care, and education opportunities for their children.

Millions of families in the slum areas of our cities, many of whom are migrants themselves from depressed rural areas.

Millions in isolated rural locations, particularly in the Appalachian region, where the problems of education and job opportunities, substandard health and sanitation are severe.

And countless Americans in institutions or homes—particularly the mentally retarded and the mentally ill, who are unable to help themselves.

Finally, an overall category that cuts across each of the five areas—the children in these situations, the American children who need to have their horizons lifted, who above all need to be shown what their true potential is.

Second, a National Service Corps, as proposed, would not be an initiating agency. It would respond only to local invitation. It would operate only at the request of, and in cooperation with, local authorities and organizations. The motivation behind a request would have to lie within the community.

A request for a project might take one of several forms. It could not come from an individual but it could come from a local group with whom the corpsman would work—for example, the tribal council of an Indian reservation.

It could come from a group acting in the interest of those unable to help themselves—for example, the director of a hospital for mentally retarded children. In some instances, it might be a joint request made by a local group with whom corpsmen would work and a concerned agency—for example the development council of a small mountain community and a nearby college or university.

Third, the National Service Corps would cooperate with and at all times be supervised locally by the sponsoring group. The role of the Corps would be to supply and support trained, qualified corpsmen. The primary responsibility for project administration, supervision, and provision of necessary materials would lie within the local community.

Individual corpsmen, of course, would be responsible ultimately to the Director, but what is envisaged here is the flexibility which allows for, and encourages, on-the-site innovation.

Fourth, corpsmen would undertake meaningful tasks, appropriate to the fundamental problem addressed, and encourage, by their example and demonstrated know-how, others to do likewise. Extreme care would be taken in the administration of this program to insure that corpsmen are not utilized in perfunctory roles or cast into the mainstream of the many efforts already being made to put out the day-to-day fires of poverty and distress.

Corpsmen would not build, or renovate a house, or teach illiterates to read, or work with mentally retarded children unless they were at the same time teaching and inspiring others to do these things. This constitutes one of the unique advantages of the program: it is here that we believe a catalytic effect would set in and cause a chain reaction throughout the Nation.

Fifth, the program, by the kinds of projects chosen, would help to call attention to critical needs and demonstrate methods of attacking problems of national concern. One of the primary purposes of the National Service program would be to work on problems of national concern.

By calling attention to the problem, by motivating others to serve in their own communities, by demonstrating creative ways of dealing with problems, the project should have the potential of producing a catalytic effect on the locality, the area and the Nation.

WHAT A NATIONAL SERVICE CORPS WOULD NOT DO

The National Service Corps would not go anywhere except by local invitation. It would not send corpsmen to localities which have sufficient local programs. It would not displace workers nor compete with nor become a substitute for existing programs.

It would not become a "crutch" for any community—it would accept no project which does not provide for a timely phaseout so that corpsmen, upon the completion of their primary task, could be replaced by local counterparts.

LOCAL PARTICIPATION

Millions of Americans participate in the defense of our country on a part-time basis—in the National Guard, the Reserves, the ROTC, and various military schools, and recently in the civil defense organization. I believe that a National Service Corps could attract a similar broad base of participation because it has within its proposal structure all the elements of building a tradition and esprit in its own field of service.

There are indications that a considerable number of subsidiary forms of local participation would develop. Here for example are three interesting possibilities:

Colleges and universities which would become joint sponsors of a project would offer corpsmen, in appropriate instances, college credit and opportunities for scholarships.

Some local civic clubs would sponsor and support full-time National Service Corps counterparts so that when the corpsmen phase out of a local project, local volunteers would be available to take over.

There are indications that some companies would consider providing some special annuities for selected employees retiring and volunteering for service in the National Service Corps.

QUALIFICATIONS OF CORPSMEN VOLUNTEERS

Corpsmen would be a select group of men and women, including some husband and wife teams, carefully chosen for their ability, maturity, and willingness to serve effectively under austere, difficult, and sometimes even dangerous circumstances.

The rewards for such service are so intangible that only highly motivated individuals would apply. Medical standards would permit acceptance of some people with nondisabling handicaps. The minimum age is set at 18; there would be no maximum age.

Our emphasis would be on quality and not on building up the strength of the Corps to some numerical ceiling within a certain time.

TRAINING

Training would be from 4 to 6 weeks, intensively conducted during a 6 day week. For the most part, it would take place on the campuses of established colleges and universities and in institutions. Instruction would be tailored to the specific project to be undertaken. The final selection of persons for enrollment would come only upon satisfactory completion of training.

ADMINISTRATION

The National Service program would be administered by a small, highly competent and motivated staff. This group would be kept compact but effective by several means. Part-time personnel would be used where possible, rather than employing full-time individuals every time the need for a new area of competence develops.

The National Advisory Board provided in the bill would be of special help in this respect. The many services which are readily available from existing Federal and local departments and agencies would be utilized. For example, the Post Office Department would be helpful in recruiting volunteers, the Civil Service Commission in examining them, and the Public Health Service in providing their medical needs.

The Corps would use many local and part-time volunteers. In this respect I would like to point out that the President's Study Group already has received the help of many people who have expressed their enthusiasm for the program right here in Washington, in terms of part-time work without pay.

THE SELECTION OF PROJECTS

The general criteria for projects selection has already been discussed. Few of the requests would meet perfectly all of the criteria. In judging requests, the function of the staff and its advisers would be to evaluate the relative merits and deficiencies.

A project in a rural depressed area might clearly serve people in critical need, but have a limited demonstration—or catalytic—value. An institution might design a project whose need, though great, is not critical; however, working with them could provide new techniques of potential national significance.

The Corps might work in an isolated community where the possibility of finding local supervision is slight, but the project could help people to develop initiative along these lines.

Thus, projects selection could not be made by fixed standards which each project must meet exactly. Careful examination and evaluation and good judgment are essential.

In order to insure the prompt, equitable, and efficient handling of each project request, detailed information explaining the Corps concept, the criteria for projects development, the application procedure, and general questions and answers would be disseminated.

Requests for corpsmen would come from all parts of the United States. Some would be for services which the Corps does not render. Some would ask for help already available, and they would be referred to the appropriate Federal or local agency. The remaining would be examined in detail.

As I see it at this time, this briefly is an outline of the steps which would be necessary for the selection of a project:

First, development of full, detailed information regarding the project request.

Second, a preliminary field visit and report which could be made perhaps by personnel of other Federal agencies, local consultants, retained by the National Service Corps, or by members of the National Service Corps projects staff.

Third, a complete National Service Corps staff review.

Fourth, consultation with interested agencies, Federal, State, and local.

Fifth, evaluation and recommendation by an independent Public Review Committee, composed of three to five private citizens, of professional caliber, intimately concerned with the problems to be addressed.

Sixth, contract negotiation between the National Service Corps staff and the local sponsor or sponsors.

Seventh, contract approval or disapproval by the principals concerned.

The study group has received many suggestions from local individuals and groups giving examples of projects they feel should be undertaken, if the bill is enacted. Many of these suggestions are excellent, others we would probably not be able to agree to.

An Indian tribal council has suggested that corpsmen with construction experience could act as on-the-job instructors in self-help home and community building construction. Having seen the housing situation among some of our Indians, and heard of their own keen desire to do something about it, and having seen the lack of help now available, I believe this constitutes a very valid request.

Another group, representing the interests of people in a city slum, has suggested among other things that corpsmen give courses in credit buying. This would probably not be an acceptable task because there are already available plenty of local counselors who can advise on this subject.

CONTRACTS

In matters involving the training and assignment of corpsmen and the selection of projects, the Corps would act by written agreement. Once a project has been approved, detailed provisions covering the

assignment of corpsmen would be set down in an agreement between the Corps and the sponsoring group. Each party would retain the right to terminate these agreements should dissatisfaction arise. Thus, the Corps, which is a cooperative venture, would remain in any community only as long as its services were desired.

NUMBER AND DURATION OF PROJECTS

The President's study group already has received requests for projects which ask from 2 to as many as 400 corpsmen. We estimate that there would be a working average of 40 corpsmen per project.

However, the range would be wide, and experience would show whether the average would be higher or lower. We believe that the projects which would be approved would aim for phasing out dates ranging from 1 to 5 years. The average might be about 3 years.

Using this preliminary data, it can be stated that when the Corps reaches its eventual maximum strength of 5,000, about 125 projects would be underway at any given time and about 40 of these would be phased out and replaced by new projects each year.

COSTS

As shown in the information book which the study group prepared for Congress, the average cost per corpsman per year would level out at $4,100. This would include training and administration, the latter amounting to about 15 percent of the total.

RETURNS

We cannot measure the relief of human poverty and misery in terms of dollars, but I would like to cite one example of how this program would pay for itself.

Dr. James A. Campbell, the director of Rosewood State Hospital in Maryland, which treats the mentally retarded, has conducted a small pilot program which showed that severely mentally retarded children can be advanced an average of nine-tenths of a social year in just a few months, provided they are given some measure of individual attention and personal devotion. These cannot be supplied to all patients to the degree needed because of staff limitations, but could be provided by a small group of corpsmen working in cooperation with local part-time volunteers.

According to Dr. Campbell there are about 400 to 500 patients at Rosewood who could progress 3 or 4 social years, and make the transition from an attendant-to-patient ratio of from 1 : 3.3 to 1 : 6—that is, 1 attendant to 3.3 patients, to 1 : 6—1 attendant to 6 patients.

If the Corps were to undertake a project at Rosewood I believe it could, with the help of local volunteers, be at least 50 percent successful in bringing about such a transition over a 3-year period.

This would result in a reduction of at least 1,360 man-years of required attendant services in the lifetime of these unfortunate people and would result in overall dollar savings of $5,440,000—a saving of more than $10 for every dollar spent on the project.

WHY A NATIONAL PROGRAM?

These questions are asked: What is so magic about a National Peace Corps? Why can't the States and communities handle this problem?

The staggering problems of more than 30 million neglected citizens affect our national as well as our local well-being. Private and local initiative—despite the superb job it is doing—despite its dedication of purpose—is not solving the multiplying problems. An increasingly mobile population eludes their grasp and attention, and those immobilized by their own illiteracy and hopelessness are too numerous to be reached by such efforts. What is required is a national appeal—a dramatization of the plight of our needy citizens, so that we may all understand and channel our response more constructively.

The national service program proposes to pioneer a new approach on the Federal level. It seeks to provide a service and a hope, rather than material welfare aid. It offers human minds, hands, and compassion, inspired by a sense of domestic patriotism.

No State, no community, could generate this type of response. I doubt that I could have assembled a crew to take *Nautilus* to the North Pole if our sailing orders had come from the Navy League of Waverly, Tenn., my hometown, as much as I like it, even assuming the existence of such an organization, and that a town of 3,000 could have developed the money to pay the bill.

Another question arises: Why not just give this money to local health and welfare councils and local volunteer bureaus?

We must do far more than trying to placate our national conscience by merely pumping a few more dollars into our States and communities. A concerted effort is clearly needed, since outside of some urban areas there exists practically no formal volunteer structure. In 1960, there were only 91 volunteer bureaus in 31 States and the District of Columbia, all centered in urban areas.

SUPPORT FOR MEASURE

Mr. Chairman, as a manifestation of the increasing enthusiasm and support, which we are noting for this proposed program, I would like to submit for possible inclusion in the record a letter which I just received yesterday from Mayor Dail of San Diego. This is a very well thought out letter in which Mayor Dail says in part:

> Finally, a National Service Corps would bring our community, our Nation closer together. The real test of a nation is the welfare of its own people. In this proposed program we have an opportunity to demonstrate to the world that we are a nation that practices at home what we preach abroad.

Mr. Chairman and members of the subcommittee, a National Service Corps, called to action by the President, holds promise of stimulating a new attack on our human problems by millions of volunteers, mobilizing the spirit and resources of all. I urge its enactment at the earliest possible time.

Senator WILLIAMS. Thank you very much, Mr. Anderson.

You conclude with the observation made by the mayor of San Diego. Would you mind if we put his entire letter in the record at this point?

Mr. ANDERSON. We would appreciate that very much, Mr. Chairman.

(The letter referred to follows:)

MAY 31, 1963.

Re comments on H.R. 5625, U.S. House of Representatives, Committee on Education and Labor.

Mr. WILLIAM ANDERSON,
Presidential Consultant, National Service Program,
Washington, D.C.

DEAR Mr. ANDERSON: The city of San Diego has recently gained national recognition as an all-America city for what its citizens have accomplished toward the elimination of physical deterioration and blight.

However, San Diego is determined to have a program based upon not only the physical renewal of its neighborhoods, but a program that is cognizant of the people, their desires, and their problems.

In San Diego over the past decade during a period of tremendous growth, we have witnessed a gradual decline of our voluntary community service agencies. Services to people have had to be cut back or assumed by government. Local community service agencies have found it difficult to recruit and hold volunteers that could be used to fill the gap in services. We feel that this kind of situation is extremely unhealthy for a community; and without positive action, the only solution is that an even greater burden will be placed on governmental agencies of our city.

We feel that the establishment of a National Service Corps will check this trend in our community and other cities throughout the Nation by—

(1) Providing incentive and motivation for responsible citizens to give service. The dramatic effectiveness of a national program has been amply demonstrated by the success and acceptance of the Peace Corp.

(2) Through service, many young people will become acquainted with and thereby attracted into the service professions such as social work, nursing, and teaching.

Finally, a National Service Corps would bring our community, our Nation closer together. The real test of a nation is the welfare of its own people. In this proposed program, we have an opportunity to demonstrate to the world that we are a nation that practices at home what we preach abroad.

On your advice, I would be most happy to submit a more comprehensive statement in full of this program.

Very sincerely yours,

CHARLES C. DAIL.

Senator WILLIAMS. I wonder if you have had similar expressions from other parts of the country, from mayors, governors, and people in public and private life.

Mr. ANDERSON. Mr. Chairman, we have had an increasing number. We have received expressions and endorsements, strong endorsements, from approximately 14 to 16 governors, from the mayors of a number of cities, from many, many—almost countless—organizations, both local and national, which are concerned with human problems.

We have received a flood of letters from individuals citing their strong reaction, their strong support of this program and their belief in it.

Senator WILLIAMS. I wonder if there is a summary of this in the information booklet.

Mr. ANDERSON. Yes, there is, sir.

Senator WILLIAMS. Is that summary current?

Mr. ANDERSON. Mr. Chairman, this was current as of approximately 3 weeks ago, and the rate at which these expressions and letters and endorsements have come in has been on a very steep curve upwards.

We would be able to, at this time, and will submit to the subcommittee, an up-to-date list which will be much more conclusive than this one in the fact information book.

Senator WILLIAMS. It would be very helpful to us, since we are going to try to include in the record as much as we can of your information booklet, which I have referred to many times as one of the most helpful documents to reach a legislative committee that I have ever seen.

I will say that it is our hope that this legislation can go through the hearing process this month, and be ready for committee action the first of July. I hope for floor action soon thereafter.

Mr. ANDERSON. Mr. Chairman, thank you for that.

Senator WILLIAMS. And, so if we can have this information updated week by week for the next 4 weeks, it will certainly be helpful.

Mr. ANDERSON. We will certainly do that, sir, and in behalf of the staff of the study group, may I express our appreciation for your comment regarding the book? The staff worked hard on it, and we appreciate that comment.

Senator WILLIAMS. Well, I know some of the people who worked on it. I have truly the highest regard for their ability, and for the philosophy that lends itself to this kind of human endeavor, the National Service Corps.

I hope this isn't embarrassing in any way, but I am interested, and I am sure the Nation would be interested, to know, Mr. Anderson, what motivated you to change the course of your career from a profession in which you did some of the most magnificent work that we have had done in this country with the Navy, as skipper of the *Nautilus*, to change course and rather than deal with machinery of defense, deal with people in need.

Would you be embarrassed to comment on this?

Mr. ANDERSON. Not at all, Mr. Chairman. I would be delighted to.

I had the opportunity and privilege during approximately 3 years' duty here in Washington, both working in Admiral Rickover's group, and more recently, over in the Pentagon as aid to three successive Secretaries of the Navy, to gain a fairly good insight into our military capabilities, and perhaps a fairly good indication of what the military capabilities of the Soviet Union are. I became convinced that there is just no doubt but that, militarily, we are in extremely good shape. We are superior to the Soviet Union in almost every field that we might name.

I felt so long as we are able to maintain this great military strength—which we absolutely must—that the likelihood of the resolution of our current challenge on the military front is not very great, barring an unfortunate mistake by one side or the other.

So long as this is so, I believe that the significant area is going to be on those other fronts, economic, human, inspirational, perhaps political in nature, which involved all of our activities, and I viewed by own situation as not retiring, but just simply shifting over to where the most bullets are flying.

Senator WILLIAMS. Well, I will observe that this is a new effort in a sense, and yet it expresses the ideals which this country has always shown; this is time honored.

It just happens that this is a national governmental program, not to take over what we have always had, the volunteer helping people in need, but to be the stimulant for even more response to human need, and I think you have fully expressed this in your statement: the

catalytic nature of the National Service Corps, the stimulant to greater effort at the community level.

Senator Tower, do you have any questions?

Senator TOWER. Captain, you indicated that the intent was to keep the cost of the average cost per corpsman down to around $4,100. According to your calculations, it costs somewhat over $8,300 to keep the average Peace Corpsman in the field.

Do you think you can hold your cost down to $4,100?

Mr. ANDERSON. Senator, we hope very much to do this. We will have a less expensive situation than the Peace Corps, because they have, in fact, very large travel costs for their personnel to get them to these remote areas overseas. We will not have such a large travel problem.

They also have a more expensive training problem, because they have to include within their training program a great deal of emphasis on language, and in many instances, languages which are perhaps difficult and take quite some time to teach.

Generally, we will not have that problem. Because we are dealing with a more compact situation, since we will be dealing only within the United States and its trust territories, we believe that we can keep that cost down, and we certainly hope that $4,100 is a reasonable estimate.

Another factor is that health services for our corpsmen will be available on a much less expensive basis here at home than the Peace Corps has to face in its situation abroad.

Senator TOWER. Captain, the administrative cost of the Peace Corps comes to about 19 percent of the total cost of operation of the Peace Corps. What do you anticipate the administrative percentage of the National Service Corps dollar will be?

Mr. ANDERSON. Senator, we are shooting for a figure of about 15 percent, and that is included in the $4,100 overall cost. About $600 of the $4,100 would be administrative. We hope to hold it within 15 percent, and again we feel that because of the nature of this program, and the things that we have seen here already, where for example in our condemned building that we are living in, working in down on Jackson Place, we have every day people who come in and who are enthusiastic for the program, and who are anxious to work and help out part time without pay.

This is helpful. It will help keep our cost down, because I am sure this enthusiasm will continue and increase, if the program is enacted.

Senator TOWER. Captain, we Navy men have always taken pride that there is no rear echelon in the Navy. Now, I know you have got to have a rear echelon here, but what do you anticipate the ratio of the administrators to actual field operatives would be?

Mr. ANDERSON. Senator, as we build up to a strength of 1,000, and then ultimately 5,000 corpsmen in the field, initially, in fact, our ratio will be poorer.

We hope that at the end of 1 year, having built up to approximately 1,000 corpsmen in the field, we will have a ratio of 1 to 10. We hope that as we build up to 5,000, that we can shoot for as high a ratio as 1 to 20.

That may be too optimistic, but at least that is our goal, and we are going to try to keep that ratio just as large as possible, the ratio of the administrators to the corpsmen in the field.

Senator TOWER. On the basis of the testimony that we have had, Captain, it would appear that there is a very vast need indeed. Considering that very great need, do you think that 5,000 National Service Corps men would be much more than a drop in the bucket?

Wouldn't it be a program of really token proportion, when you consider the need, assuming that the need does exist that has been expressed in the testimony here?

Mr. ANDERSON. Senator, if we have merely 5,000 corpsmen, assigned to fill some manpower problems in institutions and in areas doing the type of work that already is going on, performing in some cases perfunctory tasks, certainly, it would be nothing more than a drop in the bucket.

However, this is a program where the very aim is to seek a new approach to get back at the causes of human problems, to do something about the causes, and to inspire others to do the same. I think based on the still tremendous heart and dedication and spirit of volunteering that we have existing in this country, that 5,000 people can show the way and multiply their efforts by a tremendous degree.

If we consider that when you build a reactor, or you build an atomic bomb, it only takes one neutron to start the whole thing, this is the type of thing we are seeking, where a very small effort, a very small number of people, will generate literally a chain reaction of response through the Nation.

That way, we believe this won't be a drop in the bucket. We hope it will almost fill it.

Senator TOWER. Well now, we already have thousands of people in the field working for volunteer agencies such as the Salvation Army and various groups of that sort as well as State and local agencies.

Do you feel that they have failed to stimulate interest in this sort of work?

Mr. ANDERSON. Senator, I would not say that. Many of these efforts are superb, and they do wonderful work. I would not say that they have failed. I would say that they have failed to do what has to be done to the extent that it has to be done to solve these problems.

When we watch television, we watch Gordon Cooper at his blastoff and during his performance in orbit, and then at the same time look down into the remote regions of New Mexico and down in West Virginia and eastern Kentucky, and see some of the conditions under which our people are living here in this atomic and space age, it is just fantastic. I think it is a matter of upgrading our whole national ability to meet these problems, upgrading them in context with the age that we are living in.

Certainly, if we can go to the moon, we can do something about these problems. We need not just to work on them on either a local or a national basis. It has to be both. I believe that a National Service Corps cannot only inspire greater local efforts and participation, but have that spread throughout the Nation, so that it becomes a part of every thinking person's life to devote some of his energies and

some of his resources to helping out the unfortunate people in the country, and thus to upgrade our total resources as a people.

Our ultimate strength depends on how strong we are in the mountains of West Virginia really just as much in a sense as it does how strong we are in our scientific laboratories that are trying to get us to the moon.

Senator TOWER. Captain, I don't want to make this sound like a "have you stopped beating your wife?" question, but it seems to me that what we are saying in effect here is that 5,000 federally trained Peace Corps men are going to motivate people in a way that agencies that have been in the field for years, numbering hundreds of thousands of people, have failed to do.

Isn't that a little bit of an arrogant attitude on our part? Aren't we assuming too much omniscience on the part of Uncle Sam?

Mr. ANDERSON. Well, Senator, I have visited places in West Virginia and eastern Kentucky, and out in New Mexico, where there is no effort of any sort. There is no volunteer structure; there are no Cub Scouts, there is not even a Little League baseball team; there is not even a community home demonstration service.

We have people that have been bypassed by all these efforts. This program certainly can reach out and help those people, and help develop the local structures that will help these people to help themselves.

Senator TOWER. In other words, the primary aim is to fill a void, rather than to move into areas that are already being serviced.

Mr. ANDERSON. Precisely. It would be a great mistake if we conducted an effort where we would go in and interfere, or tend to replace any constructive effort that is going on right now, and certainly that would not be done.

One of the major criteria for the selection of any project would be a very careful examination of what is available to the people currently from both public and private agencies. If the services are available already, why, then the National Service Corps could find much more productive areas in which to work, and would do so.

Senator TOWER. Thank you, Captain.

Senator WILLIAMS. And after 3 years of working with problems of rural poverty, I certainly can testify at length to the lack of community organization to respond to the needs of both young and old in the migratory farmworkers camps all across the country.

Here I know this program could be a monument in starting the ministry, the organization of services, for example to the kids who have to follow their parents to the fields because there is nobody to be with them and care for them during the day when their parents are working.

That is the tragedy of the accident in Florida a month ago, when a bus went off the causeway. Twelve of those who died were youngsters.

The youngest, as a matter of fact, was four. They were only on the bus because there was no one to take care of them during the day.

Now here is an area where I am sure this program could bring a new awareness to communities of their responsibilities to take care of very poor people.

Now, in fact, there are other areas that you have not mentioned which are adequately described in the information booklet. It is our

hope, in fact, that this subcommittee will be able to go to the field very shortly and see conditions on Indian reservations, and maybe some of the hospitals where they have volunteer assistants, but need a lot more. It is our hope we are going to do that next week.

Has that been firmed up, Mr. Anderson?

Mr. ANDERSON. Mr. Chairman, the plan is developing now rather rapidly, and we hope by midafternoon to have a proposed itinerary for that trip, departing Thursday morning, and coming back Saturday night.

Senator WILLIAMS. Saturday night. Three days?

Mr. ANDERSON. Well, we will submit a 3-day and a 2-day model also at that point.

Senator WILLIAMS. I want to go, but I will have to take an abbreviated 2-day trip.

I think you added a day to get to Texas. Didn't you?

Mr. ANDERSON. We hope very much to get down to Texas, Senator.

Senator WILLIAMS. Well, I will let Senator Tower carry my proxy to Texas. Do you have anything further?

Senator TOWER. I have nothing.

Senator WILLIAMS. We have something that is rather technical. I think I had better turn this over to our legal staff. Do you have the pertinent material?

Mr. BLACKWELL. Yes; Mr. Chairman, this is an insertion for the record. It is the text of the Statute 31 United States Code 691, which is a clarification of the question asked by Senator Tower during Secretary Celebrezze's testimony previously.

It should be inserted to indicate the statutory authorization of the study group activity.

Senator WILLIAMS. We will include that in the record at this point.

(The material referred to follows:)

31 U.S.C. 691

§ 691. Independent offices appropriations available for expenses of certain committees, boards, and interagency groups.

Appropriations of the executive departments and independent establishments of the Government shall be available for the expenses of commitees, 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. (May 3, 1945, ch. 106, title II, § 214, 59 Stat. 134.)

Senator WILLIAMS. We are encouraged by the support of the program by the very eminent, thoughtful Professor Toynbee, and we will put this into the record.

(The statement referred to follows:)

PEACE CORPS IS IMAGE OF THE UNITED STATES, TOYNBEE SAYS

(By Myra MacPherson, Washington Star Staff Writer)

Arnold Toynbee, who thinks man's inhumanity to himself has gone far enough in this technological age, suffered the indignities of mechanization himself yesterday.

Even as he called the space race escapism—"Whenever we're very conscious we're making a mess of human relations and we do something technological, like

going to the moon"—there was a grimace. A radio-television man had taped his 5 minutes' worth and, feeling that the neck mike circling Professor Toynbee's neck was no longer necessary, suddenly whipped it off.

The pear-shaped tones of radio and TV interviewers continued, unmindful that bright lights were bringing a glazed look to the 74-year-old British scholar.

Mr. Toynbee quietly, but firmly, asked that the inquisition cease and, as lights dimmed, he said a few of the things he's been thinking for some time, which still, unfortunately, need saying.

His views are unchanged from 2 years ago when he thought the American-Russian space race foolish. "I think it hateful, when there are starving people in the world, to be going after this."

Starving people is the reason Mr. Toynbee is in town. Participating in the World Food Congress, Mr. Toynbee feels the Government should divert funds from technological pursuits to improving the world situation and that this can best be done by feeding the hungry. "Existence is more important than freedom," he said.

Asked whether Russia's ideology had a better chance of survival in underprivileged countries he said, "I don't know if it has a better chance, but the Russians appeal is, by example."

Mr. Toynbee said they can point out that, in 1917, they were a starving country and can claim they have reached their present status through communism.

He said the starving countries "care almost nothing at all about ideological issues. Why should they care?

"Americans always start from the idea of putting over our point of view. Why don't you start from these countries; trying to put yourself in the place of these people?

"It is a mistake trying to present an image. Unfortunately, the image you present is the one shown in fancy pictures (movies). The real America is shown in the Peace Corps where there is a show of some sacrifice, of trying to help people. People judge acts, not images. They always see through images."

Mr. Toynbee said the country's segregation problems have a "tremendous effect in the world," mostly unfavorable.

A humanitarian who believes in nonviolence to achieve all goals, he said, "Gandhi rather prophetically found the right means in nonaction. It was always right to use nonviolence but, especially in the atom age, violence becomes suicidal."

However, he said, "Getting along simply because of the prudence of fear is not enough for peace between countries. It is the hope there will be a genuine change."

Asked if Russia and America could ever get along, Mr. Toynbee said, "Of course they can. They did during World War II."

Senator WILLIAMS. A distinguished member of the prior administration, a Cabinet officer, Mr. Arthur Flemming, has indicated in a letter to us, and also in a publication, his support for this program, and we want to include that in the record at this point.

(The letter referred to follows:)

WE NEED A DOMESTIC PEACE CORPS

(By Arthur S. Flemming, contributing editor, formerly Secretary of Health, Education, and Welfare)

President Kennedy's proposal for a National Service Corps should be enacted into law by the Congress.

The Peace Corps has been one of the most successful projects undertaken by the Government since World War II. It could have been a boondoggle of the worst order. Instead, it has given our citizens an unparalleled opportunity to service the needs of people of other lands in a spirit of intelligent compassion. It is building bridges of friendship and understanding between the United States and other nations.

Within our own borders, however, there are millions who are also deserving of our attention. They desperately need help. They are in the slums of our cities, in our depressed rural areas, and in our mental hospitals. Living in a country that is rich and strong, they must be numbered with the depised and neglected of our day.

President Kennedy believes we can help, through a National Service Corps, to meet this pressing need. He is right, we have the people with the skills and desire to do it. What is needed is a rallying force to bring together those who need help and those who desire to give up.

Under the President's plan the local community would ask the NSC for help. The corps would then recruit people with the necessary skills and aptitudes, putting them through the kind of intensive training that members of the Peace Corps undergo. They would carry on their work under local supervision. The goal; to develop the project to the point where local volunteers or paid staff workers could take over the tasks.

Right now, many communities are emphasizing the rehabilitation of families that are dependent on help from public and private agencies. Instead of getting tough they are showing compassion.

Such communities could turn to the NSC. They could ask for the manpower resources needed to rehabilitate families in bad slum areas. The corps would call for volunteers; it would assemble and train skilled and semiskilled workers, teachers, welfare workers, doctors, nurses, recent college graduates with majors in the social studies, and persons with experience in such organizations as the Red Cross. In about 2 years this group could point to constructive results, then the local community could set up its own program.

We know there are thousands in our mental hospitals who do not need to be there. They are there because trained people are not available to help them. Here, again, a group of corpsmen, recruited by the NSC could, under local supervision, demonstrate what can be done.

Critics of the President's proposal contend that NSC would be performing functions that private agencies can perform more effectively. The same argument was advanced against the Peace Corps. Private welfare agencies are rendering fine service, both here and abroad. They are not, however, meeting all the needs that confront us.

The Peace Corps represents the American conscience put to work. President Kennedy's proposal for the NSC is another example of the United States at its best.

UNIVERSITY OF OREGON,
Eugene, Oreg., May 27, 1963.

Hon. HARRISON A. WILLIAMS, Jr.,
U.S. Senate, Washington, D.C.

DEAR SENATOR WILLIAMS: I regret very much that it will be impossible for me to come to Washington in order to testify in behalf of S. 1321 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 experiences 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 had 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 experiences 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.*

Senator WILLIAMS. We have a communication from Governor Brown of California addressed to the Attorney General that we will include in the record at this point.

(The communication referred to follows:)

STATE OF CALIFORNIA,
GOVERNOR'S OFFICE,
Sacramento, Calif., May 2, 1963.

HON. ROBERT KENNEDY,
Attorney General of the United States, Office of the Attorney General, 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.*

Senator WILLIAMS. All my other questions have been answered both by your very splendid statement, Mr. Anderson, and by the information that is in the booklet, so I think we will excuse you at this point with our subcommittee's deep thanks for the great work you are doing, and those who are working with you.

Mr. ANDERSON. Thank you, Mr. Chairman.

Senator WILLIAMS. We have Senator Bayh, of Indiana, on his way here to testify. We will temporarily recess until Senator Bayh gets here.

(Brief recess.)

Senator WILLIAMS. We are just advised that Senator Bayh is in an executive meeting of another committee, and we will include his statement in the record at this point, and adjourn, subject to a later call.

(The prepared statement of Senator Birch Bayh follows:)

STATEMENT OF HON. BIRCH BAYH, A U.S. SENATOR FROM THE STATE OF INDIANA

Mr. Chairman, we in America have traditionally been a people with compassion for the misfortunes of our neighbors and fellow citizens. Our record abounds with evidence that generations of our people have been helpful and generous, willing to volunteer their time and effort to alleviate the suffering and poverty of those who are less fortunate than themselves. This spirit has manifested itself through the years in the work of the Red Cross, the Boy Scouts, and other voluntary charitable and service organizations, aiding in hospitals, mental institutions, slums, and often in private homes.

On a governmental level, our country has spent billions abroad through such programs as the Marshall plan, point 4, food for peace, and the Alliance for Progress to aid the development of less developed countries or the recovery of countries devastated by war. A recent example of this has been the Peace Corps which has 4,824 persons in training or overseas for work on projects to aid the less fortunate people of other countries. The success of these programs has been widely acclaimed. But they have been criticized for sending abroad American resources while there are unfulfilled needs at home. Now there is a chance for those who have pointed out these needs to aid in fulfilling them.

The National Service Corps presents an effective means for enlarging and perpetuating the practical idealism of our people by applying our resources more generously to our domestic problems. It will allow many persons past retirement age with valuable skills to put their skills to work on behalf of their fellow men and their country. It will allow the enthusiasm and idealism of youth to find a constructive and satisfying outlet.

The need for such a program is great. In the midst of abundance in America there is much poverty and suffering. Between 33 and 38 million Americans are living a life of hardship and suffering. The vast majority of these are poor, not from choice, but from circumstances beyond their control.

These people are the illiterate, the 8.4 percent of the total population over 25, who have not been able to complete their schooling.

They are the 400,000 children whose mothers must work and who are left alone while their mothers are gone.

They are the 5.4 million mentally retarded persons in the United States whose inability to learn makes them unable to adapt to society.

They are the Indians on reservations whose life expectancy is about 20 years less than for the rest of the population.

They are the 409,000 illiterate migratory farmworkers whose lot it has been to live in extreme poverty.

They are the urban and rural slum dwellers.

They are the chronically unemployed of the Appalachian region, to name one area which does not now provide more than a bare subsistence level for many of its people.

No one here in this room or in this country can tolerate this suffering by their fellow Americans. Help is needed to abolish poverty, disease, and suffering in America. Many of our people need a helping hand so that they can better help themselves. They must have the understanding and compassion of thousands of highly skilled Americans. Many voluntary agencies are engaged in this effort now, and they are doing excellent work. Conditions would be intolerable in many areas without the long and selfless efforts of these organizations' fine efforts. But they often lack funds to recruit volunteers and to provide for sufficient professional social workers. The President's Study Group estimated that 34,000 additional social workers will be required by 1970, yet only 2,000 are being graduated each year. Because many of these are women, there will be a high dropout rate for marriage and other reasons. This pattern is repeated in the nursing, home economics, and occupational and physical therapy fields. The Service Corps program is designed to aid these private agencies, to supplement their work, under their own control, by providing them with additional workers.

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The service program will accomplish this by tapping the country's reserve of skills and by training people in needed skills in a way that private agencies cannot, usually on a short-term basis. The Service Corps will be able to use workers who are past the retirement age and whose skills cannot be used by private agencies which must retire persons at 65. Their skills and ideas are a large reservoir of talent which can be drawn upon for this program.

Greater flexibility in the Nation's social work program can be gained, since additional social workers can be moved on request of the local authorities to areas which have a shortage of these workers.

I realize that only 5,000 people cannot solve the problems of millions, but I firmly believe that the National Service Corps program will be an effective stimulus to greater efforts on the part of the fortunate five-sixths of our population for aiding their less fortunate fellow citizens. It will dramatize their plight and give all Americans the chance to fulfill the promise of our country.

(Whereupon, at 11:15 a.m. the subcommittee adjourned, subject to the call of the Chair.)

NATIONAL SERVICE CORPS

FRIDAY, JUNE 7, 1963

U.S. SENATE,
SUBCOMMITTEE ON THE NATIONAL SERVICE CORPS
OF THE COMMITTEE ON LABOR AND PUBLIC WELFARE,
Princeton, N.J.

The subcommittee met at 9 a.m., pursuant to call, in Whig Cliosophic Hall, Princeton University. Senator Harrison A. Williams, Jr. (chairman of the subcommittee), presiding.

Present: Senator Williams (presiding).

Subcommittee staff members present: Harry Wilkinson, associate counsel; Woodruff Price, research assistant; and Robert Locke, minority research assistant.

Senator WILLIAMS. The Subcommittee on National Service Corps will come to order.

We appreciate very much the full cooperation that we have had from Mr. Warren Elmer, Mr. Howard Stepp, and the students at Princeton.

I think it appropriate to thank the society whcih occupies this building. We have been advised that the Whig Cliosophic Society can count among its alumni 2 Presidents, 3 Vice Presidents, 22 Cabinet officers, and over 250 Members of the National Congress.

We meet today in these historic surroundings to hear testimony on a new expression of an old American ideal. Americans since the founding of this Nation have always viewed as one of their most serious duties as citizens the obligation to work together for the betterment of their communities and thereby of their Nation. The National Service Corps will exemplify this traditional American spirit of help to others.

Though small in numbers, the men and women who join the Corps, will show that the proud ideals which inspired the founders of this Nation are living yet. They will show that this country is not a land of smug and self-satisfied prosperity but a Nation unwilling to rest until the last vestiges of poverty, hardship, and human suffering have been driven from its borders. This may seem a utopian goal. But because our goals have been high, our achievements have been great.

We hear a lot these days from woebegone pessimists who decry and deplore our weakened moral fiber and who say that our youth are a lost generation. For some reason, the older generation has always thought the younger generation to be a dangerous public menace. I, for one, don't believe it. One of the most heartening things I have found in working for the creation of a National Service Corps is the great enthusiasm this idea has aroused among young people across the country. Today we will hear from some students who are already

demonstrating their very practical concern for the society of which they are a part by working on their own time, as volunteers, to improve it. They are not alone, I am sure. I think we could hold this hearing in almost any college or university in the country and find the same quiet dedication to the improvement of the lot of their fellow men.

We will also hear from some of the men who will be the keys to the success of this program. We know we have the enthusiasm and willingness to help, but this spirit must be directed into practical use by those who know the problems at firsthand and have some good ideas on how to meet them.

We have heard from several Cabinet officials as to the need for a Corps and the role of the Federal Government. The witnesses we will hear today will tell us how it will actually work in their communities. For this is not really a Federal program. The Congress can only provide the means to weld the great American willingness to help into a practical weapon against want and suffering. How that weapon will be used will depend on the community leaders in our towns, cities, and States.

Today's witnesses will demonstrate that our local leaders have the imagination to put this enthusiasm to good and effective use.

We will get underway this morning with the help of Mr. Howard Stepp, registrar of the university. Mr. Stepp has with him Ronald Glick, Edward Rivinus, and Michael Pane.

The National Service Corps legislation, which I introduced together with other Members of the Senate, and which Congressman Thompson of this district has introduced in the House, has been under consideration in the Congress for the last 2 or 3 weeks. This is our first opportunity to leave the Capitol and come to a community where we know there is experience in volunteer work in meeting grave social needs. We know we will be very much helped by the experience of you and your friends.

If you will proceed, we will be very happy to hear from you.

STATEMENTS OF HOWARD STEPP, REGISTRAR, PRINCETON UNIVERSITY; RONALD GLICK; EDWARD RIVINUS; AND MICHAEL PANE

Mr. STEPP. First I will talk briefly about the undergraduates, if I may, and their particular chores.

Michael Pane is the president of the American Whig Cliosophic Society. The interests of this group range over the whole spectrum of human events, as is well known to the Princetonians here. They have had diverse philosophies among speakers in this hall, ranging from Norman Thomas to Senator Goldwater.

Some will remember that Alger Hiss spoke here a number of years ago. They do have freedom of action and freedom of speech, and the society in this university always will.

Ronald Glick, 1965, is director of the Trenton tutorial project, under whose auspices over 200 undergraduates representing this university and Trenton State Teachers College work in Trenton.

Edward Rivinus is the undergraduate director of the Princeton University Student Christian Association Summer Camp which is

in its 50th year, just north of the Blairstown, N.J. area. The undergraduates run this camp.

We have approximately 275 underprivileged youngsters up there each summer ranging from age 12 to 15. I am a faculty director and raise the money, oversee the business end, and go up 1 day a week and get in the way. They will give me attention because they are gentlemen, though they are very busy.

Fourteen or fifteen undergraduates conduct the affairs of the camp and do it admirably. Mr. Rivinus will tell you about that aspect of the work. He is also chairman of a group doing work in a neuropsychiatric clinic which is nearby.

This is an area where domestic Peace Corps people might very well be of considerable aid.

I have been asked if I could say a word about what the attitude of the university and our undergraduates would be toward the Corps. I can only guess at the university attitude. It would be an enthusiastic one. This is my opinion.

As far as the undergraduates go, there was a small survey taken, I believe. Some questionnaires prepared by your committee or your staff were sent here, and we were asked to pass these out to 100 undergraduates. Mr. Elmer, who was head of the bureau which supplies interviews for boys for jobs, and that sort of thing, passed out 100 of these to the first hundred boys that appeared this year. I believe Mr. Elmer said that 90 expressed themselves in favor and as interested; 90 out of 100 is a pretty good batting average.

I would like to speak a moment on an extracurricular duty of mine. I am juvenile referee in this area and have been for 17 years in two communities. I have seen a number of needs in this work, and some of them I am not sure fit into this particular area, but I have been deeply concerned about the lack of training schools or trade schools.

We have in this community—I can't speak for others, but I am sure it is applicable to others—too many youngsters sitting in an academic atmosphere in classrooms teaching ancient languages and history. The boys are utterly frustrated because they have no interest in this area and because they don't have the capacity for academic work, but they must stay in school until they are 16. When they are 16 they quit. What do they do then? They can't get a job. They can't learn a trade. Labor unions have control of that apparently. They can't apprentice themselves to a carpenter, plumber, electrician, or anything of that sort.

There is a very grave need in this State, and I am sure throughout the country. We must find ways for youngsters to learn trades.

I have had dozens of them over the years come before me who are in trouble, and they get in trouble because they are frustrated. "I would like to be an electrician, I would like to be a carpenter, an auto mechanic," they say. How do they get to be skilled tradesmen? There is no way at the moment.

Perhaps this Corps will get into this thing by way of camps with skilled people. I understand your people range all the way from men just out of college to retired people, retired carpenters, and so forth.

I think that corpsmen might tie into the family service bureaus throughout the State. They certainly could in this area, and as far as the juvenile court is concerned, we could use them as probation officers.

Senator, this is something you are familiar with, I am sure, at the State level. We need them desperately. How can a probation officer handle 70 to 100 men? It is impossible. These people are acting as police officers. They are already too busy.

Here is a way whereby a probation officer can spend days with one boy. We can only give them an hour now.

I hope some of these problems can be resolved. Having said this much I shall turn the testimony over to the boys, if you so desire.

Senator WILLIAMS. We appreciate your statement, Mr. Stepp. It is very helpful.

Now, how do your friends want to proceed? Perhaps they should speak one by one and then maybe we will have a discussion.

Mr. STEPP. Mr. Glick will start. He is director of the Trenton tutorial project.

Mr. GLICK. This year, starting in the spring, 130 Princeton University undergraduates, together with about 60 students from the Trenton State Teachers College, about 10 from Westminster Choir College and a few townspeople who became interested, gave up either a free evening or a free afternoon of their time each week, time that could have been spent studying or time that could have been spent in personal enjoyment, to go to Trenton and tutor students in underprivileged areas.

We concentrated on an area in east Trenton, an area with a very high dropout rate, and we concentrated on the schools where the dropout rates were highest.

The tutoring that we conducted was in basic subjects in which the students couldn't go on, and couldn't do the work well because they lacked basic skills in English, math, and very largely reading. We dealt primarily with the age groups from about sixth grade to about ninth grade.

First of all, we felt that this was the age at which we could do the most good academically, because students have not yet made up their minds to drop out, and this was the age at which we could have the most influence with them through the personal relationship that we could have.

All the tutoring was conducted on a one-to-one basis.

We were very pleased with the results we had even though the program could only run for a short time. We found grades improving significantly; some students who were failing before were able to pass just because of the few months this program ran.

Maybe more important, since what we have to see is how many of these students progress after the tutoring is ended is the fact that warm, personal friendships were developed in some cases.

We found students bringing these kids from Trenton to school here. We found girls from Trenton State taking them to shows put on there. This is the kind of influence, which can be significant in the future for these students.

We had certain problems with our program, and for that reason we were very much in favor of the legislation which is before the Congress. We found one thing, which we are well aware of: prior to our group of undergraduates from Princeton and Trenton State getting together and discussing this and bringing this program together, that for years there was a need for this sort of program in Trenton. Yet it was never done.

Now, it happens that there are a large number of students, or a fair number of students, at Trenton State and Princeton who are interested. But just by the nature of the fact that students graduate and that you don't know whether there will be the same interest or enough students who will give up the time, the program is unstable. We don't know whether 4 years from now it will still be going, although we would like it to continue.

We have trouble getting funds. Now we are hunting for someone to run the program full time or to spend full time on it. This year we have the volunteer services of a girl from college. Next year we won't.

This is the sort of situation where someone from the Corps could come in and work personally with this kind of program in Trenton and would insure the stability which the program is lacking now.

Perhaps more than that we found that even if we could get up to 400 students from Princeton, from Trenton State, and from other colleges to tutor in Trenton, we would not meet the need that is there. The fact is there is so much more to do than these people can do. The corpsmen could go in there and work more often than just once a week and stay with the students for longer periods.

As far as enthusiasm goes, we got a very good response from the student body at Princeton and from the student body at Trenton State. It is our impression that with better publicity, and after the program this year, we will get a better response in the future.

As far as the success of the Corps goes, from what we found here, it should have no trouble finding a great deal of enthusiasm amongst students. In fact, I think there are some students who want to join a cause in which they could do work in their own hometown areas, in urban slums, and other areas of blight. They would rather do this than go off to some other country. They feel their obligations are here first.

I think you will have no trouble with enthusiasm and I think the Corps would work in very well with the kind of project we are running.

Senator WILLIAMS. That was excellent testimony. I wonder if I could ask a few questions, Mr. Glick, so that I would understand how this most worthy volunteer work of the students got underway. Do you know who conceived the tutorial program?

Mr. GLICK. The tutorial program, if I understand it correctly, was started last year in at least two places. One of these was begun in New Haven, over the summer they tutored in Philadelphia. Another one was started in Chicago.

Right now the program in Philadelphia is running, I think, with 700 tutors. The program in Chicago has about 200. And there are other programs in Boston and at Harvard. We knew about the programs in Philadelphia, New Haven, and the one started at Harvard. A group of us from Princeton got together with some very interested students from the human relations group at Trenton State. We felt that there was certainly a need for this in Trenton. We also felt it would be something very worthwhile for students to involve themselves in. We were very fortunate and we felt we might have been able to use our abilities, our good fortune, to help someone else out.

Senator WILLIAMS. How many young people have you been able to reach with this program?

Mr. GLICK. Well, since the tutoring has been on a one-to-one basis, we have reached something over 200 students in the Trenton schools.

Senator WILLIAMS. Do you go to more than one school?

Mr. GLICK. We concentrated primarily on one junior high school and a grammar school. The grammar school tutoring has been in fifth- and sixth-grade reading. This has probably been the most effective tutoring that has been done.

Senator WILLIAMS. You have no shortage of volunteers to be the tutors of these youngsters, do you?

Mr. GLICK. In the sense that we got a very enthusiastic response, we certainly had no shortage. In the sense that I don't think we could possibly meet the need in Trenton if we double our numbers, there is a shortage. The response was very enthusiastic.

Senator WILLIAMS. You say the major problem of this program is that there is no one responsible for its continuation?

Mr. GLICK. That's right.

Senator WILLIAMS. Under this legislation it seems to me that this is the kind of activity that we could well match this program to.

As you know, the national volunteers will only go to areas to which they have been invited by public or private welfare and social service activities. I would think your project is a classic example of how a few national volunteers could be the cement to hold together a very great program, by organizing many, many more students to be part-time volunteers. That is the objective of the Service Corps. We hope to have 5,000 volunteers in 3 years, which as Senator Tower said is a mere drop in the bucket. **The point is that these 5,000 would be the stimulant for many, many more part-time volunteers to come in to work on a program like yours. Your testimony is excellent.**

Mr. GLICK. Thank you.

Senator WILLIAMS. I did mention that the invitation could come from your kind of group because it is a private or local effort.

Mr. RIVINUS. Last year I was chairman of the group that went out to the neuropsychiatric institute at Skillman to work with emotionally disturbed kids.

This group went out every Sunday afternoon to visit with these kids who had no other visitors. These visits were very important for the kids. Mothers and fathers would come up on a Sunday afternoon to take many of the kids out and get them an ice cream cone or something. But for some there were no mothers and fathers, or none available. So we took these kids out and the kids would change. Sometimes we would have one kid and sometimes another, but generally we had more or less the same group. We felt there was quite a bond between the students and the kids.

As I understand the bill, there is a great deal of need for volunteers to go out and do something like this.

I would caution them. When we were out there, one of the things I saw was that the employees rotated and didn't live on the grounds of the institute. As I understand the bill, it would require the servicemen to live in the area where they are doing work.

It might be very good to build a dormitory or something for them, but I don't think you could ask them to live in the wards with the patients.

Senator WILLIAMS. I missed the last point.

Mr. RIVINUS. I think you would have to give them some means of getting away from the patients, particularly for those first doing this. It takes an effort of will to go back for the first few times.

It is inconceivable that people are that way. There is a real need, but I think that there would have to be a lot of preliminary preparation for anybody that went out to a mental institution.

As to the summer camp, this year I am going up for my fourth year as the director. There we take 64 boys, during four 2-week periods, from the slums of Trenton, Philadelphia, and New York and give them 2 weeks of concentrated activities up in the mountains of New Jersey.

The boys are picked out in New York by the Big Brother organizations, and in Philadelphia by about three or four different organizations.

Mr. STEPP. There are 20.

Mr. RIVINUS. All under the auspices of the Princeton Club.

Obviously there is not enough space in the summer camp to hold all of the boys who would profit by getting out of New York City for a summer.

When they come up to the camp we don't try to reform them or do anything like that. The only positive contribution that we can hope to make is to broaden their horizons enough so they will then want to work themselves.

Now, I don't see too much work for the Service Corps in something like this. I think the camp is too limited in that it only runs 2 or 3 months, but I do think that one of the important jobs that a corpsman could do is to fulfill a function similar to the Big Brother organizations.

Now, this organization is very small. Although it is the largest single organization in New York, it doesn't nearly cover the need. Its members operate on a 1-to-1 basis, and they provide contacts for slum kids and stimulus for them to get ahead.

Living in a slum in New York City is very narrowing, very confining, and very soon a kid loses any real hope of getting ahead because he doesn't have the contacts and he doesn't have the outside stimulus to make him want to go on to college or to make him keep his marks up. I think there is a real need for corpsmen to help to provide some stimulus and some help for these kids so they can break out of the slums.

I would warn the domestic Peace Corps or the people working in a slum area that there are oftentimes very powerful vested interests that would be opposed to any improvement in the status quo. They would rather enjoy it, or it is in their interest to keep people in the position that they are.

Even the best of idealism would soon go sour if it were constantly hitting itself against a brick wall, and this would be a real danger, I think, in the Peace Corps.

I think there is a very real potential for volunteers in a place like this campus. I think it is primarily concentrated in freshmen, sophomore, and junior years because when the students get to be seniors most of them have thought out what they want to do.

The thing would be to find uncommitted students or uncommitted people, people who hadn't yet decided what they wanted to do in life.

Senator WILLIAMS. The description of the work that you and others are doing at the hospital and at camp is very helpful testimony.

Do you know how many volunteers serve in the hospital?

Mr. RIVINUS. Well, when I was the chairman we were having a little difficulty. A few Princetonians had gotten a little overanxious and tried to interfere in the running of the organization, and the New Jersey State government wasn't at all interested in having us back out again. The only reason that I kept working at it was because the psychiatrists there wanted us. So there wasn't much chance for too many volunteers.

This year when things seemed a little slow, at first the chairman of the group put an ad in the Daily Princetonian and pretty soon there were two truckloads of volunteers going out, which was ample for the amount of kids there.

As to the summer camp, during the recruiting this year, I had about 40 applications for about 10 positions. The main problem was that guys were required by their parents or by the university to make more money than we paid. A lot of guys would have come out except they were on scholarship, and the university requires them to make a certain amount of money every summer, if they are on scholarship.

Senator WILLIAMS. In addition to the work of students at the hospital, are there a lot of adult volunteers, too?

Mr. RIVINUS. We never had very much contact with the adults because we weren't allowed in there. They were kept separated from the children. I really don't know how it works, but I suspect there probably were adult volunteers.

Senator WILLIAMS. A good friend of Congressman Thompson, Mrs. Lord, is in the audience today and I know of her continuing interest in Skillman.

We are getting such exciting testimony here that I would like to chat on and on with both of you, but we have our anchorman, the president of our host society.

You are next, Michael.

Mr. PANE. On behalf of the society, I would express our happiness that you have come down here and are in this room. I point out that we are in the senate chamber, or the Princeton model of the senate chamber, where we have been debating issues of national importance, and where we passed by a vote of 27 to 13 a resolution in favor of the proposal that we are discussing today. I have a copy of the affirmative speech which I would like to pass on to you later.

Senator WILLIAMS. It might be appropriate to put it in the record.

We had a little criticism from a former Princetonian, a prominent Member of Congress. The headline in the newspaper says he doubts the value of a national service corps. I would like to have the majority view of Princeton in the record.

Mr. PANE. If I may, sir, I would like to approach this from two standpoints: the limited personal experience I have in doing voluntary work; and, secondly, in terms of my own views about people whom I come in contact with around here and on other campuses and their interest in this.

I have had the pleasure of working on the tutorial project for a while, and although Ron is too modest to say this, this particular tutorial project was almost completely the product of his own inspiration and idealism and hard work. All of us who have done any work on it at all have felt a tremendous sense of leadership on his part. This brings me to one point: continuity.

Even considering the resources of Princeton in terms of students and faculty and the need nearby in Trenton, such a project was not undertaken until this year. Even now this project is in many ways a happy accident of men and geography, of having the right people in the right place. From what experience I have had here and while working weekends on slum clearance in Philadelphia, I have found a tremendous need exists. There is a tremendous need, and we as Americans cannot rely on accidentally having the right people in the right place.

There are many areas where there isn't a campus located conveniently nearby. I think this is a crucial area where the corps would be of tremendous value to the country.

I think the Corps would do extremely well in terms of getting continuity for such projects as this, and in founding projects which cannot be started or cannot be initiated by a local area.

I would like to approach this proposal from a slightly more subjective point of view. My own personal belief is, to paraphrase Kipling, "What does he know of America who only suburbia knows?"

By being closely associated with the problems our country faces, which one normally doesn't come in contact with in the average middle-class community, individuals would develop a much greater feeling of commitment to the Nation and a much greater feeling of involvement in community affairs. I think—I cannot speak for any other level of age, but I can speak for my own—there is assuredly an interest and an ability to serve, and I think that the proposal outlined here would give young people a chance to serve. It would aid them by giving them not only experience, but also a feeling of commitment and identification with the problems which we as a nation must face. As people who will be in positions of leadership within a few years, they will be in a position to deal with these problems better because of this experience. Thus I am very much in favor of this bill.

RESOLUTION PASSED BY THE PRINCETON SENATE OF THE AMERICAN WHIG CLIOSOPHIC SOCIETY MAY 8, 1963

Resolved, That this senate should approve the establishment of a national service or domestic peace corps.

Approved: 27 to 13.

The creation of a National Service Corps is both a result and an extension of American ways and American traditions. Furthermore, it is a program both useful and necessary in light of our current national problems.

The spirit of voluntary aid and assistance to one's less fortunate neighbors and the spirit of providing equal opportunity are both American customs and ideals. The domestic peace corps would continue in these traditions of service.

How deep is the problem and how well can our envisioned program deal with it? In 1963, 27 million young people will be in the Nation's work force of whom 7½ million will have no high school diploma and 2½ million will be grammar school dropouts. This inequality in education must be remedied.

One-third of our urban communities and one-half of our rural communities have no child welfare departments nor trained personnel. The American Public Welfare Association says, "That only token service is currently given toward protecting children and strengthening family life, and this by overworked staff members."

One-sixth or 32 million Americans exist on a submarginal level; 3 percent of our population is mentally ill; 200,000 of these are mentally retarded and need special training and care. Juvenile delinquency looms as an ever-growing problem. It is indeed a cruel paradox that so much poverty and misfortune exists in a nation with the world's highest standard of living. It is unjust that so many citizens of a democracy should be so unequal.

This problem is a great one and, quite obviously, 5,000 men and women would not solve it, but the purpose of our program is not to solve the problem single-handedly. It is rather intended as a catalyst to center attention on the problem nationally and to provide local incentive. It is right that the Federal Government serve to inspire its people to solve a national problem.

This Corps would be based on local requests for assistance and local control once it is given. We do not want Washington to become the city hall of the Nation. There would be no aid to religious charities. The corpsmen would be barred from political activity so that the danger of their use as a political instrument of influence would be minimized. The price, $4½ to $6½ million, is not prohibitive, less indeed than a Mercury space shot.

Finally, the program would provide a rallying point for those disorganized but well-meaning student groups and groups of retired persons already interested in social service work.

Thus the program would serve as a catalyst to bring attention to a national problem and to inspire its elimination. Let us then give support to a necessary and useful program, an outlet for our ideological efforts, a program which seeks only to work itself out of a job, a National Service Corps.

Senator WILLIAMS. I certainly agree with you that some of the best work that has been done to help people who really need it has been done too much by chance. You will be interested in the testimony of one of the members of President Kennedy's Cabinet. He described a group of young men in a major city who lived in the city slum and were going in the wrong direction at break-neck speed. It just happened that one woman, a teacher, took these boys into her circle of friends and guided them, counseled them, and worked with them. He described the results, for he was one of them. It was Secretary Celebrezze. He described how one woman had changed the whole life of young fellows who were heading down the road to delinquency. Of course, we are grateful indeed there are those people, but it would be far better to take some of the chance out of it and to have a national corps of people who would help guide others into service. I am sure that's exactly what your feeling is about this proposal.

That questionnaire mentioned earlier which came to Princeton was the Presidential Study Group's questionnaire and not the subcommittee's.

Anything else at this point?

Well, we are deeply grateful. Let me get three additional facts here, so the record can show your home addresses. I will make it my business to have your testimony brought to your Senators' attention, and I am sure Congressman Thompson will do the same in bringing your wisdom to the Members of Congress.

Highland Park is home for Mike.

Mr. GLICK. Wilmette, Ill.

Mr. RIVINUS. Annapolis, Md.

Senator WILLIAMS. You have been most helpful. Thank you very much. Good luck to all of you.

Now we will hear from Mrs. Arthur Hawkins, Department of Christian Social Action of the Episcopal Diocese of Newark.

STATEMENT OF MRS. ARTHUR HAWKINS, DEPARTMENT OF CHRISTIAN SOCIAL ACTION, PROTESTANT EPISCOPAL DIOCESE OF NEWARK, N.J.

Senator WILLIAMS. Did you have a chance to hear these men from Princeton, Mrs. Hawkins?

Mrs. HAWKINS. I only heard a little of what they said. I am sorry I didn't get here earlier.

Senator WILLIAMS. The work they are doing is great indeed and they described it very well.

Mrs. HAWKINS. My name is Mrs. Arthur Hawkins, 396 Alair Avenue, Leonia, N.J. I am representing the Department of the Christian Social Relations of the Episcopal Diocese of Newark.

In the Newark area there are 10,000 youths, boys and girls, out of school and out of work. This is a quote from Robert F. Palmer, Newark News, March 1963:

> Our ministers in the churches find that any job given a youth helps him find himself and keeps him out of trouble.

What we need to help these people is an unprejudiced and many-sided approach. We feel that the Senate bill (S. 1321) and legislation already before Congress is a step in the right direction to give these youngsters the help they need now.

Here in New Jersey last year we had an example of the desire young people have to serve others. Sixteen Douglass College girls went down into the migrant labor camps. They raised $1,500 on their own and then were given a grant of $9,000 by the Department of Health, Education, and Welfare to give each girl a stipend for the summer.

They were overenthusiastic and hoped to accomplish more than they did, and though they established nurseries in five worst camps, their hopes were not realized. They could have accomplished much more with Peace Corps training, adequate supervision, and coordinated programs.

Our young people are aware of injustices. I have worked with two high school groups in our area this year and both were anxious to do something, anything, about the migrant problem. We only need give them an opportunity to do something about this injustice.

A Youth Conservation Corps would give both the young people who want to serve and those unemployed the needed supervision and discipline. The Department of Christian Social Relations of the Episcopal diocese of Newark knows it is not just a matter of numbers of youth, but a matter of great importance to each of these girls and boys as individual human beings, because their needs are not being met by our society. They need help now, not sometime in the future, but right now.

We urge passage of this legislation for the conservation of the youth of the State of New Jersey.

I close with this statement, a statement by the Rt. Rev. Arthur Lichtenberger, presiding bishop of the Episcopal Church, made on May 8, 1963, and also a resolution adopted by the Protestant-Episcopal Church on February 20, 1963, for both local and national action to

STATE UNIVERSITY AUG 10 MANHATTAN, KANSAS

provide training and employment for the young people of the United States.

Thank you very much.

Senator WILLIAMS. Thank you ever so much, Mrs. Hawkins.

We appreciate particularly your attention to one of the specific groups with which the domestic Peace Corps would work—the migratory farm family. I know fully the national need here and the fact that with existing voluntary effort we are only scratching the surface of the need.

I would like to ask a few questions. First, in evaluating this legislation, do you think the objectives are worthy? We have had no one questioning the objectives of this legislation. People have questioned the method or inadequate numbers perhaps, but nobody has questioned the hard economic fact that we also have to answer in legislation, the cost-to-benefit ratio. The cost is low and the benefit we feel is very high, because these are volunteers and not highly paid professionals.

And then the final question is, will it work? It is in my judgment almost a fact that if there are a few highly qualified volunteers, there can be a great mobilization of others in the migratory farm situation.

Mrs. HAWKINS. In describing what we found, one has to take into consideration the attitudes in south Jersey.

The Mason-Dixon line actually starts at about Trenton, or a little above, and the attitudes are like those of the 19th century in other parts of the State. When we first started going down there with the volunteers in the health program here in New Jersey, we found that the public health nurses were working almost alone with a few people from the health department. We had been going down for 2 years before we found that women from the area were beginning to go out with the nurses as volunteers to help them. Apparently we showed them the way. I think very often people just take situations for granted, particularly when there is a great big problem like the migrant problem in south Jersey where the camps are often so bad. The problem is so big, and the public attitude toward it so impenetrable, that they just let it go and say, "Well, there's not much I can do about it." It is very much the way people acted toward slavery before a movement started to eradicate it.

And it is very much like slavery, because these people travel from place to place and live in shacks. Even the best shacks are cinder block, with very few cots, and perhaps running water in a cinder block showerhouse 40 or 50 feet away.

Most of these places have privies and most of them are overcrowded, particularly during the working season.

I wish you could see where the girls were working in the Probasco camp in Burlington County. I think this camp has been closed, because so many people saw what the situation was there. The Bureau of Migrant Labor closed this camp so that Mr. Probasco could build a better one, and I think he has built a better one, but nevertheless that one was a row of ex-chicken coops. The first year I saw it was the year before the girls started working. In these chicken coops the rooms were about 8 by 6 feet and divided by just very thin partitions. In one of these little cells were two beds with old mattresses stuffed with straw, a little washstand made of an orange crate with a pitcher

on top, and that was it. And in that one little cell lived a family of five people.

This is not unusual. In this one camp there were at least three or four families of that size living in these cells.

The camp was situated on a farm and it had been raining quite heavily during the last few days. Of course, the mosquitoes were bad and there were paper cartons stuffed in the windows so that the mosquitoes would not come in. It must have been pretty grim in there, I should think; most of the time the workers were sitting out front, where there was a ditch with waste running through it.

The children appeared to be fairly healthy, but usually in the daytime they were not too well watched.

This is not an unusual situation, and I would like to stress that the need is very great. We had 23,000 migrants in New Jersey last year; 9,000 of them were Puerto Ricans who are brought up under contract and make anywhere from $15 to $45 a week. They have to pay their way up and pay their way back.

Very often the farmer will pay their way up, but they have to repay the farmer for their passage from Puerto Rico.

Of course, the standard of living is so much less in Puerto Rico that it is worth their while, and I suppose the unemployment problem is bad in Puerto Rico. Their Government has a contract with our Government, and they usually get the better camps.

Our domestic agricultural workers have no protection at all. They come up from the South, following the migrant stream, and are exempted from almost all the protective laws.

I think in New Jersey we are considerably advanced as far as the migrants are concerned. We have a migrant farm labor bureau and a migrant labor law, and this does make it possible for the camps to be supervised by the State government.

We have a problem there too, because the inspectors have a tremendous job to do. Very often they can't get to all the camps and, therefore, you find these terrible situations.

Senator WILLIAMS. I am glad you described the environment and the life of the migratory families, and you did it very eloquently.

Mrs. HAWKINS. I think Douglass College girls did a tremendous job.

Senator WILLIAMS. I do too. I went down to one of their locations, they were teaching the youngsters how to swim and some crafts, and even folk singing.

If a group of really dedicated and highly enthusiastic people, such as the students at Douglass College were, had a trained leader for their group, I think their work would be a lot more effective.

Mrs. HAWKINS. I think Peace Corps training would be excellent. One thing they are up against is the public attitude in these areas. After all, these people are being exploited and are being paid very small amounts of money for what they do.

People have to justify this kind of exploitation and therefore they say that these people love this gypsy life, and that they are like the proverbial school teacher who teaches because she loves to teach and doesn't care about the salary.

Senator WILLIAMS. You know, I have heard this glossing over of the awful social wrongs that exist in this community, and I agree with

you, that it is only a justification. The fact is that the needs are very great.

You are familiar with that tragic accident that happened in Florida 3 or 4 weeks ago.

Mrs. HAWKINS. Oh, yes, What was it, 27 migrant workers? That's another problem your bill on transportation would cover beautifully.

Senator WILLIAMS. The greatest tragedy of that accident was that 12 of those who died were youngsters, the youngest being 4. The reason they were on that bus returning from the fields was that their parents were both harvesters and pickers, and there was no one to take care of them at home or back in their wretched housing. One of our first hopes is that this program will be useful in bringing day care attention to migratory farm kids. If it does, it will truly save an immense amount of anguish.

Mrs. HAWKINS. Oh, yes, I should say.

Senator WILLIAMS. I would like to make one other observation, too, about the migratory farm problems that you have enumerated.

These people are out of sight of our settled communities, and being out of sight are pretty much out of mind.

I gave a talk at the Old South Church in Boston a few years ago and described the life in a migratory farm camp. At one point I mentioned that I had seen these conditions in a farm camp in New Jersey, which was within sight of the spires of Princeton. There was a woman there from Princeton Borough who said, "I am shocked. I didn't know that we had any of these families in our community."

We must illuminate the need and then, of course, we must have a system of meeting it. This proposal is one of the beginnings, I think, of a pretty good system.

Mrs. HAWKINS. I was in one of the potato farm camps last year, or the year before last. They were having a rough time because the potato market had dropped, and the farmers were not digging potatoes. The crews were up there, but they weren't making any money. One of the men said to us, "The only way to beat this is to scrounge around the fields and eat what you can get. If you go in debt later you are sunk for the rest of the summer." That is what they have to do in these circumstances.

Senator WILLIAMS. We recently had an example of this situation. We had had a very close association with Father John Wagner, whose parish is San Antonio. In his community hundreds of migratory farm workers spend their winter, their off season, and most of them are unemployed in the winter. There is 1 unskilled job for every 16 men.

Father Wagner came with three farmworkers from San Antonio to Washington to testify 3 weeks ago. These men were all in their 60's. None of them had worked since October, and their average income last year was about $1,100 each.

Mrs. HAWKINS. I am not surprised at all. It is a hidden and very difficult problem, and it really needs some attention such as a domestic peace corps could give it.

Senator WILLIAMS. We feel there is a role for this program in the education of the youngsters in both regular and summer schools, and in the education of the adults.

Mrs. HAWKINS. Yes, sir.

Senator WILLIAMS. We are very grateful. Let me just ask about this resolution you have submitted. This was in connection with the Youth Employment Act?

Mrs. HAWKINS. This was in connection with the Youth Service Corps, the Youth Employment Act, and the Youth Conservation Corps, Senate bill No. 1. This resolution is aimed at doing something for youth.

Senator WILLIAMS. Of course, the objectives of S. 1, the youth employment bill, and of the National Service Corps bill are different. Yet this resolution and its philosophy would cover both.

We certainly don't want to have the programs confused. The purpose of the youth employment bill is to give unemployed young people training and productive activity.

The aim of the National Service Corps is to take people, young and retired, and put them into service, not to deal with unemployment. Most of them won't be unemployed.

That was excellent testimony. We are most grateful to you.

Mrs. HAWKINS. We appreciated the opportunity to testify very much.

DIVISION OF CHURCH AND COMMUNITY STUDIES,
DEPARTMENT OF CHRISTIAN SOCIAL RELATIONS,
THE NATIONAL COUNCIL, EPISCOPAL CHURCH CENTER,
New York, N.Y., April 1963.

STATEMENT BY THE RIGHT REVEREND ARTHUR LICHTENBERGER, PRESIDING BISHOP OF THE PROTESTANT EPISCOPAL CHURCH, FEBRUARY 8, 1963

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 * * *.

RESOLUTION ADOPTED BY THE NATIONAL COUNCIL OF THE PROTESTANT EPISCOPAL CHURCH, FEBRUARY 20, 1963

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.

Senator WILLIAMS. We will hear Mayor Holland of Trenton this morning. I don't believe the mayor has arrived yet. We will change the order and hear Prof. Melvin Tumin at this time.

Professor Tumin, for the record will you identify yourself.

STATEMENT OF MELVIN TUMIN, ASSOCIATE PROFESSOR OF SOCIOLOGY, PRINCETON UNIVERSITY

Professor TUMIN. My name is Melvin Tumin, professor of sociology and anthropology in Princeton.

Senator WILLIAMS. You are a resident, I take it, of Princeton?

Professor TUMIN. Yes, sir.

Senator WILLIAMS. What was your home before you came to Princeton?

Professor TUMIN. I was born in Newark, N.J., and except for a brief interlude of a dozen years in other parts of the country I have lived in New Jersey ever since. I have been in Princeton since 1947.

If I may say a few words about the proposal, I should like to note first that the general conception seems to me to be an extraordinarily fine one. Any time that important leaders of the Nation move to tap the voluntary spirit of citizens on behalf of the less fortunate members of our society, I endorse it heartily, on the understanding that important examples will be set by national leaders for the citizens.

I would like to stress that point, if I may. While this proposal calls our important young people to duty beyond self-serving and we can reasonably expect young people to respond to this call, it would be both sociologically important and very wise if important people would indicate the same kind of spirit by also assuming positions of sacrifice of career and of income. There have been some such people, but I think more of them would be very much to the point.

As to the utility of the program as I understand it, it is beyond question. I think you could take the number of 5,000 and multiply it by 500 and not have enough people for the kind of tasks which need to be achieved and the kind of needs which have to be met and are not being met.

I can think of the utility of hundreds of volunteer workers in a small community like this being employed full time in helping persons, who have not had the breaks in life that others may have had, to find a better way of life.

So I think that no one could doubt the utility of it. The present program I think is much too modest in its scope, if I may say so, although I recognize it may be necessary to make a modest beginning to show evidence for the larger need we are talking about.

In view of the excellence of the conception and the obvious great need for the program, one would have to cancel whatever momentary or partial doubts he might have about the possible success of the program, specifically with regard to the possibility of recruiting enough people who are in the spirit of the program.

While one could reason from the analogy of the Peace Corps and hope that a comparable spirit of volunteer effort could be elicited for a domestic Peace Corps, there are some differences which seem to favor the external Peace Corps over the domestic Peace Corps. In effect I am simply saying that this is a difficult task and not an impossible one, and that on the basis of the precedents that have been developed and in terms of the importance of the idea and the great need, every effort to make it a success is worthwhile.

I think, for instance, in terms of the range of possibilities for the great outpouring of volunteer spirit on the part of students such as

those who became involved in the tutorial program, which has given tutoring and other auxiliary services to schoolchildren in various degrees of trouble. The students did this on a part-time basis without adult inspiration or guidance, at very great sacrifice to themselves, and without the slightest thought of pay.

One could visualize the great utility of the corpsmen in units where such tutoring and auxiliary services are provided. Corpsmen could be utilized as the coordinators of such programs; each program is in need of a person who will devote himself full time so that the right people will appear at the right place at the right time to service the tutoring needs of students who are not doing as well in school as they might otherwise do.

One could go from area to area throughout the country and show the great need and indicate the extent to which people have already volunteered on a part-time basis. The possibility is there and there are some strong indications of likely success.

I would like to enter, however, a serious doubt about the extent to which such a program could succeed in the long run in making a big difference in the life of the people to whom it is directed. I am referring to the extent to which it might be possible to provide some additional morale and inspiration for a short period to people who are otherwise in despair. If the fundamental institutional shortcomings of the lives of those people are not corrected on the part of the National Government and the communities, if they don't have jobs to look forward to, and they don't have some degree of optimism, then the kind of thing suggested here or in the external Peace Corps becomes patchwork, Band-Aids instead of medicine, working on a level of symptoms rather than on a level of causes.

One would hope that along with the outpouring of volunteer services on the part of young people there would be an increasing dedication to providing the institutional basis on which this program could have an influence, for without it I think we are in serious trouble as far as this program or any program is concerned.

We are a very lucky country. We are lucky in that we have much less social pathology than we are entitled to, or that we should be having, given the unequal distribution of chances in life among our people.

Our underprivileged minorities behave themselves to an extent and to a manner that exceeds any sociological expectation.

We have much less delinquency than we should be having, "should" meaning in terms of expectations, not desires. We have much less crime, much less drug addiction, much less of all the pathology that disturbs us.

And we are lucky, too, and I think that this is where the Corps fits in very well, that we have a major institution which provides a source of optimism and hope to our young people that their lives might be better than those of their parents. I am referring primarily to the school system. The school system still represents a main avenue of social and economic mobility for our people, in spite of all the known facts about unemployment and the failure to utilize talent, even though it has been trained.

Our young people go to school, especially the young people from underprivileged groups, with high hopes, and many of them find a way through their school experience that enables them to keep themselves

within the framework of law and order. They continue within the legitimate framework hoping to improve their children in the next generation.

We are losing much of the beneficial influence of that school system as a result of the inadequate motivation resulting from the inadequate performance and through the differential and degrading treatment of the underprivileged children.

Corpsmen helping out through tutorial services and auxiliary services can help to make the school experience of many of our underprivileged children somewhat more meaningful and thereby keep the school system a source of opportunity more open than it might otherwise be. I think that if we don't wish to encourage, or actually to invite, much more social trouble than we now have, firmer, more resolute and forceful utilization of the opportunities of the impact of education upon young people is a desperate and crying need. To this extent the corpsmen could make a very important contribution.

I repeat we can't count on being lucky too long. We dare not trust in our luck. We had better move as quickly as possible in the direction already indicated.

One would also hope that the Corps once in motion would serve as a model and an inspiration to both young and old in the community to take more social responsibility onto their shoulders, and to stop taking the stand of, "Let George do it, it is not my business." It would awaken the conscience of the people who are quite willing to make a verbal statement of what is right, but when the chips are down and their self-interest is at stake, are unwilling to sacrifice their self-interest on behalf of the welfare of the community.

I think that type of leadership could help in the community by serving as a model of good citizenship, and this seems to me is one of the major positive influences of the program.

Senator WILLIAMS. I am particularly glad you ended on that note, because one of the persistent lines of attack on this program has been that it is inadequate in terms of numbers. Critics say that it is almost worthless considering the social need. But we feel that 5,000 volunteers in this Corps, doing the job I think they can do, will be, as you suggest, an example which will draw more people into social service.

Professor TUMIN. I hope so.

Senator WILLIAMS. Certainly in the tutorial program which Ron Glick described, if there were a few full-time people to give it continuity, and run the organization, it would be very helpful.

I wonder if in your life in anthropology and sociology you have had opportunities to observe life in Indian reservations?

Professor TUMIN. I had an opportunity to observe an Indian village, but it was not in the United States.

Senator WILLIAMS. One of the specific problems we feel that this program would respond to is the wretched life on many of the reservations.

This subcommittee is going on a field trip to some reservations out West. I haven't been out there for a long time, but I know there is a true need there for people to help the unskilled and the uneducated in many ways.

Professor TUMIN. I may say, Senator, that one of the constant doubts expressed by some people is that the energy, interest, and

money poured into this program will detract from the energy and the attention that ought to be poured at the same time into the more fundamental institutional rearrangements required.

It is not an unreasonable kind of doubt and worry to express, and one would hope that this kind of hearing and the subsequent legislation that might develop would help to dramatize this need.

Senator WILLIAMS. We are very grateful to you.

We are most honored to have with us Rev. David McAlpin, Jr. We are very pleased that he is able to testify.

STATEMENT OF REV. DAVID H. McALPIN, JR., PRESIDENT OF THE MERCER COUNTY ASSOCIATION FOR MENTAL HEALTH

Reverend MCALPIN. My name is David H. McAlpin, Jr., minister and associate pastor to the Witherspoon Presbyterian Church, and president of the Mercer County Association for Mental Health.

I could speak about innumerable areas of need. However, I think that you are most interested in mental health, and so I will confine my remarks to that field.

From my knowledge of the situation in this county and in the Trenton State Hospital, I can say that there would be immediate opportunities for additional personnel, such as the youth service program or the national service program will provide in both public and private agencies.

For instance, the Trenton State Hospital is developing an extended educational, recreational, and social program for their children in the hospital.

Such a program requires a great degree of adult participation because, in addition to the medical treatment of these patients, the hospital has to provide the normal child rearing education services that a school and home would provide.

The State would not and could not provide in the near future for this kind of care out of its budget, but volunteer corpsmen could be very useful in organizing recreational activities, and in assisting the teachers in the educational programs. I think they could also be of assistance to the basic hospital personnel in the supervision of the children.

It is also a fact that the number of available occupational therapists is much lower than the demand, and that corpsmen working under the direction of trained occupational therapists could help a great deal to fill the gap between the number of therapists actually available and in regular paid positions and the number that are needed.

Now, I would like to turn to the realm of the private agencies.

The mental health associations work cooperatively with hospitals and other public institutions.

For instance, when a patient comes out of the hospital, the Mental Health Association tries to provide aftercare or rehabilitation services to the patient.

Our association has had in its budget for several years a social worker to work in this area, but we have never had the funds to pay the worker.

We also intended to use a social worker or somebody with these skills to follow up with referrals of people in trouble, and so forth.

There would be, in other words, a potential service which the corpsmen could provide to the mental health associations.

I think that I have said enough to indicate that I think there is a real potential here for the service of these corpsmen.

Senator WILLIAMS. I take it that it is your hope that your association can be helpful to people after they have been discharged from an institution and during the followup period after the hospital experience?

Reverend MCALPIN. Yes. I haven't mentioned such a thing as a halfway house, because we are a long way from having one in this area. But we need a place to which the patients could go after the hospital, but before actually being set loose to cope with all the problems of life in the community.

Senator WILLIAMS. I think you have helped a great deal. You have described some of the guidelines for service corps activity which will help to meet some of the expressed objections to this bill.

These mental health associations are now developing all over the country, aren't they?

Reverend MCALPIN. We have 500 or 600 already. And there are new ones forming.

Senator WILLIAMS. Do you really think it is practical to consider these associations as applicants for corpsmen to work with patients after their hospital days are over?

Reverend MCALPIN. Yes, I do. This would presume that the program which the Mental Health Association had in mind was a sound program. In other words, that it had the proper medical supervision and guidance and that it had also the proper staffing by a paid staff.

In other words, I would not foresee a corpsmen coming in and taking charge of a project for which he was not professionally qualified, but I could see him working under responsible personnel in such a project.

Senator WILLIAMS. Does the Mercer County Mental Health Association have professional people working now or is it a hope that you have that you will be able to afford them?

Reverend MCALPIN. We have a person, the executive director of the association, who operates a program for patients returning from the hospital. This program is not a medical or a psychologically oriented program, so the answer is that he is a professional executive, but not a professional doctor, social worker, or psychologist.

Senator WILLIAMS. I wonder if there was the possibility of getting backstop volunteers behind a professional man, whether your association might be able to raise funds more easily for a professional.

It would stimulate greater giving if it were realistic. The program would not only have professional direction, but you would have some volunteers to follow the direction of the professional.

Reverend MCALPIN. Without knowing any of the details, I certainly would be very open to this concept, and I am sure that it could be done. There are so many different approaches to such a program that you must be able to find one that could be satisfactory in the overall.

And if we could get a halfway house started, it would be a place where a corpsmen could have his work concentrated and where he would be related to the proper professional people. There are such houses in other areas.

Senator WILLIAMS. I would make the observation that we are at long last beginning to give proper attention to the awful problems of mental illness.

We passed a mental health bill in the Senate 2 weeks ago which would provide Federal grants for the construction of facilities.

There was absolutely no objection to this bill when we finally acted on it and this was an encouraging sign. I think you have opened our eyes to another very, very worthy volunteer effort in the after care of mental patients. We are very grateful, Reverend McAlpin, for your time.

Reverend MCALPIN. The mental health associations are solidly behind these community mental health acts. We hope they become law.

Senator WILLIAMS. Thank you.

Mayor Holland of the city of Trenton is a friend of the Congress. He comes to Washington frequently to help us.

Proceed any way you would desire. We know it will be very helpful.

STATEMENT OF HON. ARTHUR HOLLAND, MAYOR OF TRENTON, N.J.

Mayor HOLLAND. Senator, I am sure you can attest to the fact that the longer we work with urban renewal programs the more we realize that people are more important than buildings.

The finest new building, if not properly utilized, would soon assume the atmosphere of the blight it replaced. More importantly, if the buildings which were replaced had been properly maintained, the replacement in most cases would not have been necessary.

One of Trenton's finest houses is our oldest, the William Trent House, which was built in 1790.

Almost invariably the poorly maintained houses are occupied by the ignorant and the unmotivated.

It is these people primarily who are in the need of renewal. They must be inspired and educated. The proposed National Service Corps could help do this.

By example and through guidance, members of a Domestic Peace Corps could do much to revitalize our old big cities.

Recently Trenton has had projects with which a National Service Corps could have cooperated. I am sure you heard about this earlier and you will hear more of it before this hearing is concluded. Princeton University students tutored potential Trenton school dropouts.

The city government in partnership with the Trenton school system sponsored a good housekeeping course in connection with a fixup-cleanup campaign. Almost all communities can benefit from such programs. Cities in transition, such as Trenton, are in special needs of these projects. In a sense the old cities are a new frontier.

While ideally we should take care of our own, many of those who could be most helpful have left the city. We can use, until the trend back to the city is established, the help of idealistic, energetic people, young and old, who would volunteer under a National Service Corps program to be of service.

Such a corps would become a great force for the human renewal which is the only lasting foundation upon which our new buildings can be erected.

Senator WILLIAMS. Well, in speaking of the new buildings and the physical renewal of the city, I do not know any city that surpasses yours in the need for the renewal of old areas that have slipped into slum and decay.

Mayor HOLLAND. We appreciate your interest, especially in the Josephson Apartments for the elderly.

Senator WILLIAMS. I don't know of any other program where people more warmly give many, many hours than in one which deals with people, in which people who have spirit and ability can be of service to people who are dispirited, without ability, and need help. The old cliche can be said again, and it doesn't embarrass me, "This is a people-to-people program."

And to have you, the mayor of one of our major cities, describing the need in your community for additional volunteers is to set the record straight for those who feel that to have a program like this is to say that we are failing without it.

Well, we are not failing. We just haven't been able to fully meet all of the needs.

Mayor HOLLAND. I think one way I could put it is that the old cities, such as ours, are in a state of crisis. We literally need rebuilding in every respect, and in order to do this best we need to bring to bear upon the problems all of the forces that can be centered upon them. In this sense, I see the proposed corps as one more aid in this fight, and I see nothing but good coming from it. It is not only a question of what can be done for Trenton by corpsmen coming into our community. I think it makes sense to expect that as a result of this program you will have improved communities. You will have young people who will come under the influence of corpsmen who could some day go out to other cities and other areas which will be in need as Trenton now is.

Senator WILLIAMS. There is one area that we haven't mentioned in the hearings to any extent. I would imagine in your city you have a great number of families in which both mother and father are employed, and families in which there are youngsters in infancy or of early school age. It seems to me this is an area of great family anxiety, and that this program could bring care and guidance to the youngsters after school or while the parents are both away at work.

Mayor HOLLAND. Senator, in that connection I have with me today our director of health, education, and welfare, and we hope to propose by the time we appear before Congressman Thompson's committee a project for the city of Trenton which would endeavor to meet this need.

We would establish youth centers which could help care for children in need of supervision. While it is true there is this need, the children of broken homes are even more in need, and we have our share of those. I see this program meeting many aspects of need.

Senator WILLIAMS. Certainly if there is a person with professional skills running one of these services in a community, other volunteers will respond if there is true organization and focus. These Princeton students have demonstrated that very remarkably this morning.

Mayor HOLLAND. It has made a great impression on the city of Trenton.

Senator WILLIAMS. That's excellent, Mayor Holland, and we are proud of the work you are doing in the city of Trenton.

Now we go from the city of Trenton, our capital city, to the city of Newark, our largest city. We are honored to have Mr. Samuel Convissor here. I know the mayor is occupied in Newark today on a tour with Commissioner Brownstein of the FHA. I wanted to be there, but my first responsibility was here. I am sure the mayor understands.

The forum is yours, Mr. Convissor.

STATEMENT OF SAMUEL CONVISSOR, ADMINISTRATIVE ASSISTANT TO THE MAYOR OF NEWARK AND EXECUTIVE DIRECTOR, SOUTH SIDE PROJECT

Mr. CONVISSOR. Thank you, Senator.

My full name is Samuel M. Convissor, administrative assistant to Mayor Hugh J. Addonizio.

I want first to state that I am speaking here today both for the mayor of the city of Newark, Hugh J. Addonizio, and as his administrative assistant and executive director of the Newark Citizens Planning Committee for a major project now being planned in Newark which is designed to expand the opportunities for Newark youth.

I am especially pleased to be here today and urge passage of this important legislation.

The National Service Corps idea represents to me an extension of the President's own words at his inauguration when he said:

> Think not what your country can do for you but what you can do for your country.

I say that because the National Service Corps program will stimulate thousands and hopefully millions of Americans into doing more for their communities, their neighborhoods, and their fellow citizens, which in turn will help to keep America strong.

The proposed National Service Corps represents an outstanding oportunity for cities that are undertaking programs of either a physical renewal or what has been termed "human renewal." The proposed National Service Corps will stimulate interest in governmental activity at the local community level and will provide the much needed incentive for the development of civic leadership in big cities where in recent years we have seen a lessening of citizen involvement and civic pride.

In 1959 the Welfare Federation of Newark, Irvington, and West Hudson sponsored a communitywide survey into the many areas that are the responsibilities of the federation and council of social agencies.

A major concern of this report was seen in the great need in the important areas of voluntary service and development of civic leadership. This could be met by a federally supported and locally administered program of professionally trained volunteers to encourage local action and local support. Of specific importance was the need cited by the survey for the development of increased community leadership among the residents of the community.

Newark, like many other cities, is experiencing a rapid decline in its middle-income population; and unless a program of physical renewal, which is being undertaken in our city in the form of some 14 projects and $45 million in Federal funds, is integrated with a program of social renewal there will be a detrimental lagtime before new civic leadership can take hold in the city and participate in

the physical renewal program. This becomes a major problem in the development of political leadership, economic leadership, homeownership, job development, and all of the other community characteristics which are necessary in order to make up the strength and fabric of a great city.

In order to speed the process of the integration of social and physical renewal, we in Newark have undertaken, at the instigation of Rutgers University, a major program to expand the opportunities for Newark youth.

I need not dwell on this program here at this time, but I can assure you that this effort will go a long way, and it has already, in stimulating an organization of community activity toward facing up to the problems at hand and developing greater interest in solving the problems of the city.

I am attaching a report regarding this project.

As part of this expanded opportunities for youth proposal, I am also attaching a request that has been submitted to the National Service Corps Study Committee for the use of National Service Corps members as part of this Newark demonstration project.

We in Newark see that the National Service Corps volunteers can work in organizing neighborhood activity in order to undertake important programs in the fields of neighborhood rehabilitation and conservation, increased code enforcement, and other urban renewal related needs. As we indicate in the proposal, rehabilitation of the older houses is still the most difficult phase of urban renewal. Full-time staff assistance, professionally trained in architecture, community organization, human relations, and the techniques of urban renewal could speed the process of neighborhood rehabilitation immeasurably at a time when all other indicators point to the continual deterioration of the older cities.

In addition to urban renewal and related activities, the National Service Corps volunteers could be used in those important social renewal activities that are important and related to rebuilding the city.

I think it important that I emphasize to this committee that the National Service Corps volunteers are not to fill the positions already staffed by professionals and by unpaid volunteers. On the other hand, the National Service Corps can show the way, provide assistance, create greater interest within the community in undertaking a role of developing its own resources and own contributions.

I am sure that there will be no difficulty in securing the services of many thousands of college-educated and well-trained individuals to work in these communities as part of the National Service Corps movement, nor will there be any difficulty in selecting areas where National Service Corps members could help.

Within the expanded opportunities for youth project in Newark, we have considered a number of possible services for persons enrolled in the National Service Corps program.

By way of illustration, permit me to suggest some of the following ways in which the National Service Corps can assist:

Tutoring sessions for students having difficulty in schoolwork;

Supervising homework sessions for students after school;

Teaching adult classes in basic arithmetic, reading, and civic affairs;

Organizing indigenous teenagers to clear, equip, maintain, and supervise playgrounds for younger children;

Organizing and conducting trips and tours of a horizon-expanding nature for children and families;

Providing homemaking services and education for mothers;

Organizing and staffing nursery schools, both to help working mothers and to improve the reading readiness of culturally deprived children;

Contacting all newcomers to the city to help orient them to urban life;

Guiding, escorting, and referring families and individuals to private and public agencies specialized to meet their various needs;

Assisting teachers in the classroom, social workers in the field or office, and community organizations such as neighborhood councils, churches, Scout, and 4–H leaders and the like; so that those professional workers can more efficiently concentrate on rendering their expert services;

Organizing hobby centers, photography, sewing, woodworking, silversmithing, and so on in storefronts provided by the city or in places set aside by public housing authorities;

Organizing and training teenagers and adults to provide necessary help to such handicapped members of their community as the blind, aged, and infirm, and to families in need of babysitting services;

Help to organize and staff such recreational facilities as teenage canteens or coffeeshops, instrumental and choral musical groups, painting and sculpturing classes and workshops, social clubs, junior achievement activities, et cetera;

Encouraging and facilitating parents to participate in PTA's and to confer with their children's teachers;

Organizing and staffing greatly expanded summer day camps and resident camps in State and National parks and forests;

Helping in the collection of information essential to understanding the nature of life in urban areas.

I want to point out that if the cities are to maintain their growth potential and provide the job developments that are necessary for our growing population, we must speedily inject into our society these new programs, these new ideas, this new strength, and this new idea for leadership training and civic development as an insurance against any future deterioration.

I would like to add here, Senator, that the statement made late yesterday, by Secretary Wirtz as to the unemployment picture among the teenagers is indicative of the tremendous need that would be met by the program of the National Service Corps in the major cities, where Secretary of Labor Wirtz indicated the problem is more acute.

We must make those preparations today while there is still time. We cannot wait for people to catch up without providing the tools. We must take the leadership role in igniting the community with the spirit and the desire to help themselves.

The National Service Corps gives cities and the American community generally, a unique opportunity to present a stimulus to civic development of this kind.

Senator WILLIAMS. That was a very powerful statement and we are certainly very much indebted to you and to Mayor Addonizio. We certainly miss him in Washington. On a measure like this he would be a very effective advocate. I am glad to see that even though he

is not in Washington, he is still working with us on these worthy national programs.

I think you have very well spelled out the need and the opportunity for corpsmen to be of service to Newark. I think we have a very comprehensive description of how this program could be meaningful in the city of Newark. What is the exact population of Newark?

Mr. CONVISSOR. 405,000, sir.

Senator WILLIAMS. There are a lot of young people, as you suggested, both out of work and out of school. I think also in the city of Newark there is a great untapped pool of part-time volunteers for some of the work that you mentioned. You have universities there, Rutgers, Seton Hall, and others. It has been demonstrated that people at the college level do have a desire to serve in some of these worthy programs. If their spirit could be directed by a few corpsmen, some of these necessary jobs would be done.

Mr. CONVISSOR. I would like to point out just one thing, Senator, relative to my remarks about Secretary of Labor Wirtz's statement on the unemployment rate. Within the demonstration project area in which we are working with Rutgers, the unemployment rate as opposed to the city average of 7 or 8 percent is upward of 18 percent. In this area, the educational level is just below the seventh grade, and while the median income of the city is about $4,500, I hear it is somewhat less than $2,800. What we are trying to do in this project is to take a disadvantaged neighborhood and lift it with the support of volunteers and some professionally trained individuals.

Senator WILLIAMS. Thank you very much for your excellent testimony, Mr. Convissor.

A PROPOSAL FOR THE USE OF THE NATIONAL SERVICE CORPS

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 hav 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 south-central and west-central ward boundaries. These two sections are both within urban renewal 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 [1] 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.

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[1] See report on south side project.

(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 neighbhorood 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 on 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 purposes of that overall program.

The area selected is a major disadvantaged neighborhood in Newark's south-central section. It is predominately Negro, low income, with an educational level of the seventh grade. (Recent census information.)

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 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 YOUTH OPPORTUNITIES UNLIMITED

Newark Youth Opportunities Unlimited is an organization created by the mayor of Newark at the instigation of Rutgers—the State university. It is composed of representatives of the university, the Newark city government, the board of education in Newark, the council of social agencies, the Newark Housing Authority and Urban Renewal Agency, and other local agencies and voluntary organizations.

YOU's intention is to develop and carefully test ways of encouraging culturally deprived Newark youth to express their productive potentialities. In pursuing this responsibility, YOU is guided by the conviction that these youths, like everyone, will invest their energies in those activities which promise to "pay off" in several ways:

1. By giving them a sense of doing something important—of participating in activities or tasks that they and their associates define as worthy, important, useful, respectable.
2. By giving them a sense of personal acceptance and appreciation by their intimate peers.
3. By giving them a sense that persons in authority genuinely respect their rights and interests.
4. By giving them a sense of "fun" and "enjoyment," as those are defined in their circles.

On the basis of that conviction, YOU proposes to test out, under as controlled conditions as possible, several specific ways of (*a*) creating activities with the characteristics described above; (*b*) making those activities readily available and known to culturally deprived youths; (*c*) improving youths' incentives to take advantage of such opportunities; and (*d*) reducing the attractiveness of other, destructive activities through which many socially disadvantaged youths now achieve the "pay offs" described above. Among the ways of doing those four things that YOU is now seeking to refine and implement are these:

1. In one school, matched with a control school, an effort will be made to harness group pressures in the service of academic effort and to stimulate students' motivations to work more vigorously on their school subjects by offering frequent and substantial prizes through PTA's to the classes showing the greatest rate of improvement between successive marking periods. These prizes will be things—including perhaps cash—for which the students themselves express a strong desire. In order to guard against injustice to classes whose already high averages bar significant improvement, similar prizes will also be given to classes with the highest absolute records. For similar reasons, prizes will also be given to individuals with records of significant improvement and with high absolute records.
2. In another school, we will leave the incentive system untouched and attempt, experimentally, to vary teaching methods in accordance with the best judgment of the professional educators in YOU. For example, significantly lower teacher-student ratios might be tried; new textbooks; teachers' aids, in the form of National Service Corps men, local volunteers, or paid assistants; remedial reading clinics; and so on.
3. In a third school, we will leave both the incentive system and the teaching methods unchanged, and organize tutorial or "study sessions" with students after school hours, in the evening. This will also be done with the help of National Service Corps men, local volunteers, or paid assistants.
4. In a fourth school, we will inaugurate all three experimental programs simultaneously.
5. In at least one school district we will organize a prekindergarten "conceptual development" program for 3- or 4-year-old children in order to test ways of improving their "reading readiness."
6. In from three to six neighborhoods, we will help teenagers (through training, provision of minimum adult supervision, and through financial subsidy) to organize recreation centers of their own choosing. These may range from pool

parlors, through coffee and soft-drink shops, to jukebox dancing places. In addition, either in connection with such recreational centers or independently, we will help teenagers and younger children to organize bands, dance groups, and hobby shops.

In all these activities, our emphasis will be not only on providing facilities but, at least equally, on giving youth opportunity, incentive, and training in responsible management of their own enterprises.

7. For reasons similar to those just mentioned, and in addition for the purpose of creating job opportunities, we propose to organize crews of youths to engage in the following activities:

(*a*) Auto repair and spare-part repair and exchange.

(*b*) Lawn maintenance in surrounding suburbs and in city-owned housing projects, parks, and other places.

(*c*) Painting and repair of privately owned buildings at landlord expense. (We intend to make use, in this connection, of a city ordinance permitting the city to bring deteriorated buildings up to standard and to charge the landlord for the expense.)

(*d*) Construction, maintenance, and equipping of vacant lots for playgrounds.

(*e*) Snow and ice removal.

(*f*) Conducting younger children on "horizon-expanding" tours (with adult supervision).

(*g*) House cleaning.

(*h*) Sanitation maintenance in designated blocks.

(*i*) Clearing and maintaining campsites for neighborhood use in county, State, and National parks.

(*j*) Assisting in neighborhood day camps.

8. We will establish, in selected experimental neighborhoods, "Guided Group Interaction" meetings, patterned after the highly successful Essexfield and Highfields Centers in New Jersey, but with prevention as the aim, rather than treatment of juvenile offenders. It will be the aim of these meetings to help youths (*a*) to find their way out of the defensive adjustment they have inevitably made to a situation of no incentives and little opportunity; and (*b*) to see and understand, realistically, the alternatives open to them and the consequences of choosing one rather than another alternative.

9. Partly in order to provide employment, and partly to enlist the cooperation of indigenous adult leaders, we will employ and train local adults to staff the many projects described above, and to be described below.

10. We will establish in three to six neighborhoods decentralized "Urban Information and Aid Centers." By arrangement with the welfare department, we will attempt to make the centers attractive to and known by residents by making them distribution centers for surplus commodities. Our primary purpose, however, will be to experiment in such centers with different ways of "reaching out" to residents with social work services, and of coordinating the work of the several different public and private agencies on municipal, county, and State levels with which many disadvantaged residents have contact. More specifically:

(*a*) In one neighborhood, we might locate, in the center, representatives of the State Board of Child Welfare, the County Welfare Department, and the City Health and Welfare Department, in addition to appropriate private agencies. The effort would be to explore the efficacy of thus centralizing—but on a very local level—the various bureaucracies dispensing welfare aid.

(*b*) In another neighborhood, we might staff the Information and Aid Center with professional personnel who have no formal affiliation with existing agencies, in order to explore ways in which they can come to be liaison agents between residents and the bureaucracies with which they deal.

(*c*) In still another neighborhood, the Information and Aid Center will be headquarters for National Service Corps men, or local volunteers, who will work under the direction of one or more professional directors. Each corpsman or volunteer will be assigned to one block, with the task of getting to know, intimately, all the families on his block, referring, escorting, and representing them to agencies whose services they need; encouraging parents to participate in PTA's, Neighborhood Councils, etc.; and helping them to take advantage of the various opportunities described elsewhere in this review.

(*d*) The attractiveness of at least one of the Information and Aid Centers might be increased, experimentally, by making it, in addition to or instead of a distribution center for surplus commodities, a place to which residents could turn for anything from a place to read, play cards, drink coffee, get advice, find a "friend in court," baby-sitting services, or home economics education and training.

(*e*) In at least one and probably more of the centers, we will experiment, in cooperation with the Travelers' Aid Society, with ways of identifying newcomers to the city and helping them to become quickly and smoothly integrated into the new urban environment.

11. Both as part of and in addition to the work of such Urban Information and Aid Centers, we propose to seek ways of tying Aid to Dependent Children and other types of welfare payments into educational and training programs for the adult recipients.

12. We will organize teenage and young adult clubs to receive training in how to deal with urban complexities. This plan is based on our view that the urban homolog of rural 4–H clubs' focus on animal husbandry is a focus on bureaucratic-legal rights and obligations and mechanisms of enforcement.

13. We will, particularly in the experimental schools described above, organize inservice seminaries for teachers and other school personnel (counselors, social workers, nurses, etc.). The purpose of these seminars will be both to provide school personnel with a better understanding of the special problems, nature, and potentials of their students; and to provide a forum in which teachers can exchange, develop, and refine their ideas for improving the performance of their professional functions.

In order more fully to recognize and reward the conscientious and imaginative performance by teachers of their very difficult tasks, we propose to find ways of publicly rewarding teachers who propose the best ideas for improved methods and content.

14. Efforts will be made to stimulate reading and the use of library facilities by greatly increasing the supply of books available in experimental areas and perhaps employing an incentive system similar to those described with respect to the performance of students in the classroom.

15. In addition to the evaluation of each of the foregoing experiments by Rutgers—the State university, all of the action programs will be constantly guided and informed by the results of the research project, support for which is now being requested from the Office of Education.

Now we have a panel from Rutgers. We want to give our State university equal time with our host university, Princeton.

STATEMENTS OF MARSHALL STALLEY, ASSISTANT DIRECTOR, URBAN STUDIES CENTER, RUTGERS UNIVERSITY; BRADFORD ABERNETHY, CHAPLAIN OF RUTGERS UNIVERSITY; AND ERIC MOSS, INSTITUTE OF LABOR RELATIONS, RUTGERS UNIVERSITY

Mr. STALLEY. My name is Marshall Stalley. I am assistant director of the Urban Studies Center of Rutgers, the State university. On my right is Bradford Abernethy, the chaplain of Rutgers, and on my left, Eric Moss, a student from Antioch College, Yellow Springs, Ohio, who is presently working with the Institute of Labor Relations at the Rutgers Labor Education Center.

During the past months Eric Moss has been assigned to a project in the city of Perth Amboy studying and working with the Puerto Ricans.

I might first indicate that we in the Urban Studies Center of Rutgers are very deeply interested in this program and fully support it.

There has been one aspect which perhaps has not been fully mentioned, and that is that this program is a two-way street. The people on the receiving end will benefit, but also we think the program will be

of considerable value to those people themselves who give their services as volunteers.

The people who live in the central city, the undereducated, the undertrained, the underutilized, and the people who have had the benefit of training and of education, constitute two different worlds. The so-called Domestic Peace Corps, the National Service Corps, will provide a national brokerage service to bring together the needs and the great, potential resources which exist. We are confident that this program will very much enlarge and extend the amount of volunteer participation by providing a link which is presently nonexistent through the brokerage function of the National Peace Corps.

I think it might be helpful if we hear from Bradford Abernethy, our chaplain.

Mr. ABERNETHY. Senator Williams, I speak against a background of familiarity with volunteer work camps in the capacity of director of work camps both in this country and abroad with the American Friends Service Committee, and in Africa with Operation Crossroads Africa. I approach this program from the standpoint of one who has been very intimately involved in the direction of volunteer work camps, and also from the standpoint of one who has encouraged a good many students to participate in them.

I think there is not an exact parallel between the volunteer work camps with which I have been familiar and the National Service Corps. The former are for a restricted age group and for a restricted period of time, a summer; in the case of the oversea work camps there is undoubtedly an element of novelty in being in a new and unusual culture. But I think there is enough parallel to draw some inferences from the one in relation to the other.

One of these inferences it seems to me is the educational advantage to the participant. This is not to be underestimated.

I have seen in a good many instances vocational ideas clarified by participation in a volunteer work camp either in this country or abroad. There is a tremendous amount of growing up that takes place.

I may mention here a letter which I got yesterday from the parents of a student with whom I have been closely associated during the last couple of years and who participated in one of these work camps. The father wrote to say what a joy it was to see the transformation which had taken place from a self-centered selfish brat, as he referred to his son, to a young man who is a mature, responsible citizen.

I am all in favor of anything which brings about such a transformation.

A second advantage, I think, is the educational advantage to the community which is provided by a volunteer work camp.

Now, a community which finds or feels itself to be a case study is apt to be resentful toward some of the efforts made toward improvement. There can be a kind of meddling involved, even a holy meddling. Meddling is bad enough, but when it becomes holy it becomes a little worse.

But there is more than study, as I see it, in this kind of plan or program. There is service, and the service which involves a dual relationship between those who are coming into the community and those who are there and going to stay there. This is to me a tremendous educational advantage to the community.

A third and final point is the obvious cultural and physical advantages to the community which is served by any group of volunteers.

I must say I am not as optimistic about the large number of college students who might be attracted to this program, except as it might be possible for them to be involved in summertime work.

I question somewhat the comparison of volunteer service while a student in college to what is proposed here. The former is avocational, and I think this is vocational at least for a limited period of time. I believe the whole attitude is different between an avocation and a vocation.

This is simply one of the problems involved, certainly not a serious one, and my own view is simply if it is right to do it, start doing it and you will have the right people to carry it on.

Senator WILLIAMS. Thank you very much.

Mr. Moss, do you want to describe your experience? Do you have a view on this bill?

Mr. Moss. I was hired by the Institute of Labor Relations at Rutgers University, to carry out a study on a Puerto Rican community in Perth Amboy.

The institute wanted to give the study a personal touch and so I was hired because I speak Spanish and I have lived in Latin America. I was instructed to go in and make my presence felt by more than just asking questions.

I participated in their community life, and went to their dances, weddings, and into their apartments for dinner. In the process of doing this I saw a community which is trying to organize itself, but doesn't really know where it is going, doesn't have the faintest idea how to go about organizing itself. For example, one problem was to get an office with a full-time staff. Most of the Puerto Ricans are factory workers. They can't get away from their work until the evening. They need a staff person to go into their community and show an interest.

They just need people to show an interest, people who are willing to give up a little bit of time, people to push them a little bit, people to work along with them.

Mr. STALLEY. Senator, I wonder if it might be helpful to hear from Eric Moss on his judgment as to the number of college students, for example, who might be interested in this program. Eric is a co-op student from Antioch College, a native of New Jersey, and presently working with Rutgers. I think he might have an opinion as to the potential interest of students in the Domestic Peace Corps over and above the interest in the international program.

Mr. Moss. I think there are an awful lot of students who get excited over the international Peace Corps, but only a small percentage of these would actually volunteer and give up 2 years of their time to go off to some other part of the world. A much larger percentage of these, I think, would be willing to give up some of their time to work at home. In other words, a lot of students who would be interested in the international Peace Corps wouldn't be able to give up all this time. It is a big step, it is an adventure, but here in this country I think you would find a lot more people willing to give up time.

Senator WILLIAMS. Yes, I am sure that is true. It also has been found that many people who have the volunteer spirit and the ability do not have adaptability to another language. There are a lot of peo-

ple who have ability but can't learn any language. Language is one of the barriers, and health is another barrier. There are many parts of the world where you have to be in superior health to stand the climate. I think you are right on those two points, plus the feeling that many people want to serve, but don't want that dramatic detachment from their own familiar community. But I am sure we will have applicants with abilities.

We have had good testimony this morning from people who know their communities, know where the needs are, and know how a few corpsmen could help. A few corpsmen could open the door and attract many other volunteers to work with them. That is one of the key points in this program, because there would only be 5,000 corpsmen over a period of 3 years.

We heard a description of the work of the college girls last summer in the farm labor camps in New Jersey. I was there the night that that program was born. I went to Rutgers and spoke to a combined group of Rutgers and Douglass students. We showed a movie called "A Harvest of Shame," and I talked about our legislative program and described what I seen in farms all over the country. One of the first questions that a young lady from Douglass asked was, "Isn't there something that we could do during our summer vacation?" We worked out the program right then and there.

You know the hazards of overeager young people. The program was good, but we found some pitfalls. You need someone to give continuity of organization and proper recruitment. I am very hopeful this legislation will be very measurably useful in providing this leadership.

Mr. ABERNETHY. In view of the importance of this program in terms of national service and service to the Nation, is it utterly out of the question to provide draft exemption for this?

I noticed in the fact sheet that there is no draft exemption for corpsmen.

Senator WILLIAMS. Well, of course, we heard all of the arguments pro and con, and I finally accepted the conclusion that it was not wise to offer exemption, only deferment, because it does detract from some of the symbolic value of the program and because it casts some doubt on the purity of the motives of the volunteer. And I think that in terms of getting 51 percent of Congress to support this legislation, it is very unwise to consider draft exemptions.

Mr. ABERNETHY. I would bow to the latter consideration, but would not accept the former.

Senator WILLIAMS. Well, I perhaps stated it a little too strongly.

Do you have any other observations, gentlemen, to go into our record, so that when we go into the battle line we can point to your words and use them as proof of the need of this legislation?

Mr. STALLEY. I might add two brief comments, Senator, in response to some of the opposition to this bill which we have heard. One criticism is that this is a small program and the need is large. I think it is evident that we must start where we can and extend the program as possible. This is not really a criticism on its merits. It is simply a remark as to its possible inadequacy in reference to the total need which admittedly is great. But we must start with what we have.

The second criticism is that the National Service Corps might replace the volunteer leadership which is inherent in our society.

It seems to me that this is not an either/or situation. The national scope of the corps will encourage, enlarge, and make effective in community after community and State after State the potential for greater volunteer leadership. It will provide a means of putting the resources in touch with the needs.

Anyone who has worked with volunteers over the years realizes that unless there can be continuity, a program is not fully adequate.

Senator WILLIAMS. Thank you so much. I certainly agree with that. As a matter of fact, some efforts with great and worthy objectives which are started and then stopped are very disillusioning for those who have had only a little glimpse of improvement before the program is pulled out from under them. That is why we are working on a national program for the migratory farmworkers.

I don't believe I have any other specific questions. I would like to thank you most sincerely on behalf of this subcommittee. You have given a remarkable demonstration of knowledgeable interest, and described the specific needs that this bill can deal with.

Thank you.

(Whereupon, the subcomittee recessed until 2 p.m.)

AFTERNOON SESSION

The subcommittee reconvened pursuant to recess, at 2 p.m., in Whig Cliosophic Hall, Princeton University, Senator Williams (chairman of the subcommittee) presiding.

Senator WILLIAMS (presiding). We will reconvene at this time.

We are honored to have Dr. Lloyd W. McCorkle here, acompanied by Mr. Salvatore Russoniello, from the Department of Institutions and Agencies of the State of New Jersey. We have been looking forward to hearing their testimony.

STATEMENT OF DR. LLOYD W. McCORKLE, COMMISSIONER OF INSTITUTIONS AND AGENCIES FOR THE STATE OF NEW JERSEY; ACCOMPANIED BY SALVATORE RUSSONIELLO

Dr. MCCORKLE. Thank you, Senator. My name is Dr. Lloyd W. McCorkle. I am the commissioner of the department of institutions and agencies, which is the largest single department in State government in New Jersey. We have overall responsibility for the mental health program, for the program for the mentally retarded, for correction, and for public welfare.

Prior to accepting this position I was with the division of correction and I suppose many of the things and many of my observations stem from my long experience in this area.

I have a prepared statement, and rather than reading it I thought it might be of more help if I recall one or two experiences from my own life and one or two areas in our department where it seems to me a vital contribution could be made by this program.

Senator WILLIAMS. We will include your prepared statement in the record; it will be very helpful.

Dr. MCCORKLE. I want to recall two of my own personal experiences.

Once 25 years ago I was a graduate student at the University of Chicago, and you might say I was a University of Chicago Peace Corps man.

I was assigned as a graduate student at the University of Chicago to work with the Near West Side Citizens Group.

Clifford Shaw at the University of Chicago was responsible for the development of a very crucial and critical idea, it seems to me, in the area of delinquency control.

He took the position that if you were going to do anything about the slums and areas of disorganization—what we now call the inner city—you have to do something to develop indigenous leadership in the area and to get people in the areas to want to do something about their particular area and their lives.

Shaw developed a network of citizen committees in the so-called areas of disorganization in the city of Chicago. He utilized young graduate students to work in these areas, and I was assigned to work in the Near West Side Citizens Committees.

Now, one of the things that Shaw was interested in was that you not talk down to people, and that you accept the fact that people in these areas had the potential to develop solutions to their problems if you brought to them the experience and the education which you had as a result of being in a more favored position. I worked very closely with the Near West Side Citizens Committee for a period of approximately a year. I think a number of things happened to me as a person as a result of this experience and I hope I made a contribution in the area.

I think it would be true if we developed a Domestic Peace Corps that this would happen to the people who participated in it, the same things that happened to me, where as an individual my own horizons were tremendously broadened by this experience.

As I look back over my graduate education I cannot think of any single experience that had as much meaning to me.

Certainly I developed an appreciation for the worth of people, for democratic values, that I doubt very much I would have received in any other area.

Secondly, I think that I did make some contributions of a minor character to the people that I had the good fortune to work with.

I was able to make suggestions and I was able to roll up my sleeves and do some work.

For instance, in the whole area of vocational counseling I made contributions to them. I had experience prior to going into graduate work in this general area. I was able to use this experience to make a contribution to the persons that I was working with, not as an outside social worker, but as somebody who was interested, who wanted to make a contribution and wanted to work closely with the people. This was one experience I called on in making my prepared statement.

Another experience I called upon was after the war when I was on the faculty of New York City College. There was a professor at CCNY by the name of Harry Schulman, also a University of Chicago man, who had worked in the Chicago area projects. He was really interested in tying the university and the training program of the university more closely to the community. He developed what was known as the community service bureau of the social science research laboratory at CCNY. All of our senior students in various courses in sociology had an opportunity to either work in or do a paper for the course.

We used to assign the students to such things as being a participant observer or to working with a gang that we were interested in. In this they would do such things as teach sports. Or we would assign students to take older people to clinics, or to do work in mental hygiene clinics, or in some instances to work in situations where they might have a long and continued association with one person who was ill.

I called upon this particular experience in our discussions in our department about how we might utilize persons if this Corps becomes a reality. I think there are several places that such individuals could make a very significant and dynamic contribution.

One would be in our institutions for the retarded. I doubt if I could describe the impact that a few dedicated persons could have if they came into these institutions where we could assign them to such things as, let's say, teaching children how to eat. Just to spend the time in a continuous educational experience where they would instruct some of our retarded children the spacial relations between the bowl of oatmeal, the spoon, and their mouth.

This would be a magnificent contribution not only to our institutional program but the lives of our kids.

Senator WILLIAMS. Are you understaffed now? Is this work that has to be done?

Mr. MCCORKLE. Yes. The teaching of individuals demands an enormous amount of time.

Senator WILLIAMS. You do not have a budget to hire people for this thoughtful, time-consuming care and education?

Mr. MCCORKLE. That is correct.

Senator WILLIAMS. How about volunteers under present circumstances? Do you have any volunteers from the communities who are coming to the hospitals for that sort of activity?

Mr. MCCORKLE. We have persons come in, particularly Gray Ladies, to the institutions for the mentally ill, but in the retarded institutions we don't have volunteers engaged in this activity. I might add that it might demand a bit of persistency and idealism to continue on.

Senator WILLIAMS. This education could not be done on the basis of 2 hours a week?

Mr. MCCORKLE. No. There would have to be somebody there who, as it were, would be totally committed and totally dedicated.

So that this is one of the areas where we could be helped.

Another help for the retarded would be the development of recreational programs. The way our programs presently operate we only have a few professional persons. They outline a program and this program must be then carried on by college-age personnel.

To have a group of idealistic persons, who would implement these programs and who would bring into this situation the kind of skills that I would anticipate these individuals would bring, would mean an enrichment of the lives of persons who by and large are going to remain in institutions for the rest of their lives such a group would add immeasurably to our institutional programs.

In our mental hospitals, you are aware, Senator, our hospitals at Greystone Park, it has already been discussed with the Department of Labor and Industry in New Jersey how we can establish an even larger one at that particular hospital.

The personnel concerned with the intensive treatment of the mentally ill in our institutions would find it extremely helpful to have idealistic dedicated people willing to roll up their sleeves and to spend a long continuous period of time in close, minute-by-minute association with mentally ill persons who can be helped by intensive treatment.

Also I would think that there would be opportunities for such individuals in working with boys at the training school level, particularly with the boys whom we are trying to get out into camps in public parks. This too would be an opportunity for the corpsmen to take their knowledge, their skills, and their faith and belief in a decent democratic way of life and transmit it to people who have fewer advantages.

In my prepared statement I make an observation about what would seem to me to be a very important area in which they could work. This is to have some of these people work in our areas of disorganization in our big metropolitan areas in north Jersey, just as I did when I was a graduate student at the University of Chicago.

Certainly the crying need in the years ahead is going to be for us to locate some points in the inner city where we can mobilize Federal, State, municipal, and county resources to widen the alternatives of occupational and residential choice for individuals.

I think this is a number one social problem that confronts the United States. It occurs to me that the Domestic Peace Corps could make a significant contribution to this.

Now, these are the kinds of experiences that I called upon in an effort to more systematically present, as I hope I have in that statement, a feeling about this program on the personal level and my official position as to where I think these individuals might be utilized.

Senator WILLIAMS. Your description of your personal experiences has been very helpful. As a matter of fact, this entire day's testimony has filled in a great deal of the frame that was constructed by the Secretaries of Health, Education, and Welfare, of Labor, of the Interior, by the Attorney General, and by Sargent Shriver of the Peace Corps. They gave us a broad frame of reference and now here in Princeton we are finding out how we could fill in that frame with a program designed to meet your needs.

You are in charge of a department that has the heavy responsibility for the care of people who are at a desperate disadvantage And we know there is a great gap between their need and the present ability to meet that need by employed State officials and community volunteers. As one of our witnesses has said we hope that this national service program can be a broker between the great need and the people who will help to meet the need.

Dr. MCCORKLE. Yes, I think that it is very true that we have this need. We also have a need for the kind of idealistic and dedicated person who we would get in a domestic Peace Corps, because we need idealism greatly.

Senator WILLIAMS. And we are certain from what we know already from those who have testified that we will have enough applicants to select out the qualified and the sensitive people who will be the core of this program.

Dr. MCCORKLE. Heavens, one may join and become the future head of the Department of Institutes and Agencies.

I think you would get a number of people that would stay in this work and continue in an area that in general is not able to attract as many of the dedicated, idealistic and skilled people of our country as we would like.

Senator WILLIAMS. I am sure you are right. I have talked and communicated with many people who went into the Peace Corps abroad. They went in with this latent feeling that they wanted to do something for somebody else for a few years. As a matter of fact, they have now developed a strong interest in teaching as a career.

Mr. Russoniello, do you have anything to say at this point?

Mr. RUSSONIELLO. I would say by way of biographical reference, that I went into the correctional field because of my training at the undergraduate level at New York University. Part of my training was in the sociological department. I got interested in the first ward of Newark, where I was born, incidentally, and I began then to see for the first time there were alternatives other than what we were able to identify in the community.

To me this program would present an opportunity to better serve and I emphasize that aspect of it. I speak with the young people, my daughter, for example, and they are motivated to find a place to serve. The one challenge this bill presents is for the young people. We certainly need people who are motivated, because of the kind of work we are in. This work is not always as rewarding as it might be nor does it have the public support we would like it to have, and the motivation of the people entering it is of primary importance. I think this program would give them motivation.

Senator WILLIAMS. Well, I would like to discuss these matters with you men of great experience at greater length, but I must leave for Atlantic City. I am very grateful to both of you for your illuminating testimony.

(The prepared statement of Dr. McCorkle follows:)

PREPARED STATEMENT OF DR. LLOYD W. MCCORKLE, COMMISSIONER OF INSTITUTIONS AND AGENCIES FOR THE STATE OF NEW JERSEY

We are fortunate to live in a nation where concern for people has been expressed through the years in the development and implementation of programs designed to provide opportunities for a fuller and more meaningful life for each of us. This recognition of the dignity and worth of each human being and the responsibiilty of society to provide each person the fullest opportunity to share in the fruits of our society are daily being reinforced at all levels—public and private.

Much has been accomplished to date. Still more is being done to provide for each of us—

(1) Improved educational opportunities.
(2) Fuller employment.
(3) Expanded health services.
(4) Welfare services, both public and private.

Much more needs to be done. There are many areas of need today in our society which are underprogramed and underserviced. And we look about us we cannot help but notice—

(1) Overcrowding in schools at all levels.

(2) Serious unemployment among young workers—at least 2.5 times that of the national average. Persons 16 to 21 years of age comprise only 7 percent of our labor force but comprise 18 percent of the unemployed.

(3) Undertrained persons entering our labor force—at least 7.5 million persons entering our labor force in the sixties will do so wthout a high school education. This, in the face of an increasingly technical and complex industrial society. It is not unusual to see column upon column of want ads

for persons with specific skills in areas where the incidence of unemployment is high.

(4) The changing pattern of our society with nearly two-thirds of our population residing in nonrural areas. The obvious implications of this for those who remain in rural areas and for those who move into urban areas are easily recognizable.

(5) The increasing mobility of the American family since World War II and the problems resulting therefrom need not be belabored. It is estimated that one out of every five families moves each year.

(6) The impact on family life and its implication for young persons in our society when one-third of our labor force is composed of females, one-third of whom are mothers with children under 18.

(7) The serious increase (doubled) in the incidence of juvenile delinquency in the last decade. In 1960 over 1 million juveniles were arrested—15 percent of the total arrests.

(8) The static economic situation for the lower 20 percent of our population. In 1946 this group's income was 5 percent of the national personal income. It is the same today.

(9) The problem of physical fitness for young persons. The 1958 national health survey showed 4 million youths under age 24 with one or more chronic health defects.

(10) The estimates of the extent of mental retardation—some 5 million persons are so classified today. The tremendous need to expand facilities and services at all levels for the mentally retarded is daily receiving greater public awareness and support.

(11) The tremendous increase in the ratio of aged in our population which, coupled with the change in the family complex, has presented increasingly pressing problems.

(12) The growing awareness of our need to provide better alternatives for the paroled or released offender upon his return to society.

(13) The increasing obsolescence of "core cities" and the various efforts to counteract this.

The foregoing presents the national picture but it is no less true in our State of New Jersey. One of the most pressing and serious problem areas in New Jersey is that of the disadvantaged persons who are ghettoized in our "core cities." Here live the persons for whom our society has provided and still provides fewer and more restricted alternatives. Poorly housed, underfed, underemployed, more unemployed than other sectors of our society, poorly educated, too often with limited vocational training and skills, more susceptible to illness and disease, more frequently on the welfare rolls, increasingly detached from the larger community, contributing a disproportionate ratio of persons committed to penal and correctional institutions on the State, county, and local levels: these words and phrases are cruelly descriptive of a way of life for all too many "core city" inhabitants. It is largely from these areas that our present prison, reformatory, and training school population is recruited. In an effort to analyze this problem we concluded that for "core city" persons, access to routes of personal and social development are and have been severely limited. Alternatives, like roads, are of two kinds: those that lead to broader horizons and those that lead to dead ends.

It becomes evident then that the early periods are critical. In a sense the adolescent is taking roads that lead to roads, while the adult is traveling roads that lead to destinations: places where the road stops. In a highly competitive and relatively open society the period of wide-open alternatives is alarmingly brief. The riders on the merry-go-round have only a few chances to snatch for the brass rings; after a few turns have gone by, the supply for that particular group of riders is exhausted. The young men and women who fail to qualify in the marriage competition shortly find themselves alone, in the company of others left behind in the race. Those who fail in the job market may face a lifelong struggle against poverty and the threat of being swept into the occupational sewers. Moreover at each lower level the competition may become keener, the available jobs scarcer, the space at the bottom more crowded. For these individuals, the conflicts produced by mass media and attainability can result not only in dependency but in personal disorganization and delinquency as well.

If this brief description of a process which decisively contributes to a personal commitment to a delinquent or criminal orientation is accurate, it is imperative we evaluate our methodologies for intervention.

We need alternative lines of actions for individuals so that they can, with dignity and self-respect, negotiate their way back to commitments to law-abiding groups. To develop these alternatives will not be easy and panacea peddlers will be an obstacle to progress. Above all, their development will depend on our faith in the dignity of man and our desire for hard work. It is just such areas as those enumerated herein that the National Service Corps has much to offer the State, county, and local community.

A National Service Corps might very well succeed in identifying for the society points of maximum leverage where society's forces can be mobilized to effect growth and redirection, enabling it to develop constructive methods of widening residential and occupational choice. Such a process would enable us to liberate individuals who are now swept into occupational sewers and welfare dependency by the impact of disadvantaged attachments not freely selected, to pursue their full potential as useful citizens.

The areas where extremely important contributions can be made are—

(1) Development of indigenous leadership in "core cities" which will help people to define and meet their problems.

(2) Development of street workers and neighborhood programs in "core cities" to deal with problems of delinquency and crime.

(3) Expansion of present programs of volunteer services in local, county, regional, and State hospitals, both public and private.

(4) Expansion of present volunteer services for the aged and disabled.

(5) Assisting school boards to analyze needs and to enlarge and enrich educational and training programs.

(6) Improvement in volunteer services in various programs of preventive health services.

(7) Augmentation of day care and nursery services.

(8) Expanded use of volunteers and volunteer services at all levels with primary emphasis in juvenile services and in postrelease services for those committed to the various penal and correctional facilities at the State and local levels.

(9) Expanded volunteer services for the mentally ill and the mentally retarded—expansion at both institutional level as well as at community level.

(10) Expansion through volunteer assistance of present summer camp facilities for the underprivileged.

(11) Expanded volunteer services in developing and exploiting work opportunities for young persons.

The expansion of volunteer services in the areas noted above will provide opportunity to—

(1) Use the skills and talents of retired and young persons who wish to be of help and who can assist in meeting critical needs.

(2) Persons to serve their country and community at other than crisis periods.

(3) Volunteers for training in work in areas of extreme manpower shortages such as in the mental health field and other such service areas.

(4) Expose young persons to various fields of service, either as professionals or volunteers.

(5) Broaden the outlook of corpsmen by learning more about our country, people, problems, programs.

(6) Expand and enrich present volunteer services.

(7) Redirect and reenergize present volunteer programs.

(8) Use the untapped trained and skilled volunteers in a varying number of public and private programs for which funds have not been available to date.

(9) Undertake certain programs on a "pilot" basis.

The proposal that the several States be designated as the proper administrative subdivisions through which the Federal Government would deal in the National Service Corps program seems a wise one and should provide a high degree of coordination and effectiveness in the implementation of the program.

If the National Service Corps is enacted into law, we in New Jersey would be extremely interested in developing programs seeking to improve and expand present volunteer services and establishing such where none is presently operative.

Senator WILLIAMS. The hearing is now adjourned.

(Whereupon, at 2:30 p.m., the subcommittee adjourned subject to the call of the Chair.)

NATIONAL SERVICE CORPS

THURSDAY, JUNE 13, 1963

U.S. SENATE,
SUBCOMMITTEE ON THE NATIONAL SERVICE CORPS
OF THE COMMITTEE ON LABOR AND PUBLIC WELFARE,
Washington, D.C.

The subcommittee met at 10 a.m., pursuant to call, in room 1318, Senate Office Building, Senator Harrison A. Williams, Jr. (chairman of the subcommittee), presiding.

Present: Senators Williams (presiding) and Pell.

Also subcommittee staff members present: Frederick R. Blackwell, counsel; Harry Wilkinson, associate counsel; Woodruff Price, research assistant; George Denison, minority associate counsel; and Robert Locke, minority research assistant.

Senator WILLIAMS. Gentlemen, we are most pleased you can be with us this morning.

Father Vizzard has been before this committee on many other occasions and on similarly humane work.

Monsignor O'Rourke, we are pleased to have you here.

Will you proceed, Father?

STATEMENT OF REV. JAMES L. VIZZARD, S.J., NATIONAL CATHOLIC RURAL LIFE CONFERENCE; ACCOMPANIED BY MSGR. EDWARD W. O'ROURKE, EXECUTIVE DIRECTOR

Reverend VIZZARD. I brought Monsignor O'Rourke to the witness table with me because he can be helpful in answering any questions you may have. He has more specific and detailed experience in the field than I have myself, so you may wish to direct some questions to Monsignor O'Rourke after my statement.

If I may preface my remarks before getting to the subject of the hearing, this is the first opportunity I have had to thank you, and to congratulate you personally and publicly on the dedicated work which this week resulted in the passage by the Senate of six of your bills for the benefit of migratory farmworkers and their families.

As you know so very well, Senator Williams, for many years many of us representing religious and other voluntary groups have fought the battle for justice and decency for our citizen migrants, but it has been only with the emergence of your leadership that our combined efforts have become effective.

If these six bills and the others which you are proposing should be approved by both bodies and become law, this Nation will no longer need to blush with shame at the neglect and gross injustices which we have allowed to be visited upon our fellow citizens in the migratory

labor force. These poor people, who are benefiting by your interest and action, have no voice to speak for themselves. So I presume to thank you in their name.

Senator WILLIAMS. We appreciate that very much.

Reverend VIZZARD. Mr. Chairman, my statement this morning on the National Service Corps is based largely, but not solely, on a draft of a policy statement which I have prepared for the consideration of the board of directors of the National Catholic Rural Life Conference which is to meet here in Washington next Tuesday, June 18. I have every reason to believe that the conference will adopt the proposed statement substantially without change.

I believe that the idea of the National Service Corps stemmed at least in part from the success of the overseas Peace Corps. Members of this subcommittee know that when the Peace Corps was first proposed it was considered by some to be an idealistic dream that would soon turn into a nightmare.

The fact is that the Corps is now proclaimed an outstanding 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 resoundingly proved the readiness and capacity of the young and youthful-spirited of this country to give generously of themselves in the 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 own fellow citizens, particularly migrant workers and those trapped in depressed rural areas.

The National Catholic Rural Life Conference believes it to be most important 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. The children moving from school to school, profit little from what instructions they receive because of desperately uneven educational histories, language barriers and ill health. 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 on.

Corpsmen could also conduct night classes for adults in the migrant labor camps. Instruction could be given in many basic subjects, such as the English language, American culture, child care, home management, nutrition, and good health practices.

Corpsmen might work in guidance programs for young people who should be encouraged to complete their high school education and go

on to college. In many areas, funds are available for scholarships, but the young migrants have little opportunity or motivation to apply for them.

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.

In fact, in some communities there are welfare services which the migrants simply do not know about. Corpsmen could perform a vital function just by sending the workers and their families to agencies which have resources to help them.

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.

Mutual distrust and misunderstanding between the two groups often lead to the community's lack of interest in improving the migrants' condition. By encouraging the migrants to carry out self-improvement projects and by encouraging local residents to sponsor youth clubs, recreation projects, and other joint programs, the corpsmen could bring residents and migrants closer together in a new realization of the whole community's needs.

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 I would like to make on the use of certain National Service Corps volunteers:

I suggest that one of the ways in which the Corps could serve most effectively would be to train a certain number of volunteers so that they have expert knowledge of—

(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 migratory workers and other U.S. citizens on the bottom most rung of the socio-economic ladder. 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.

My 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 volunteers 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.

Finally, Mr. Chairman and members of the subcommittee, I would like to emphasize the benefits which will accrue not only to the desperately poor people who need the help of the National Service Corps, but also to the volunteers themselves, to the communities in which they will be working, to the volunteer agencies already active in the field, and to the Nation itself.

A suitable program can publicize and dramatize needs that may often be unknown to most Americans. Many have no personal knowledge of the sufferings of migrants, slum dwellers, and the lonely aged, to cite a few examples. National publicity given to these conditions can invigorate local programs of help.

Many students of youth problems feel that our youth suffers from the lack of challenge. Our current culture gives youth very little opportunity to sacrifice for principles. The opportunity of selfless personal service can help build character and may sharply cut delinquency and antisocial behavior stemming from purposeless existence.

Retired persons, and parents whose children are grown, often feel a psychological gap in their lives. Their talents and good will could be used in personal service for the victims of our society. This would contribute mature experience to the program and also benefit those whose lives would be enriched by opportunities to help those less fortunate.

To achieve these aims, it is sufficient that the Federal program be primarily a catalyst. It should be small in scope, but excellent in quality. It should serve mainly as a demonstration of need and of means to meet this need. The assumption would be that voluntary agencies on a community level would ultimately reap the benefits of the national program, as publicity and example stimulate local programs.

A word of caution should be added. It is not likely that volunteers can be trained in a short time to do the work of professional teachers, nurses, social workers, and so forth. Nor should these volunteers generally be expected to assist professionals by doing merely routine clerical work, filing, and the like. We need creative imagination to come up with projects that are both useful and easily learned.

Hence considerable emphasis should be given to projects in which prime contribution is the personal interest of the giver. For example, in working with persons demoralized by racial discrimination, slum living, or illiteracy, volunteers can help build a sense of personal dig-

nity and worth which is the essential foundation for any solid program of rehabilitation.

Since existing programs of this nature are often conducted by religious groups, a formula should be found to work within this framework. The furnishing of volunteers to be assigned by local community agencies may be an appropriate formula, since most community welfare projects include voluntary agencies of all types, including religiously oriented groups. The community can normally handle such projects within existing patterns of cooperation, thus avoiding delicate church-state issues or the possibility of charges of religious favoritism.

If the National Service Corps were to be conceived as a means for restoring traditional American values of neighborly concern for the afflicted, it could lead to a sharp moral upsurge within our community. It would not only meet serious needs in our affluent society, but it would change the tone and direction of that society. The positive implications of such a trend, both in terms of national morale and American world leadership, are almost limitless. It is our hope that these high goals will dominate all thinking and planning in the program.

I am sure it will be of interest to the subcommittee to know that the National Service Corps proposal has won strong support from many other Catholic organizations besides the National Catholic Rural Life Conference. Among those of whom I have record, support has been expressed by 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.

Thank you.

Senator WILLIAMS. That is an excellent statement, Father. It is very helpful to our subcommittee and will, of course, be helpful to the full Senate.

The closing paragraph listing the other groups within the Catholic Church who support this legislation is impressive, indeed. This idea of a National Service Corps is not new, but legislation was only introduced April 11. To have the organizations that you listed so soon in the fray with us is impressive and lends great weight to our effort.

You have been very helpful in specific terms of techniques and programs that the volunteers could undertake in rural America, particularly where we have the transients, the migratory farm families, who are far from assimilated by the communities where they temporarily live, and indeed, not assimilated at all in many cases.

Now we have the health service bill now for them, and we have the six bills that you referred to which passed the Senate. We are very earnestly hoping we will have better luck in the House this year than we had last year, but these programs—education, health, and others—could be ideally adopted by the volunteers.

You have given a lot of support to these ideas.

Reverend VIZZARD. Mr. Chairman, if I may suggest, there are two specific techniques by which I think that the National Service Corpsmen could be of particular help to migrant or seasonal labor. One

would be to start at the home base, say in San Antonio, Tex., out of which a great stream of migrant workers move each year, and become acquainted with the people there at their home base. Then to move with them, as they go North with the sun and the crops, in a mobile unit made up of several corpsmen, one perhaps with special abilities for literacy and citizenship training, another, or perhaps even the same person, with some knowledge of and techniques for recreation, another member of the team with skills in public health and sanitation who could move with the migrant group for almost the whole period of their migration.

They could take advantage of the off hours, and sometimes, as you know so well, the off days and weeks for the education of the group.

Another type of migrant situation is where the seasonal labor is largely residential and commutes daily or weekly within a reasonable range of distance. They have a permanent home base. I think of the citizens in the Central Valley of California, in Stockton, Merced, or Modesto.

I believe a permanently located crew of corpsmen could work with that kind of people, again during their off-season and during their off hours. They would not have to be mobile and go with them.

There are two separate and distinct types of seasonal or migratory labor, and to both of these the National Service Corps could be of great help by adapting to their present pattern.

Senator WILLIAMS. I certainly agree that in the period of the year before the harvest, from the end of harvest in the fall to the beginning of the harvest in the spring, there are large concentrations of migrant farm families. San Antonio is one of the major areas of concentration.

Father Wagner, as you know, came to testify before the Subcommittee on Migratory Labor with three of his friends who are farmworkers. They had had no work from October until they left San Antonio in March. Here they are idle but available for the kind of service that you have defined. This is a very suitable situation for education, particularly. You have extended this idea from the home base up the stream, which I would think could evolve, too.

Monsignor O'Rourke, do you want to amplify any of Father Vizzard's remarks?

Reverend O'ROURKE. Thank you, Senator. I would like to underscore the fine statement that Father Vizzard has made, and comment perhaps in a slightly different context.

During the past 3 years the Catholic Rural Life Conference has joined forces with two other national religious organizations in a program to stabilize migrants and ex-migrants. As you doubtless know, Senator, there are a growing number of ex-migrants who are settling and leaving the migrant stream because work is not easily available to them in the migrant stream. The task is formidable, and is, I think, extremely important because it might represent an enduring solution.

We are aiming now not merely at meeting the immediate problem of today and tomorrow, but at an enduring solution which involves such things as training in new skills; real, true integration in the communities in which they live; efforts to place them in jobs which they have been trained for; and legal counsel as they buy new homes and automobiles and engage in other transactions.

These are tasks that have not been pursued by any substantial number of people in the past. It is a tremendous new field for activity. We feel that if our efforts and those of the other two organizations were multiplied a hundredfold they would still be inadequate to the tremendous tasks we are now just entering upon, so it would seem to me that well-trained service corpsmen might be a very valuable adjunct to efforts of this sort to provide information and counsel and coordination, and perhaps to inject new blood into a tired, old community.

The migrants, themselves, and the ex-migrants, don't have the education and the training that is needed to become effective leaders yet. Some of the other memers of the community have lived with this problem so long that they scarcely even recognize its dimensions or its implications. A tactful, well-informed corpsman might be a very valuable adjunct to the resources we are now working with.

Senator WILLIAMS. I missed one of your early statements, Monsignor. Did you say your organization has joined with two other national religious groups?

Reverend O'ROURKE. Yes, Senator.

Senator WILLIAMS. Who are they?

Reverend O'ROURKE. The Bishop's Committee for the Spanish Speaking, with headquarters at San Antonio, Tex.; and the Bishop's Committee for Migrant Workers, with headquarters at Chicago.

We have made a little team. This project has progressed for 3 years. We are now forming plans for continuation through another 3 years. We are trying to urge other organizations to join forces either in the communities where we work or in other communities.

Our projects thus far have been in the neighborhood of San Antonio, Tex., in the neighborhood of Stockton, Calif., and a group of five projects scattered through the North Central States where migrants who go up the funnel from Texas are most prominently seen. There settlement has begun and increasing numbers of ex-migrants are being seen in the small cities like Saginaw, Mich., and East Lansing, Mich., and Rochelle, Ill., and places of that sort.

Senator WILLIAMS. There are two criticisms of this program that we frequently hear: One is that given the monumental dimenson of human needs in the areas where we feel volunteers could be useful, 5,000 volunteers would hardly scratch the surface of the need for people. The program being so small, why even raise hopes? It can't be effective because it is inadequate in terms of the number of people to be recruited into the service.

Would you gentlemen comment on that?

Reverend VIZZARD. As I mentioned, Senator, in my formal statement, we believe that the service corps would act as a catalyst. By calling attention to and focusing attention on these urgent, unmet needs, it will make other citizens aware of these needs and concerned about these needs far beyond the service corps volunteers themselves.

It is true that 5,000 volunteers are only a drop in the bucket, but as you know from your study of chemistry, often only one drop of a catalyst is required to produce a major change. We hope and we believe that the service corpsmen, only a few here and a few there, will act as a catalyst to stir up interest and activity on the part of thousands of others, either full time or part time.

Senator WILLIAMS. Another criticism that we hear is that if we have a program of governmentally recruited volunteers in these areas of social welfare, private citizens who are giving part of their time to social service, and others who might give part of their time, might feel less responsibility, saying to themselves, "Well, someone else will do it, so I am relieved of my personal obligation."

Would you comment on that?

Reverend VIZZARD. Yes. In the first place, Senator, volunteers would not move into a community unless that community has sought them. That means there has to be some recognition of the need in that community. There have to be at least leaders in the community who call for help and presumably would cooperate in whatever programs are developed.

What is more, this may not be an analytical answer to this problem, but work at the number of welfare and service organizations that wholeheartedly support this legislation and are looking for help and encouragement through this program. If they anticipated a serious problem of the nature you outline, they would not be supporting the program.

Senator WILLIAMS. I certainly agree with you. Just take an average community in the migratory worker sphere of life. If there is a welfare agency operating in many of the States or in these communities, it is an exception. However, if a program is started by someone who has qualifications and ability, and who is working on a program that would have continuity and not be just a one-shot operation, I would think that this would attract part-time people to help the professional.

Reverend VIZZARD. I think Monsignor O'Rourke can witness the fact that our small efforts have attracted many volunteers to work that they would not otherwise be engaged in to the benefit of migrants.

Senator WILLIAMS. I would like to hear something about that.

Reverend O'ROURKE. Senator, I would say that assumption that there are large numbers of volunteer social workers combing the neighborhoods in which, let us say, our Mexican-Americans live in California and Texas, is quite far from the case.

I recall an instance recently in Fresno, Calif., where, as you may know, a special agricultural employment office has been established by the State employment service specifically for workers, many of whom are migrants or ex-migrants. The great defect in the program is the fact that outside of the immediate environs of Fresno, most of the potential workers either know nothing of this service, or, knowing it, have no transportation into the city, or for one reason or another never register or avail themselves of the service that could increase their days of employment every year.

In some communities within 15 miles of Fresno I doubt that a social worker is called more than a half dozen times a year. A plea was made while I was there for this very sort of service. Can we find someone who will take the time and effort to go to these people and tell them that there is available this service which they need and which would be of service to the growers, also.

So particularly among these extremely poor people, and in areas where social organization is very incomplete, I don't think the idea of overstaffing or of duplicating existing efforts is a serious problem.

Senator WILLIAMS. I have one final question, gentlemen.

I recall so vividly the response, particularly on college campuses, to the Peace Corps when it was first proposed by President Kennedy. It was a monumental response, as you know. I was on several campuses right after it was advanced and overwhelming interest was shown by students.

Of course, this response has been followed by a flood of applications of a dimension that permits the Administrator to select for service only the finest kind of people. Do you feel that there would be similar response to a National Service Corps?

Reverend VIZZARD. I am certain there would be, Senator. I, myself, in the last several months, have spoken to a number of college student groups about this particular possibility, and I witnessed their enthusiastic reception of the idea. In private conversations there was the indication that many of them would be willing and even anxious to volunteer and to serve. A further corroboration of this judgment is the fact that this summer thousands—literally thousands—of college students will be serving and working in precisely the same types of areas and jobs and needs that the National Service Corps will be directed to.

Senator WILLIAMS. I agree, although my sample is limited to the State of New Jersey. The subcommittee went to Princeton University last week, and this was the reaction of the student body. We have been advised that at Rutgers, our State university, there is the same response from young people who are really searching for ways to do good work and be of service to less fortunate people.

Reverend VIZZARD. As you have noticed, Senator, one of the Catholic agencies which has enthusiastically endorsed this idea is the National Federation of Catholic College Students. I am in almost daily contact with the executive secretary of that federation and she tells me that in her contacts, in the correspondence and personal visits, she finds true enthusiasm about the idea and has no doubt whatever that the National Service Corps will have an abundance of volunteers.

Senator WILLIAMS. Senator Pell, do you have any questions or observations?

Senator PELL. I have no questions, Mr. Chairman. I just wanted to come and listen to the hearing. As you know, I am a cosponsor of this bill and strongly support it. I am very much interested in being here.

Senator WILLIAMS. Gentlemen, our deepest gratitude to you.

Reverend VIZZARD. Thank you, sir.

Senator WILLIAMS. Thank you, gentlemen, for coming before the committee. We have been afforded the highest honor. Both the senior Senator from Maryland and the junior Senator from Maryland have come to us to introduce our next witness.

Senator Beall?

Senator BEALL. Thank you, Mr. Chairman.

It is a pleasure for me to present the newly elected president of the Baltimore City Council, who I have known for some time. He is here today to testify on this bill, S. 1321.

Without any further ado, I want to say I thoroughly endorse what Mr. D'Alesandro is about to say.

Senator WILLIAMS. We appreciate the introduction and certainly most appreciate the support for the legislation. I take it that is the import of your last statement, Senator Beall.

Senator BEALL. That is correct.

Senator WILLIAMS. Senator Brewster?

Senator BREWSTER. Mr. Chairman, I would also like to introduce to the chairman and the committee the next witness, the president of the City Council of Baltimore, Thomas D'Alesandro, III. We can say with pride that Mr. D'Alesandro truly and easily understands the problems of a great metropolitan city. His father was three times mayor of Baltimore City, was a Member of the House of Representatives of the United States, and was there chairman of the District Committee. His father is now a member of the Federal Renegotiation Board, so Mr. D'Alesandro, III grew up in public service.

More recently he, himself, has been the chairman of the board of election supervisors of Baltimore, appointed as president of the City Council of Baltimore, and was recently overwhelmingly elected president of the City Council of Baltimore.

So it is with a great deal of pleasure and pride that I introduce the president of the City Council of Baltimore, Thomas D'Alesandro, III.

Senator WILLIAMS. I am sure you share with Senator Beall the feeling of pride in the statement that Mr. D'Alesandro is about to make.

Senator BREWSTER. That is certainly correct.

Senator WILLIAMS. To have Senators Beall and Brewster both for this bill gives us a flying start.

Mr. D'ALESANDRO. Maybe I better quit before I start.

Senator WILLIAMS. You are off to a flying start with those introductions.

Thank you very much.

We are certainly delighted to see you and know of your good work. It will mean a great deal to have your statement.

STATEMENT OF THOMAS D'ALESANDRO III, PRESIDENT, BALTIMORE CITY COUNCIL; ACCOMPANIED BY STANLEY MAZER, ASSISTANT TO THE MAYOR OF BALTIMORE FOR HUMAN RENEWAL COMMISSION

Mr. D'ALESANDRO. Thank you, Senator.

I wish to thank Senator Beall and Senator Brewster for accompanying me to this committee meeting and at the same time to introduce me to you.

I have with me Mr. Stanley Mazer, assistant to the mayor for our Human Renewal Commission in Baltimore.

I am Thomas J. D'Alesandro III, president of the City Council of Baltimore, and I am accompanied by Stanley Z. Mazer, assistant to the mayor for human renewal.

The National Service Corps could help us in Baltimore to begin meeting our urban problems in the following categories:

(*a*) Education—especially school dropouts.
(*b*) Aid to youth groups.
(*c*) Housing—how to live in an urban home.
(*d*) The aged or the senior citizen.

It would enable us to experiment with new projects, with new techniques, whereas now we cannot even keep up with the needs, much less experiment. It would offer valuable human resources to work hand in hand with us on local problems. We in Baltimore are trying, on a local level, through what we call a "human renewal" program, to bring to bear all the forces of our community on the social problems.

Our human renewal program in Baltimore is a novel setup for any municipality, and in view of the provisions of the National Service Corps Act we feel we have a skeleton outline that can be supplemented if this legislation is passed.

Our department of education could use National Service Corpsmen to work with school dropouts—to help train them for jobs, to counsel them, encourage them to go back to school. National Corpsmen could work with potential dropouts—tutoring, counseling, helping to motivate them.

Some of the administrative and supervisory practices of value in reducing the number of pupil dropouts, in which the National Service Corps could help, are as follows:

(1) Providing distinct curricula for below average pupils.

(2) Operating work-study programs for teenage pupils at both junior and senior high school levels.

(3) Providing distinct curricula for children with talent and ability.

(4) Providing school social work service.

(5) Providing psychological service.

(6) Operating an achievement and aptitude testing program.

(7) Identifying potential dropouts early and providing special educational and referral services for them.

(8) Providing special reading program services for disadvantaged youth.

(9) Organizing special classes with skilled teachers for pupils identified as potential dropouts.

(10) Altering school admissions policies to permit the early enrollment of culturally and economically deprived chidren in educational programs.

(11) Providing a pupil counselor ratio of approximately 400 to 1.

(12) Providing clerical assistance to enable counselors to spend the major portion of their time working directly with potential dropouts and their teachers.

(13) Providing a systematic followup of pupils whose cases are closed by the Division of School Social Work or the Pupil Personnel Services.

(14) Providing summer programs for pupils in need of remedial assistance.

(15) Providing summer enrichment programs for potential dropouts.

The Baltimore Youth Commission could use National Service Corpsmen to work in slum areas. Our juvenile crime rate is increasing. We do not have enough teachers, enough recreation instructors, enough people trained to work with hard-to-reach youths.

The National Service Corps team could move into a high delinquency rate area in the city and start to recruit boys for a work

project under the auspices of the "Boys' Cooperative," especially of boys between the ages of 16 and 18, who are not admitted to day school and are looking for jobs.

For example, boys interested in building a garage and in running it after completion would be taught to plan the construction and operation of such an enterprise and would also be taught the skills which are needed in the construction, such as drawing blueprints, bricklaying, cementing, roofing, painting, purchase and installation of equipment, and so forth. Other boys would learn how to repair cars and serve customers. Boys interested in office management would learn bookkeeping, typing, purchasing, payroll accounting, and so forth. All teaching and learning is done on the premises, not in classrooms, and all teaching has practical applicability for the enterprise.

The goal would be that the boys' co-op would become self-supporting and could even, with good management, repay in installments the initial cost of building material, equipment, ground rent, and so forth. In the long run, the "first generation" of boys could be trained to become teachers and consultants for the next generation.

Another project in which delinquent boys and girls could be helped would be a "beautify your block" or "beautify your house" campaign in a deteriorated neighborhood in the city. The boys would be trained as painters and repairmen and help families to put their houses and homes in good condition, clean up backyards, repair or install fences, repair stairways, replace windows if necessary, and so forth. Such a plan could be made a "block project" in which landlords and families living in a deteriorated block are called together to make the "beautify your home" a joint enterprise with the National Service Corps team and the boys who would serve as workmen. Girls could also serve in such a project as interior decorators.

A National Service Corps team could work with delinquent girls. The teenage pregnant girl, who has to leave school and often does not return to school after having her baby, needs some instruction and vocational training during pregnancy which she can later use for a professional career. We have been very concerned that these girls get prenatal care, that they make plans for the unborn child, but we have not done enough to help them bridge the period of isolation during pregnancy and to help them prepare themselves for a vocation which could help them to become self-supporting.

Baltimore has a housing clinic where we send housing code violators—not as punishment, but to learn. National Service Corpsmen could help expand the housing clinics—both in size and in scope. They could teach slum dwellers how to live in urban areas, how to use foods, how to clean and maintain their houses or apartments, and how to control and fight the rat. They could help to teach people the laws and why they exist.

Families need help in the management and care of their homes in such matters as basic sanitation, cooking, or the general care of children. In many instances of neglect or potential neglect of children, there may be a lack of experience or a limited capacity on the part of the homemaker, a limited income, and often a large number of children in the family. Neglect or potential neglect seldom grows out of willful neglect, that is, a desire on the part of the parents to mistreat their

children. Rather, we find that parents are willing to cooperate when the welfare of their children is at stake.

In helping families where there is lack of good care for children, the National Service Corps would help these families learn to help themselves by working with them in their own homes. They would, through demonstration and working with families in their homes, teach basic homemaking on the level which the family could understand.

The National Service Corps could also gather together groups of families in available community centers, such as housing projects, churches, or recreation centers, to teach them homemaking and care of children.

In the field of community aids to older people, the National Service Corps could be used in working with some of our old age assistance clients who wish to remain in the community. Their physical condition is such that they would have to move to a more protected setting, such as an institution, unless they had the regular help of someone coming into their home. A volunteer might visit a home weekly to help with major cleaning and grocery shopping, or he might visit more frequently during the week to carry out tasks within the home, which would enable the older person to remain there. The stimulation of a friendly person coming would also relieve the terrible loneliness which many of our older citizens experience. A part of this project could be for a volunteer to help those old age assistance clients who are able to leave their homes to make a connection with a community activity which would have meaning for them, such as a church group, a recreation center, or a neighborhood social club.

The list is endless. We can use National Service Corpsmen in all aspects of our human renewal program. We would not ask for them, and I do not support this bill, because we expect it to be a substitute for our own programs. We believe that the goals of the National Service Corps are realistic, and that if they are achieved they will help us to meet our responsibilities better. By giving us people to work with our citizens in need, the National Service Corps would help to make these people self-sustaining individuals. By bringing their needs to the attention of all our citizens, it would encourage greater participation in voluntary service by Baltimoreans. I believe that more people would volunteer for part-time service, and that because of the example of the National Service Corps, they would be used more effectively. In addition, the National Service Corps would be a breeding ground for the service professions, encouraging people to devote their lives to serving their fellow citizens.

There is no conflict between the proposed National Service Corps and local voluntary agencies. No project would be initiated except by local invitation. Projects would be locally administered, locally supported. National Service corpsmen would not be outside the existing local voluntary structure, they would work within the structure, reinforcing it. If an agency in Baltimore requested a project, the request would come through Mr. Mazer's office, since he is coordinator of all the local agency efforts. This is not to say that the city government would attempt to veto projects submitted by local agencies. The bill provides for cooperation and consultation with local governments, and the National Service Corps will want our

advice in assessing the potentials of a project, and our assistance in carrying it out.

I enthusiastically endorse this bill. I believe it will provide a new approach in helping us to solve our problems. I believe that it will give new vitality to the role of the volunteer and that it will accomplish far more than any single local program can. I urge you to pass this bill as quickly as possible. Our cities need a National Service Corps.

I would like to add, Senator, that I just completed running city-wide two times within 60 days. As Senator Beall and Senator Brewster told you in the introduction, my father was mayor of Baltimore for 12 years, and a Congressman for 10, and you would think with that background I would know Baltimore, but it was not until I became a candidate in my own right and traveled in 553 precincts that I saw for myself some sections of Baltimore which I was completely unaware of.

People were actually living in a depressed area economically and from their own thinking point of view they have given up on themselves. I think that here is where we have got to try to stimulate more activity on the part of our volunteers.

If the National Service Corps bill passes, the glamour and the attention that is given to a National Service Corps representative coming into the town may be the incentive that we need in Baltimore to stimulate our own volunteer groups.

That, in essence, is the statement that I would like to make to the committee today.

Senator WILLIAMS. We are very grateful to you for this statement which so completely directs our attention to very worthy projects to which the volunteer corpsmen could address themselves and to the fact that this would be a stimulant to others within your community to help themselves.

Mr. D'ALESANDRO. Yes, sir.

Senator WILLIAMS. I know that Baltimore has always been known as a city of beauty and of great pride. We used to have the opportunity in commuting by car from Washington to New Jersey to go through Baltimore. It was pleasant if you didn't hit it at 5 o'clock.

Mr. D'ALESANDRO. You are very generous.

Senator WILLIAMS. Isn't Baltimore the city of the scrubbed front porches?

Mr. D'ALESANDRO. That is right and white steps.

I would like to call to your attention one reason why I think the National Service Corps would help us in Baltimore to stimulate our own local residents. We consider ourselves to be the most democratic city in the Nation as far as the progress that we have made in the field of urban renewal. I don't say that. The Commissioner of Urban Renewal has so classified our project.

One of the projects that we take specific pride in is our Harlem Park project. That was a project that started 5 years ago in which the urban renewal authority tried to rehabilitate a 32-block down-and-out area. We left it to the individuals themselves. We gave them the paraphernalia and instructions.

For a year it was an all-American flop. No progress whatsoever was made. Then the urban renewal authority went in and set up its

own block as a model block. They developed this block and demonstrated to the surrounding blocks just exactly what could be done in the way of rehabilitation.

As a result of that, the whole 32 blocks today have won nationwide recognition as one of the finest rehabilitated areas in the field of urban renewal in the country.

What I am saying is that these people had to see for themselves what could be done. What your eyes see, your heart must believe. That is why I think the National Service Corps could act as a stimulus for our people who will volunteer. Some people will not volunteer under any circumstances. If the National Service Corps came in and showed by instructions and demonstrations what they can do by volunteer missionary work in the field of social reform, it is a possibility that this is all we need to get ourselves on the way of rehabilitating our depressed areas.

Senator WILLIAMS. Mr. Mazer, will you introduce yourself?

Mr. MAZER. I am Stanley S. Mazer. I am assistant to the mayor for human renewal.

My responsibility next year is to develop a total action program for community renewal. The city of Baltimore has felt for a long time that there needs to be a broad approach by the total community working with some of our social problems. We have for many years seen our problems: people in education saw their role, but it was limited to education; people from welfare saw their role limited to welfare. And the same was true for the health field.

We have never really attempted to integrate our services and go back in force to attack some of the things that are wrong in our own community. Our attempt at community renewal and human renewal is trying to integrate our services so that we can work together as a team in our own community.

Problems that people have in our multiproblem families are not just education and welfare. They are usually multiproblem families. We believe that the only way to approach a multiproblem family is through a united effort.

At the present time the archdiocese of Baltimore, the Jewish Charities of Baltimore, and Community Chest have come to the city and said, "Look, we recognize the magnitude of this problem. We know this is not a job that the municipal government can do itself. Would you work with us in working in our community?"

Right now they have put up a sum of money, which the city has already matched, to develop a human renewal program. This has been done on a grassroots level without Federal support, without any outside money coming in at all, so that we have taken the initiative to move along our program of helping people.

The National Service Corps would provide us with the kind of experimentation by which we can demonstrate to our community some of the new techniques of working with people, and there are new techniques.

In the city of Baltimore we have one street gang worker for a million people. If we had more young men and women who were dedicated to going out and working with youth, they would not only be in the present institutions, but on the street and in parks, so that we can demonstrate what can be done with our youth. I think we will go a

long way in helping Baltimore and the other urban centers throughout the country.

I, myself, was a street gang worker in New York for a number of years, I learned not only from the theoretical process of helping people, but from working with street gangs and with delinquent youth on the scene. I, as assistant to the mayor, also support this program. I think this would give us real stimulus in moving along our urban renewal program. I also thank you for the opportunity to appear here today.

Mr. D'ALESANDRO. In concluding, I would like to state that I am the president of the City Council of Baltimore, a Democrat. Stanley Mazer is the executive secretary in charge of human renewal to Mayor McKeldin, who is a Republican. Mayor McKeldin approved Stanley Mazer accompanying me to testify before your committee and he, too, is in favor of the creation of the National Service Corps.

Senator WILLIAMS. Of course, you were introduced by both a Republican and a Democrat, which is the highest praise.

What is the population of Baltimore now?

Mr. D'ALESANDRO. 927,000.

Senator WILLIAMS. Do you have the statistics on the number of young people of school age who are out of school and also unemployed?

Mr. D'ALESANDRO. As far as dropouts, which I consider to be the No. 1 problem, in 1962 we had 6,000 dropouts in Baltimore from our public school system.

Senator WILLIAMS. In 1 year?

Mr. D'ALESANDRO. Yes. That represents 22 percent of the school population, as compared to 1957–58, when we had around 7,000, which at that time represented 35 percent. In fact, I think the statistics of Baltimore show that one out of every four, I believe, of those now in the seventh grade will drop out of school before they hit the first year of high school. That is our serious problem—dropouts.

Senator WILLIAMS. If your city is similar to other cities in this connection, the unemployment rate of those young people is way beyond the unemployment rate for adults.

Mr. D'ALESANDRO. That is true.

Senator WILLIAMS. We have a youth employment program that passed the Senate and is now before the House of Representatives which is designed to put these particular young people of productive work.

Mr. D'ALESANDRO. I think it is a must.

Senator WILLIAMS. This bill has a different purpose and a different objective completely; it is designed to bring volunteer service to areas of need. You have surely spelled out the needs of these young people, particularly in education, tutoring, and all of the other ways to helping them to become employable.

Mr. D'ALESANDRO. That is right; there is a difference between this bill and the Youth Conservation Corps bill. I wrote to Senator James, the State senator in Maryland in charge of the legislative council, suggesting the creation of a program for a Youth Corps in Maryland.

I think we have to employ our youth, but that is separate and apart from the purpose of this bill, which I recognize. But I think this bill is a must.

Senator WILLIAMS. I can see down the road a way the possibility of two programs going together very nicely. The youth employment

program would create parks and areas for recreation, and to these areas the volunteers could come with underprivileged kids from the cities.

Mr. D'ALESANDRO. In Baltimore we have a terrific amount of diversity of industry. I found that we have an expanding senior citizen age group. We have a terrific explosion as far as the young people are concerned. In the middle we have the people between the ages of 22 and 60 who have been gainfully employed most of their lives and are losing their jobs through the advancement in technology and automation.

That is the atmosphere that exists in Baltimore. Through the National Service Corps I would like to try to alleviate some of the fears in the depressed areas as far as the youth and as far as the aged group is concerned.

Senator WILLIAMS. You have been most helpful to the committee, gentlemen.

Mr. D'ALESANDRO. Thank you, sir.

Senator WILLIAMS. We express our deep appreciation.

Mr. D'ALESANDRO. Thank you, Senator.

Mr. MAZER. Thank you, Senator.

Senator WILLIAMS. Now we are pleased to introduce again Mr. Robert Burnett of the National Congress of American Indians.

STATEMENT OF ROBERT BURNETT, NATIONAL CONGRESS OF AMERICAN INDIANS

Mr. BURNETT. Thank you, Mr. Chairman.

Senator WILLIAMS. We are very pleased to have you give us the benefit of your thinking again, Mr. Burnett.

Mr. BURNETT. Thank you, Mr. Chairman. It is a pleasure and honor to appear before your committee here and endorse the bill for the National Service Corps.

We Indian people are looking forward to the passage of this bill because there are many things that could be done on reservations for Indian people and with Indian people.

Going back into the history of the American Indian people, as you well know, we were placed on reservations not at our own request, but at the request of the President and the Congress. We were isolated into reservations for the purpose of putting us in areas where we would not be dangerous to the general population.

That situation has since brought many problems to confront Congress and has created a great many problems for our own Indian people. Today we are existing in a situation where on most reservations the unemployment rate runs from 95 percent to 21 percent at the best, with an average unemployment rate of 44 percent.

This is quite a concern to the Indian people, and I believe it is just coming to the fore with the Bureau of Indian Affairs, which is beginning to realize that with this unemployment rate the economic situation on the reservations is going to worsen throughout the years.

We have several other problems that go along with the unemployment problem. One is that of education, which is one of the prime problems we have to deal with. We have some 9,000 Indian children out of school simply because there are no seats available for them in certain parts of the country, mainly in the Navajo country, although

in the Sioux country, where I am from, we have over 2,000 schoolchildren out of school.

Senator WILLIAMS. Where is your home?

Mr. BURNETT. My home is on the Rosebud Reservation in Rosebud, S. Dak.

Senator WILLIAMS. You know we are going to Pine Ridge, members of this subcommittee and others, tomorrow.

Mr. BURNETT. I think you will see quite a bit there. I do hope you will get out into the communities away from Pine Ridge itself so you can see some of the actual existing conditions.

Senator WILLIAMS. We are scheduled for 3 hours out there. Do you think that is enough time?

Mr. BURNETT. Yes. You can get down to Oglala, which is a neighboring community, which will really give you an insight into the actual conditions.

Senator WILLIAMS. That is on the list.

Mr. BURNETT. That is wonderful. I think you will see for yourself some of the problems.

Senator WILLIAMS. Can we do any politicking for you out there?

Mr. BURNETT. I doubt that very much.

Senator WILLIAMS. Are you elected for life?

Mr. BURNETT. No, I am not; I am appointed each year by the tribes who represent the National Congress each year.

Senator WILLIAMS. You are in politics?

Mr. BURNETT. Somewhat, yes; although I am not primarily concerned with politics. My primary concern has always been the Indian people themselves. Politics means nothing to me except that we realize that we must be in the political picture in order to exist. If we are going to be successful, we must be in politics. That is the only reason I am in politics.

One of the main things that I think you ought to be cognizant of is the fact that most Indian people mistrust a white man, as we call him. It is a bad term in my own mind, but this is a term that has been built up by the reservation system. In order for someone to move into a reservation and do any good, he must get the trust of someone within that tribe, whatever tribe it is, and then go out into the communities. Indian people generally are very friendly people once they have trust in someone, and will go along with them and do things that are of benefit to the Indian people and to the community as a whole.

Most people in this country, I believe, think that the reservations are strictly Indian, with no non-Indians living on these reservations, but that is not true, because every reservation in the country does have a mixed population and, therefore, has some effect on the economy of the country.

So we have this problem to deal with. I think that the National Service Corps has a great deal of potential to overcome this fear, because we need outside people to come in and show Indian people that they do have friends all over this Nation, whether they be from Harvard or Yale or New York City or Pennsylvania or wherever they are from; that not all people are alike. But this must be instilled in the minds of the Indian people themselves.

One of the main things that I would like to point out to this committee and to the Congress itself, and they must all soon realize this,

is that we are getting nowhere in solving our problems as they are being approached now. You said today you are going to Pine Ridge. Pine Ridge is one of the tribes that I call a "have" tribe. This tribe has some officials who are completely informed on what their problems are, and do have some tribal funds to operate with. They do have legal counsel to advise them on what is best to do. They know how to go to the Bureau of Indian Affairs and use all of the facilities and opportunities that are there.

But we must deal with tribes who have not. There are some 100 tribes, or slightly more than 100, who have no facilities, no leadership, no money whatsoever. These are the tiny, small tribes scattered throughout the country who will have no way of even asking for the Service Corps to come in unless the Bureau of Indian Affairs or someone like that is called upon to do so. These are the tribes that are the primary concern in our whole Indian situation because every time an act of Congress is passed, such as the housing program that President Kennedy has put into effect, the credit program that was put into force by Congress in the last 2 years, the tourist development that is taking place in the Bureau of Indian Affairs, and industrial development—the only ones that are taking advantage of these programs are the tribes that have some funds and know where to go and how to get these programs initiated on the reservations.

But the tribes who are in the status quo are these little tribes scattered throughout the country who have no way of getting these very things that we want them to have. This is the major concern of the National Congress. We find we are limited in the National Congress simply because these tribes cannot even get a member to come to our convention for representation of their tribe. We have over 150 tribes that do not even belong to the National Congress simply because they cannot get there.

The same thing is true when they need to appear before Congress. The only reason they don't appear is because they don't have the funds to get here to appear for and on behalf of a bill or to oppose a bill. This is of vital concern to us and we hope we can transfer this concern to your committee and the Congress itself.

I should like to discuss the use of the Corps itself when it is established. There are many fields in which the Corps could operate separate and apart from the responsibilities of the Bureau of Indian Affairs. The first, and probably major area that I believe they could be concerned with is the development of the management skills that are vitally needed by all tribes.

As you said, we are in politics and so is the tribal leadership. They are subject to election every 2, 3, or 4 years, depending on the tribe itself. When this leadership turns over, maybe because of some simple little reason, we have no one there to stabilize that government for perhaps a year or 2 years, until the man who is elected learns what his responsibilities are.

I believe the use of the Corps in the management field, not working so much directly with the tribal council but advising the people of the tribe about what they can do with their assets and teaching management procedures would be of great help. The other area is in social work, which I am very concerned with. We do have the Bureau of Indian Affairs social workers, but their only responsibility at this

point is to issue checks; they deal primarily with welfare clients who have no other means of support.

We would like to see trained welfare workers go out into communities and deal directly with the people, teaching and showing the people how they should live and how to cope with some of their family problems. We have many other areas where Corpsmen could work. There is irrigation; although I think in some cases, we overemphasize this irrigation matter, because we are a Nation of plenty when it comes to agricultural products. I think that if we were producing more, we would be overloading our country, when that land could be used for something else that would be more profitable for the Indian people.

The field of tourist enterprise is one of the major assets to all Indian tribes. You can travel across the Nation and on very few reservations will you find any kind of tourist facilities on reservations themselves. When you do find these facilities, they certainly are not Indian. They are controlled by someone else, although they usually sit on tribal lands. This is an area where we could use Corpsmen to teach our Indian people how to gather together the leadership of the community and show them what benefits they could get from the tourist enterprise.

As we all know, one of the largest businesses in this world is tourism. We have recently become aware of the fact that Indians are a major attraction not only in the United States, but all over the world. Most tourists coming from Europe want to see an Indian reservation. On my reservation, we have started a tourist enterprise and our motto now is: "We won't lift the scalps, we will just lift dollars." We advertise that way. I think many other tribes have become aware of this and are utilizing it more and more. This is a field that is unlimited.

The arts and crafts of Indian people are much desired products. The dancing of the Indian people is something that everyone wants to take pictures of. Everyone wants to take pictures of an Indian because they think he has a feather growing in his head or something. They are quite emotional about Indian people. When they find out what the true story is, then we always have a friend thereafter.

I think one of the major things that the Corps can do in any of these fields is to act as a catalyst for the Indian tribes. Regardless of what an Indian tribe wants to do, the people coming in as Corpsmen could serve as a catalyst to gather together the people and to train other people on the reservations to take over when these Corpsmen are gone. I believe Indian people would certainly accept this kind of operation because we have always been looking for help of this nature; we have never been able to get it from the Bureau of Indian Affairs, because they are involved mostly with our land. As guardians of our land, they are somewhat skeptical as to what we should do as people.

One of the things that I noticed in other testimony was that some people thought that the Governors should be in a position to veto or to accept these Corpsmen in a State. I would be violently opposed to any clause in the bill which gave the Governors this authority.

The reason I say that is because in South Dakota and in most Indian States, we are certainly on the losing end almost any time it comes to a Governor. We have had a very bad experience in the last 2 months with the Governor of South Dakota. We have had to petition for a

referendum statewide because of his inability to see the true picture. He sought to take the Indian people over by an act of the legislature at the request of a few men who desired to get their hands on our lands. I would be opposed to this because I don't believe that South Dakota and North Dakota and some others would accept Corpsmen in the States if they knew they were going to benefit Indian people. This may sound drastic, but we are in a situation in eight different States in which we have been under pressure this past winter from the States themselves, and we are quite concerned about what people are trying to do with us as Indian people. They are certainly not trying to help us. The only thing they are trying to help us to do is to get rid of our land. Of course, we want to keep our land.

We believe that the request for the Corpsmen should be made by the tribal council itself, or, in the case of a municipality, by the mayor, or in the case of citizens under other forms of government, it should be made by the city council. If you put the Governor in charge, this certainly could veto the whole program.

Some of the States, not only in the Indian country, but in other places, such as the South, may veto this program.

I should like to speak a little bit about the number of Corpsmen. I don't believe that 5,000 is sufficient, but I believe it is a starting point. I think it should be accepted as it is. I think if the people of the United States see that this program is going to benefit all the people of this country, that they will then go forward and increase that number.

In the second place, if these Corpsmen act as they should, as catalysts, making community action take place, then I think that these people can be shifted into other areas as they get community action.

So we heartily endorse this legislation, and I may say we represent some 350,000 Indian people of 86 different tribes. We don't want you to believe that we represent all Indian tribes, because we don't. Although many of the tribes are without representation, we believe we should represent them whether they join the organization or not.

So this is the position of the Indian people. We have petitions in the field that should be into you shortly, from all the tribes. The different tribes meeting in their tribal councils will be sending wires to you personally, Senator when they are meeting. Some of the tribes only meet every 3 months, so it takes a little time for official tribal action.

With that, I want to thank you for this opportunity to appear here, Senator Williams.

Senator WILLIAMS. We are very grateful to you, Mr. Burnett, for your broad philosophical support as well as for suggesting specific areas where this program could be very helpful and useful.

Another area that has been studied carefully by the study group is the health problem on Indian reservations. In their report, they advise that the Indian infant death rate in 1960 was almost twice that for other races, 47 out of 1,000. They also advise us that life expectancy is 20 years less for the U.S. Indian population as compared to the rest of the country.

In 1960, the average life expectancy in this country was 62.3 years, while that for Indians, and they excluded Alaska, was only 42 years. Then in the study they describe some of the illnesses that are prevalent. There are cures for many of these illnesses and they are unnecessary.

Mr. BURNETT. This is a very vital field, Senator. May I add that for the first time in history Dr. Wagner, who is Chief of the Division of Indian Health in the Department of HEW, informed the Interior and Insular Affairs Committee 2 weeks ago that 80 percent of the Indian people of this country haul water more than 2 miles. They haul it in buckets, barrels, and every other way.

Seventy-three percent of the water that they utilize is unfit for human consumption. So you can see why the death rate is so high. Plus the fact that Indian people do not have proper housing of any kind. About 90 percent of the housing on Indian reservations is unfit for the humans to be in in the first place. You tie this into pneumonia, diarrhea, and everything else, and you can't help but see what the true picture is as to why health is such a vital factor in the life of the American Indian.

Those figures are true. In fact they may be a little low. We lost 18 babies, bing, bing, at Rosebud, as fast as you could bring them in, from diarrhea and pneumonia, in 1 month. So I know what it is to sit and watch these people bring these little babies into the hospital and have them die because they are in such critical condition.

The other factor is economics, which affects the diet. These people are not getting sufficient food, so naturally they die. If a baby doesn't get milk, you know what happens to the baby. It dries up and the first thing it has pneumonia or diarrhea and it is dead. I have seen all these factors. I realize that this is a very important field and I think the National Service Corps can bring us a lot of help in that area.

Senator WILLIAMS. There are unlimited opportunities for volunteers to be of significant help to people who are living in very serious poverty of every kind. Certainly, the President, in his message in connection with this program, has put work on the Indian reservations very high on the list of priorities for the National Corpsmen. Let us hope the next time we meet it will be at the signing of the bill.

Mr. BURNETT. That would be wonderful. I hope so, too.

Senator WILLIAMS. Thank you very much.

We will recess now until 2 o'clock this afternoon.

(Whereupon, at 12:09 p.m., the subcommittee recessed, to reconvene at 2 p.m. the same day.)

AFTERNOON SESSION

(The committee reconvened at 2 p.m., Senator Harrison A. Williams, Jr., chairman of the committee, presiding.)

Senator WILLIAMS. The subcommittee will be in order.

We are considering the National Service Corps, and we are honored to have one of our colleagues, Senator Birch Bayh, of Indiana, here with us to discuss this legislation which seems to have so much promise in helping to meet the needs of many people who are deprived, in one way or another, of things that the more fortunate folks take for granted.

STATEMENT OF HON. BIRCH BAYH, A U.S. SENATOR FROM THE STATE OF INDIANA

Senator BAYH. Thank you, Mr. Chairman. I appreciate the courtesy of this committee in letting me have a second chance to testify before the committee.

I regret that I couldn't accept your previous invitation because my schedule required me to be in another city at the time.

I want to compliment you for the tremendous work you are doing in this area, and it is an honor, as a freshman Senator to come to testify before your committee.

With your permission, I have submitted to the committee a prepared statement to be included in the record. Instead of speaking from it, I would like to talk informally about this bill which you are considering.

To me, this is one of the most important pieces of legislation, and types of legislation, that we in the Congress will have the opportunity to consider.

By looking at the number of people involved in the Corps, or the amount of funds appropriated for the Corps, I think one can easily get a misconception of the importance of this program.

The same could be said about the original Peace Corps, by comparing it to our total foreign aid expenditures.

Yet, I don't think there can be any exaggeration of the amount of good that men and women of all ages have done in furthering the foreign policy of the United States of America, through the work of the Peace Corps.

It sems to me, Mr. Chairman, in considering this type of legislation on the National Service Corps—or Domestic Peace Corps, as some are prone to call it—that you have to consider the challenge which confronts us as a nation, in which we are pitted against the Communists in an effort to guide the destinies of civilization.

Today we have been involved in what is called the cold war, which is different from a hot war. I have characterized it at times as a battle to win the minds of men to the cause of freedom. There are many nations in the world, as you well know, who are looking to us for guidance and leadership today. They are comparing what we can do, under a democratic system and a free way of life, with the way the Communists conduct themselves, and what they are able to provide for themselves and their people.

It seems to me that if we are to be worthy of world leadership, and if we are going to be successful in eventually establishing a free and peaceful world, then we are going to have to show the rest of the world that we can solve certain domestic problems in America today, and we are going to have to do this as quickly as possible.

For example, if we are going to talk to the peasants in Latin America about educational opportunities—and as you well know, Mr. Chairman, this is something that makes their eyes light up, because they envision this as a means by which their children can pull themselves up by their own bootstraps—if we are going to talk to them about educational opportunities, we have to do something about an 8 percent illiteracy rate in the United States.

The same can be said in talking to the unemployed workers in India about the 5 million unemployed Americans. If we are talking to the great bulk of the people in the world today whose skin is brown, or yellow, or dark colored, we are going to have to do something about civil rights.

These are domestic problems. So, it seems to me that it is very important that we get behind all efforts designed to quickly solve the domestic problems today. The Domestic Peace Corps will do just

that. It is designed to strike, to put additonal emphasis into, the areas of domestic shortcomings in this country.

I would not want the record to be misleading that I am selling our country short. There is no question that we have the greatest nation in the world. But the true greatness of America will be determined by our ability to solve the problems confronting us today. We are not perfect, and recognition of this fact and determination to at least strive toward perfection, it seems to me, are going to be very important to us.

The Domestic Peace Corps is designed to assist where we find, in grade school today, that some 3 out of 10 are not going to graduate, and only 2 out of 10 will be going to college—at a time in the history of this country when there is a need for increased training and skills.

We find that the average number of college students has increased by 50 percent since 1952.

The average educational level of the whole work force has increased 2 years in that 10-year period.

So, it is imperative that we put additional emphasis on education, and the Domestic Peace Corps can do this, not only by helping in some areas of guidance in the formal school systems but by working particularly with the dropouts.

Just because these youngsters are out of work, and have not taken advantage of their educational opportunities, we can't forget them. We just cannot.

Look at unemployment statistics—and you know them better than I. A recent survey taken in our part of the country showed that, of the 140 unemployed workers, over half of them had less than a fifth grade education.

We can, in no way, forget the high school dropouts. They will be with us, and we must do what we can to retrain and develop them.

These Domestic Peace Corpsmen can go into the slums of our cities, and work with men and women of all ages. I have been interested a long time in youth activities, particularly coming as I do from a rural area where many of our young people and older families are moving into the cities. Ofttimes, they find themselves ill prepared to cope with city life, and to find and maintain employment. This breeds juvenile delinquency, and heartbreak and very poor economic conditions for these people.

The Domestic Peace Corpsmen can work in this area. They can also work in the rural areas themselves, where we have numerous depressed areas that become known as rural slums in some terminology.

I am particularly worried about this greater area, the Appalachian area, where we find many families striving to get along on about $60 a week—which is mighty hard to do in this day and age.

For about 50 percent of the farmers in this whole area, the average range is 15 acres per farm; and you just don't make any money at all farming that size operation. The average annual income, as I recall, was slightly over $1,000 for about 50 percent of the farmers that live in this area.

The Domestic Peace Corps can also work with the mentally ill, and we find that half of our hospital beds are occupied by mentally ill today. We must recognize and do battle with this problem. And there are migrant workers, to whom you have devoted yourselves

tirelessly. You are more familiar with that particular problem than anybody in Congress and I want to compliment you for your efforts.

I am certain you recognize that this is a fertile field in which the Domestic Peace Corps can work.

Treatment of the American Indians: It seems to me that this is one area where all of us as Americans have to hide our heads in shame a bit. The Domestic Peace Corps men and women can go to Indian reservations and help rectify the mistakes we have made in the past. This has been a rather sketchy effort, Mr. Chairman, to let you know how the junior Senator of Indiana is desirous of helping in this important area.

I think if we accomplish nothing else, if we create sufficient awareness on the part of our fellow citizens of our problems, to stimulate them to rise in the typical American tradition to meet these problems, and to route out these shortcomings certainly the Domestic Peace Corps will have been worth all the time, effort, and money that is and will be expended in this area.

I have had one or two persons ask me in a bit of anxiety if perhaps this would compete with philanthropic private and public charities, with the charitable work of religious organizations. I see no reason for this at all. Certainly, the Peace Corps men and women can work side by side with existing agencies and the result would be to remedy the problem much more quickly and to create more national awareness and interest.

Mr. Chairman, that is about the extent of my remarks.

I appreciate your letting me have the time of the committee to express them to you.

It is difficult to find a way of expressing your desire to help the country. I think that Americans in prosperity tend to be a bit complacent. But I think a group of National Service Corps men and women dedicated to the proposition that we can handle these problems, can be of tremendous help in awakening the Nation to the need.

Senator WILLIAMS. As a broad and probably not exact generalization I might say that, those young people who felt the depression personally and went on to get an education seem to have had a great preoccupation with economic security after they graduated from school and college.

If there is a generalization you can make today, it is that the young people of college age have had far less economic hardship than the depression kids; there is a great adventuresomeness about them when there is a program like the Peace Corps they do respond. There is just a great wave of interest in the National Service Corps all over the country.

There is not the great preoccupation with personal economic security that there was 25 or 30 years ago. Certainly, today there is a great deal of economic security.

A Service Corps volunteer will only get $75 a month and, notwithstanding that small amount this program will stir them to service I am sure.

Senator BAYH. Thank you, Mr. Chairman. You can count on me doing anything I can to assist you in this effort.

(The statement follows:)

STATEMENT OF HON. BIRCH BAYH, A U.S. SENATOR FROM THE STATE OF INDIANA

Mr. Chairman, 2 nights ago the President of the United States asked all Americans to examine their consciences with respect to their attitudes on race relations. Quite properly, recent events, in both North and South have moved many of us to focus our social concern on the plight of our Negro citizens. I for one am giving full support to civil rights legislation presently before the Senate Subcommittee on Constitutional Rights, of which I am a member. And I shall continue to support efforts to erase racial discrimination from the face of our land.

It is for this reason that the response to the idea embodied in the President's proposals for a National Service Corps has been very encouraging. It has shown that while we are in the midst of great concern over our racial problems, we are at the same time capable of responding positively to other grave social problems.

In a survey conducted by the President's Study Group on a National State Program, 70 percent of 10,216 students questioned felt the program was important enough to consider joining if it were instituted. The response from social service organizations according to the study group was overwhelmingly enthusiastic. Similar responses came from newspapers, magazines and current Peace Corps members. Of 4,130 senior citizens questioned, 82 percent felt the National Service Corps was a desirable project, and 57 percent felt they might enter the program themselves.

The concern of our people reflects an understanding that we are not only dealing with the problem of a large number of less fortunate citizens but we are also in the midst of an acute shortage of personnel adequately trained to help them. And this must be emphasized—only about 2,000 trained social workers are being graduated every year. Yet, in 7 years it is estimated we will need an additional 5,000 people a year.

Authorities feel that while there will be a less acute shortage of nurses, the shortage will still be significant. To meet our physical therapy needs, it is estimated that an additional 3,000 physical therapists will be needed yearly. This is not to mention our deficiencies in persons trained to help the exceptional child, the illiterate or other unfortunate persons in our society.

The needs of our Nation in this area are obviously immense. Problems will continue to plague us as long as no action is taken. It is my view that the National Service Corps program is a creative and responsible approach to these very problems, one which I will fully support and will encourage others to support.

Senator WILLIAMS. We certainly appreciate your interest not only in sending a statement on another occasion but in coming here personally to the subcommittee. We want to express our appreciation for your sponsorship of this bill with your colleague from Indiana, Senator Hartke. Both of you have sponsored this bill. As a matter of fact, the sponsorship runs from coast to coast and almost border to border.

The broad sponsorship of this bill is a response to the conditions of poverty and neglect that are nationwide in scope and occur in the big cities, in small towns, in rural America, in State hospitals, and on the Indian reservations and many other areas which you so eloquently described.

We have received eloquent testimony that the 5,000 volunteers can be the stimulant to a broad-gaged response to human need and to volunteer effort to try to meet those needs.

Senator BAYH. Contrary to what some people may think, Mr. Chairman, if I may add one additional word, I feel that most of the young Americans, particularly those whom I have had a chance to visit and talk with, are not ready to rest on their oars. They are anxious to have some calling. They are anxious to feel that their country needs them.

Senator WILLIAMS. Thank you very much. Your statement will appear in the record in full at this point.

Senator BAYH. Thank you, Mr. Chairman.

Senator WILLIAMS. As our next witness we are pleased to have from the National Urban League, Mrs. Cenoria Johnson.

You have a lot of competing demands on you in your private and public positions, Mrs. Johnson, and we are very grateful that you could be with us this afternoon.

STATEMENT OF CENORIA D. JOHNSON, WASHINGTON BUREAU REPRESENTATIVE OF THE NATIONAL URBAN LEAGUE

Mrs. JOHNSON. We thank you, Senator, and the members of the committee for affording us this opportunity to give our testimony concerning Senate bill 1321.

My name is Cenoria Johnson. I am employed as 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 and 30 States and the District of Columbia. It has been computed that 70 percent of the Negroes who live in urban communities are located in urban league cities. In each of these industrial areas, a trained staff of more than 500 paid employees conducts the day-to-day activities of the urban league. Significantly, 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 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 them to 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 there are affiliates. The manner in which these communities have utilized and valued the urban league volunteer is a silent testimony to the continuing need and acceptance of their services.

The National Urban League, through its board of trustees, expressed confidence in the National Service Corps as early as February 1963. (Its resolution is as 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 in our Nation.

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.

The 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, an eminent historian and philosopher, while speaking at the World Food Congress, 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.

Right there, I would like to state that the growing depersonalization of our society, which has been brought about by urbanization and the vast, fast moving communication network, all mitigate against the little people, destroying the person-to-person touch that is so essential in helping people to lift their sights in community life. Seemingly, the National Service Corps would encourage the growth of this opportunity.

Not only that, if our Government launches this program, this would seem to be a signal to the country and to the world that it is giving sanction and support to this concept of personal and volunteer service.

Seemingly, the National Service Corps could serve a useful role in helping to carry the responsibility in a personal way for those less able to help themselves.

The Urban League is one of the unprecedented number of volunteer agencies engaged in helping to improve living and working conditions throughout America.

We come serving as a voice of one of the largest segments of our country's population, many of whom find need of these services. Primary emphasis is placed upon work with the Negro and his unique problems that arise from discrimination and segregation. However, the agency's concern encompasses all who are underprivileged, mal-

adjusted, less well-educated—the entire needy segment of our population.

Hence, the Urban League's appearance today is another manifestation of its belief that the lives of many can be dramatically touched and tremendously influenced through the sponsorship of a national service program.

For those who would criticize the limited number of volunteers (5,000) designated for involvement in the initial program, professional agencies would doubtless cite the value of beginning small in such a new understaking. 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 who wanted to be more involved in her community—not necessarily for a salary—but she could ill afford the expenses entailed in the undertaking. The National Service Corps, through its small stipend, would underwrite her minor expenses and free her to serve others. This experience could be multiplied many times over.

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.

This portion of our presentation sounds somewhat like a broken record. The Urban League reiterates it again and again. If this minority group member were really free to participate fully in society, he would not always be the larger recipient—percentagewise—of welfare services. He could, himself, draw upon his leadership ability and help to build a stronger community.

A fuller utilization of the trained Negro would increase this awareness of our Nation's human problems, while creating for the majority group a new image of the Negro, the talents and enthusiasm he possesses.

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 or 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 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. 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.

Therefore, we urge a vote of approval from this committee in order that we may move forward dynamically with the task of becoming more competent in human relations.

Senator WILLIAMS. That is a magnificent statement of support for this truly noble legislation, Mrs. Johnson.

What is your title?

Mrs. JOHNSON. Director of the Washington Bureau for the National Urban League.

As you know, we have a Washington Urban League. We, however, are the arm that extends from the New York office.

Mr. Whitney M. Young, our national executive director, had intended to present this testimony. He might be able to appear at a later time in the interest of the House bill.

I am the Washington representative.

Senator WILLIAMS. Your organization has chapters in 55 cities?

Mrs. JOHNSON. Sixty-five in 30 States and the District of Columbia, with approximately 20 to 30 other cities in varying stages of organization or expressing desire for the establishment of an urban league.

Senator WILLIAMS. How many members does the National Urban League have?

Mrs. JOHNSON. I wouldn't be able to say. It would number many, many thousands. We know that we have on boards and committees more than the 6,000 volunteers who have definite assignments. For every one of them, there are hundreds of others who are dues-paying members, attend annual meetings, read the material, and participate in public and private efforts sponsored by the league and cooperating social welfare agencies.

Senator WILLIAMS. We all have the greatest admiration of the work of the urban league. I know time and time again I have called on the league for thought, counsel, and, in some cases, for action, and you have always responded magnificently.

You speak with great conviction about this program from a life of closely observing hardship and working toward easing that hardship.

The urban league is in the forefront of volunteer organizations that are making lives better for thousands of people.

Mrs. JOHNSON. Sir, I would like to thank you for that.

I would like to point out that I did not read the resolution passed by the board of trustees, but the staff of the President's Study Committee can verify the fact that we have given fully of our staff time, on a voluntary basis, from the very beginning.

I mentioned earlier that long before this was legislation, we expressed belief in this dream because it is basically concerned with America's freedom. We did it not just because of the Negro, but because of the many needy persons in our society.

Our giving of service freely from both the New York and Washinton offices extends from the early stages when the committee was busy evolving statements of principle and program; the studying of committee's plans by the National Social Welfare Assembly; to this day when the national and local affiliates offer supportive testimony.

Senator WILLIAMS. We have had very little opposition to this bill in the hearings we have had, but one recurring criticism is that the program is too small when compared with the immensity of need in social service. This is a little surprising in a way because those who have said that the program is too small are generally the same ones who say the program is too big.

Mrs. JOHNSON. From the brief experience we have had here in the bureau with such programs as the manpower retraining and others,

our agency thinks there may be a safeguard in beginning small, with the hope that evaluative measures will be built into the legislation and the eventual program, in order that assessment can be made of what is being done from one stage to another, step-by-step. It will then become not a massive program attempting to touch all social ills in America, but it can become a testing ground for some of the theories we are trying to put forth about social welfare needs and those who need.

Over and above that the public and private welfare agencies who are trying to cope with the problems of today would be helped immensly by the experiences derived.

In addition to that, I think it could well set our sights in a new direction. If I see anything wrong with the frustrations of young people today, as well as the older ones, it is this sense of futility, not being able to really get their hand on something that ties them to their fellow man—not having the chance to count in their community.

If we did only six projects in America where this type of opportunity could be provided volunteers and actually touch the lives of people, we could build back into the fabric of our social welfare program the kind of enthusiasm and zeal and stimulation that is needed.

Senator WILLIAMS. Thank you very much, Mrs. Johnson.

Mrs. JOHNSON. Thank you.

Senator WILLIAMS. We are now privileged to have Dr. Max Baer, national director of the B'nai B'rith and its youth organization.

We are pleased to welcome you to our subcommittee this afternoon.

STATEMENT OF DR. MAX F. BAER, NATIONAL DIRECTOR OF THE B'NAI B'RITH YOUTH ORGANIZATION

Dr. BAER. Thank you, Senator.

If I can't contribute anything else to these proceedings, I will try to contribute brevity since I imagine that you have many witnesses, and there is probably a great deal of repetitious testimony.

Senator WILLIAMS. Yes, but that doesn't hurt. If there is repetition, it shows that there is agreement on the problems and agreement on this program and how it can effectively work to answer human needs.

Dr. BAER. It is very dangerous, Senator, to encourage me to be anything but brief.

But, nevertheless, I will try to discipline myself.

Thank you.

Senator WILLIAMS. You are our last witness this afternoon, but we are going to have testimony from hundreds of people tomorrow. We are going to be at the State hospital at Ossawatomie, Kans. Then we will visit the Sioux Reservation at Pine Ridge, S. Dak.

Dr. BAER. Thank you, Senator.

My name is Max F. Baer. I am the national director of the B'nai B'rith Youth Organization, which is the largest Jewish youth organization in America.

We have 44,000 national registered members in 1,600 local groups, functioning in 1,100 communities.

Senator WILLIAMS. Is that in this country or outside of this country?

Dr. BAER. That includes North America—the United States and Canada.

We also have a limited representation in other countries of the free world.

In the United States, we have approximately 41,000 members and 3,000 in Canada.

We utilize, I would say, approximately 3,000 volunteers in our youth organization. In addition, our youth organization is only one department of a larger organization, the B'nai B'rith.

The B'nai B'rith has a total overall membership of a half million men, women, and young people, functioning in the United States and in almost 40 countries of the free world.

I am being selective, Senator, and citing three reasons for our interest in this proposed Service Corps.

First, as we all know, there is today a tremendous dearth of professional personnel in education and in social work. It is our opinion that the creation of the proposed National Service Corps will serve to dramatize and to publicize the importance of the helping professions; that is, professions in social work, education, and in the health fields.

This, we believe, will encourage a greater number of individuals to seek professional careers in the helping professions.

In our judgment, if the proposed Service Corps had no advantage other than this one, it alone would justify the formation of this type of service.

Secondly, we are well aware of the fact that up until about 30 or so years ago, social work in this country was largely performed by volunteers. Then there came a gradual recognition of the fact that social work is a specialty which requires certain trained professional skills.

First, gradually, and then more rapidly, the volunteers in social work were displaced by professional workers. In our judgment, to some extent, this displacement of volunteers by paid workers has taken place more rapidly than it should.

In other words, we feel that the pendulum from volunteerism to professionalism has swung to an extreme, and that too often the volunteers have been crowded out of opportunities to render service.

I know that agency after agency is using fewer volunteers than it did many years ago.

It is our belief that the establishment of this Service Corps will greatly help to bring the volunteer back to a position of prominence in our society. We feel that volunteerism and the activities of volunteer organizations represent one of the strengths of a democratic society. In fact, I know that when I was invited by the Adenauer government some 3 years ago to make a study of the extent to which Germany was moving toward democratic institutions, I found that one of the outstanding differences between our society in the United States and the West German society was the fact that we in this country had a history and a tradition of using volunteers to achieve things, whereas in West Germany, even though they have been making great progress toward democracy, they still have not learned the importance of the concept of volunteer organizations.

Indeed, we were told by American officials stationed in West Germany that as soon as the United States began to occupy West Germany at the end of the war, we made strenuous efforts to imbue the

Germans with the idea of the importance of volunteers. Some success was achieved. But the moment that American subsidies were withdrawn and the moment that the American occupation of West Germany was ended, these voluntary organizations in Germany collapsed.

I also learned in connection with this same trip that the whole concept of voluntary effort is peculiarly an American, and not a European concept. I think it accounts significantly for the vitality and the strength of our democratic institutions.

We feel, therefore, that there is great danger that in this country, too, the volunteer may be swept out of the picture and we like the idea of a proposal that proposes to swing the pendulum back somewhat to the point where once again the volunteer will be recognized as a crucial resource for our democratic society.

Our third and final reason for supporting this effort relates to the values which animate our people. All of us know that we are living in an affluent society. We also know that while we enjoy the affluence of our society, there are certain negatives which inevitably flow from such a society. One of these negatives is a materialism that creeps into our values.

We feel that the concept of a person giving of himself to others; the idea of a person rendering volunteer service or services which are subject to such nominal compensation that they can be considered virtually volunteer, is tremendously important in our whole system of values as a people.

Therefore, we feel that the establishment of this Service Corps, which will complement the, Peace Corps, will be a means of imbuing the people of our country, and particularly our young people, with the ethical concept of service to our fellow man, emphasizing some of the spiritual aspects of our American life and deemphasizing the materialistic aspect of it.

Senator, these are the three primary reasons for our support of this legislation.

If you would kindly permit me to, I should like to make reference to two objections which we have heard to this type of legislation from some sources. If I may, I should briefly like to address myself to these.

One of these objections relates to possible duplication or interference with the volunteer services which are being rendered under the auspices of organizations now in existence. In this connection, may I state that if there were any effort to expand this proposed Service Corps to a very large organization involving many thousands of volunteers, we, too, might join such opposition. Because we, too, feel that the basic job of recruiting, training, and supervising volunteers should be done by the existing organizations.

However, this proposed legislation only contemplates a relatively small organization. Its primary function, as we see it, is to dramatize and to publicize, to stimulate, to give emphasis to the importance of volunteer service. So that the use of 5,000 volunteers in this program, rather than displacing the services of existing organizations, we feel will make the work of existing organizations more effective.

We sincerely feel that our organization, for example, will find it significantly easier to recruit volunteers after the establishment of this Service Corps.

A second objection which we have heard relates to Federal-State responsibility. If you will kindly permit a personal reference, I am a graduate of a law school and I have a very sensitive regard for the constitutional differences in the functions of our Federal Government and our State governments. We do not favor the Federal Government generally undertaking responsibilities which are within the province of the States and which the States can achieve with equal effectiveness.

In our opinion, however, this proposed legislation would not represent an intrusion into State or local responsibility. The projects which are to be selected for service will be strictly local projects conceived locally, approved locally, and the Corpsmen who will be at work in these projects will be supervised by local agency personnel.

In our opinion, the substance of this work will be done locally. Only the form of it will be Federal. In our opinion, substance is more important than form, although the value of the form is that it will provide a glamor and a kind of attractiveness which, in our opinion, would not accrue ot a strictly local effort.

Our organization, for example, is a national organization. We have many thousands of young people who would like to join our youth organization but we cannot admit them because of insufficient resources.

Interestingly enough, many local clubs with a similar purpose cannot recruit sufficient members. We attribute this difference to the fact that we are living in a shrinking nation in which young people are and should be thinking in national terms and not strictly local terms.

Therefore, it is our judgment that a Corps of this type with a national symbol, with the outer trappings of a national organization, with the opportunity for the Corpsmen to cross State lines in performing their services, will have an attractiveness that could not be achieved through any local effort.

That, Senator is my statement.

I think you for the opportunity to present it.

Senator WILLIAMS. Believe me, there was no trace of repetition.

You gave us very significant new reasoning and new ideas in support of this effort—perhaps this long overdue effort—in social service.

I am sure many times between now and final passage we will come back to the words expressing the ideas you just presented to us.

I have one question. You speak as director of the B'nai B'rith Youth Organization. Do you have any authority or do you have any feeling as to the parent organization B'nai B'rith in regard to this bill?

Dr. BAER. Several weeks ago, the executive vice president of the B'rith B'rith conferred with me in regard to this very matter. He solicited my advice with respect to this matter. As a result of our conference, he informed me that the parent organization was unequivocally behind this legislation and I believe a statement to this effect has been filed. I do not know with whom.

Let me say that I did not receive notice to appear here until yesterday. Since our executive vice president was out of the city, I did not have an opportunity to ask him whether I could represent the total organization at this particular hearing. So I must state to you

that, officially, I am representing only the B'nai B'rith Youth Organization in this testimony. However, I can state unequivocally that the entire organization, including the parent organization, is behind this legislation.

Senator WILLIAMS. That is excellent.

Thank you again, Dr. Baer.

Dr. BAER. Thank you.

Senator WILLIAMS. Our next hearing date will be June 18 at 10 o'clock in room 1318 in this building.

(Whereupon, at 3:10 p.m., the committee adjourned, to reconvene at 10 a.m., June 18, 1963.)

NATIONAL SERVICE CORPS

TUESDAY, JUNE 18, 1963

U.S. SENATE,
SUBCOMMITTEE ON THE NATIONAL SERVICE CORPS
OF THE COMMITTEE ON LABOR AND PUBLIC WELFARE,
Washington, D.C.

The subcommittee met at 10 a.m., pursuant to recess, in room 1318, Senate Office Building, Senator John G. Tower presiding.

Present: Senators Burdick, Tower (presiding pro tempore), and Javits.

Subcommittee staff members present: Frederick R. Blackwell, counsel; Harry Wilkinson, associate counsel, and Woodruff Price, research assistant; George Denison, minority associate counsel; and Robert Locke, minority research assistant.

Senator TOWER. The subcommittee will come to order for continuation of hearings on S. 1321, the National Service Corps bill.

The first witness this morning is Mrs. Virginia Burnham. We are glad to have you with us this morning. Will you proceed with your testimony?

STATEMENT OF MRS. VIRGINIA SCHROEDER BURNHAM, GREENWICH, CONN.

Mrs. BURNHAM. Thank you. Senator Tower and members of the committee, my name is Virginia Schroeder Burnham, housewife, mother, and business executive of Greenwich and Waterbury, Conn.

I have the following legislative proposal which I place before you for a Home Service Corps which is respectfully submitted in the interest of the public service. The proposal is:

To create and sustain an organization of men and women enlisted to serve in homes as apprentice mothers and homemakers, known as the Home Service Corps, thereby establishing a new national career category of homemakers.

The objectives of this proposal are:

To relieve unemployment, especially in the categories of unskilled teenagers and women.

To release mothers trained in a profession so as to relieve critical shortages in nursing, teaching, et cetera.

To guide underprivileged groups into a better way of life and a higher standard of living.

To prepare young men and women for the management of their homes and the raising of their children.

To assist in preventing juvenile delinquency through the proper supervision of motherless children or children of working mothers.

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To prevent habitual crime, drug addiction, and other forms of delinquency which might stem from idleness and poverty.

To provide constant and reliable supervision for children of working mothers.

To provide homemakers for the elderly and the infirm in such cases where it is more desirable and beneficial to maintain the home.

To alleviate the pressures attendant upon homemaking and motherhood.

METHOD

By the enactment of appropriate legislation, to establish under the direction of the Federal Government an organization of individuals to serve as deputy homemakers and mothers in various homes throughout the United States.

To provide for a coordinated program of training and education preparatory to and/or during the period of employment with the sponsor-family.

To set definitive standards of pay, housing, and subsistence.

To provide for instruction and guidance of the sponsoring families, with the express objective of creating the proper status within the household and the community for the homemaker assistants.

To assure a system whereby both the employee and the employer may have recourse to arbitration in the event of abuse of privileges by either party.

To create a new image of the homemaker as constituting a worthwhile career with the dignity which it deserves.

The administration and control of this program may be coordinated with official, State, and local employment services.

It is respectfully suggested that the Congress consider this proposal as a companion program to the National Service Corps on the grounds that it would greatly broaden the objectives obtainable under the proposed law as now written.

It is further suggested that as an adjunct to the pending legislation in regard to a National Service Corps (S. 1321) a new area of responsibility be included to provide deputy homemakers for underprivileged homes where the need exists.

ADVANTAGES

For the career homemaker:

(*a*) Working conditions that are warm, clean, and safe, as well as being conducive to societal advancement and cultural advantage.

(*b*) The opportunity to learn while earning.

(*c*) The emotional benefits of belonging to a family group such as learning consideration for others, and the development of personal affection which might otherwise not be readily available to the participant.

(*d*) The opportunity of caring for and working with children, a privilege for which there is no adequate substitute.

(*e*) The inner satisfaction and emotional reward that comes from helping others.

(*f*) The advantages of good food and housing, and net pay which would compare favorably with the net pay of factory and office workers.

(*g*) The advantages of diversified work as contrasted with the tedium and repetitive nature of the type of work frequently performed by the factory and office worker.

For the employer-sponsor:

(*a*) Considerable relief from the excessive burdens of the mother and homemaker whose responsibilities are a composite of the occupations of cook, nurse, taxi driver, houseworker, laundress, gardener, and teacher, not to mention those inherent in her relationship to her husband as wife, partner, amanuensis, and confidant.

(*b*) The provision of proper supervision for the children of working mothers.

(*c*) The provision of a higher degree of security in terms of safety, precautions for health, relief from undue confinement within the household, and at least a modicum of leisure time.

(*d*) The inspirational benefit of working with and contributing to the training of another person.

(*e*) The opportunity to pursue a profession, avocation, or such interests as art, literature, volunteer, church, and social work which constitute a creative outlet for the individual.

I would simply like to say that the reason I am here today is because I have heard so much about unemployment. This issue of the U.S. News & World Report is very timely. It has an article about jobs and says that 1 out 10 Negroes and 1 out of 20 whites are unemployed, mostly unskilled teenagers and unskilled workers. I have been thinking about this a great deal and know the need for new jobs. For many, many years there has been a desperate need for assistance in the home.

We used to call these people domestic servants. They are not called that any more. I do not wish to label them as such. This profession has been downgraded and many of us women—I am a mother of 6 children—have struggled over many, many years to do what it took to try to keep the home together and keep our health.

So putting 2 and 2 together, it seemed to me, that we can create a good 2 or 3 million jobs in this category, if it is properly done.

PHILOSOPHY AND GENERAL REMARKS

This hypothesis is based upon the premise that there is no more significant or revered career than that of mother and homemaker, and, unfortunately, such a career on a paid basis has become undesirable in our present-day society.

The home, or family unit, is the keystone of our democratic society. The sole individual who makes a home is the wife and mother. Hers, today, is the prime responsibility for the future of this country, for she is the molder of the men and women of tomorrow. This is a responsibility not to be taken lightly, and young women march daily into marriage with little or no preparation. There is no concerted effort made in this country to provide young people with preparation for parenthood.

It is not uncommon to see the young mother—and often the not-so-young mother—of today a harried, distraught, weary, and frustrated individual. No matter what her background or education, she requires and deserves rest, quiet, recreation, and leisure time in order to maintain her mental and physical health.

In the majority of households, these minimum requirements of daily living are not available to her. Often the result is a mental or physical breakdown of a varying degree of seriousness which can produce a chain of events leading to an unhappy or broken marriage, and high-strung children who are often emotionally unstable. Such an environment can lead the children into delinquency and/or an unhappy adulthood, fraught with instability.

Automation will never supersede the housewife and mother. Duties can be streamlined, but nothing can take the place of a pair of loving hands and a loving and understanding heart.

As is well known, the concept of domestic service has been downgraded in dignity and prestige. In fact, the full-time household servant is becoming virtually extinct. This is occurring in an age when the size of families is increasing, although I read today it is decreasing, and the grandmother or maiden aunt is no longer available or interested in giving assistance. Also of considerable moment is the plight of the elderly and the infirm in a society which no longer commands day-by-day care from the nearest of kin, and in which the number of elderly citizens is rapidly increasing.

The express intent would be to launch a campaign to glamorize the job of homemaker. This can be embarked upon with forthright honesty and integrity, without deceit or attempts to delude or mislead.

It is also a reasonable hope that a rewarding byproduct of such a program will be to tend to diminish the class barriers and lines of artificial social demarcation which, although lessening more and more in recent years, are basically incompatible with the free democratic society toward which most Americans aspire.

Much today is written and spoken of unemployment and the attendant problems adherent to our society because of it. To recognize a problem is to attempt to solve it. It is the considered opinion of many that there is a crying need for service in the home. There are thousands of women of deprived groups who are eminently qualified to be homemakers. Ethnic groups such as Negro and Puerto Rican are known to be kindly and good to children, the old, the infirm. A point to consider is that many Americans are unable to compete with present academic standards and it is our responsibility for economic and social reasons to provide jobs instead of handouts.

It is respectfully submitted that the program suggested above may go a long way toward solving the current problems of unemployment.

Senator TOWER. Thank you very much, Mrs. Burnham.

Counsel, do you have any questions that you would like to ask?

Mr. BLACKWELL. No, sir.

Senator TOWER. Thank you very much, Mrs. Burnham, for your eloquent testimony. We are grateful for you coming here today.

Mrs. BURNHAM. Thank you, sir.

Senator TOWER. The next witness this morning is Mr. Robert Bondy, of the National Social Welfare Assembly.

Mr. Bondy, we are glad to have you here this morning. We appreciate your coming down to testify before our subcommittee.

STATEMENT OF ROBERT E. BONDY, DIRECTOR, NATIONAL SOCIAL WELFARE ASSEMBLY

Mr. BONDY. Thank you.

Mr. Chairman, my name is Robert E. Bondy, and I am director of the National Social Welfare Assembly.

The assembly was organized in 1945 as the central national planning and coordinating body for social welfare. Currently the assembly includes 57 national voluntary, nonprofit organizations, 14 agencies of the Federal Government, and 4 associated groups. It is a nonprofit organization supported by contributions from voluntary affiliate national organizations, some 425 local communities through united funds, community chests, and welfare councils, grants from foundations, and gifts from business, industry, and individuals.

With your permission, Mr. Chairman, I wish to file with your subcommittee a copy of a report entitled "Position Statement on National Service Corps," adopted by the executive committee of the assembly January 15, 1963.

Senator TOWER. There being no objection, we will include that statement in the record.

Mr. BONDY. The following statement from the report summarizes the assembly position:

> 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.

At this time, Mr. Chairman, may I say that the assembly believes the following to be potential contributions of a National Service Corps operated under appropriate conditions:

Modest expansion of existing welfare, health, and education services, and the provision of new services within the possibilities of the number of corpsmen, their competency, and the funds available.

Demonstration of a new and unique concept of service: The voluntary investment of a year of service to people as a personal, social, and civic responsibility, with remuneration at only subsistence level. This is important in itself, but is not to be confused with the voluntary service without remuneration of millions of men and women in service through voluntary organizations, and in connection with many of the services of Government.

Extra visibility given by the program to human need and community responsibility. The National Service Corps project, if well done and appropriately dramatized, could act as a catalytic force—a yeast—in extending and strengthening needed voluntary and Government services to people.

Opportunity for young adults to explore their interest in, and aptitude for, continuing service to people—either as a career professional or as a volunteer. In the fields of welfare, health, and education, there is great need for more professionally educated personnel and more volunteers.

I think it clear, and generally understood, that one of the great needs of the country today is more professionally trained people in the so-called helping professions: medicine, nursing, social welfare, and other related fields. The Congress has done much to support pro-

grams of training, and the strengthening of schools, in some of these professional fields, as in the case of medical schools.

The last point here is the opportunity for retired persons to use their knowledge, skill, and accumulated experience in services to meet the pressing needs of people.

Accomplishment of these goals would be an important asset to the Nation. Conditions under which these goals are most likely to be achieved include clarity in regard to basic concepts of human service, good programing in each project, and sound safeguards in the operation.

May I make certain observations with respect to S. 1321 as it relates to the assembly position statement. We concur heartily in the broad statement of purposes of the National Service Corps, and in the kinds of projects contemplated, as set forth in the bill. Among the purposes, we particularly emphasize the catalytic values of the program, and the stimulation of young people, after their National Service Corps experience, to seek professional training in social welfare or other of the helping professions.

May I now emphasize four points which the assembly considers of great importance to the success of the National Service Corps and which we propose to this committee be incorporated into the bill itself or, if that is not feasible from a drafting standpoint, be incorporated in the committee report to show the intent of the committee.

(1) The assembly believes that stimulation of young people to seek training as career professionals should have encouragement by provision in the bill for terminal scholarship funds for participants who apply and are admitted to graduate schools of welfare, health, and education. Unfortunately, the bill does not include provision for this purpose.

(2) The assembly also believes that agencies which put forward desirable programs, but which have serious staff shortages, should receive funds to insure availability of qualified profressional supervision. For example, a hospital might propose an excellent program but because present staff is overburdened, and because no surplus of funds is available, would be unable to supply necessary supervision to insure a high quality of work experience for the participants and in the interest of the corps. The bill does not provide for allocations to agencies or institutions for this purpose.

(3) Both S. 1321 and the assembly position statement call for an Advisory Council. However, there is substantial difference with respect to responsibilities proposed for such a Council. The bill provides that the Advisory Council should "advise and consult with the President with respect to policies and programs designed to further the purposes" of the act. The assembly position statement proposes that the Advisory Council (patterned on Advisory Councils of the National Institute of Mental Health) should "advise and consult with the administrator" of the corps and provides further that "projects selected should be subject to the Advisory Council's approval." This proposal emphasizes the assembly's belief that outstanding citizens, both volunteer and professional, and qualified in public and voluntary service in the fields of welfare, health and education, should be brought into direct and responsible relationship to the operation of the corps.

An alternative to specifically giving the Advisory Council project selection authority would be to provide for the establishment of review committees which would take project by project review and selection from the proposals presented by local sponsoring committees or organizations.

(4) Coordination and joint planning by a representative local council is essential to the development of the community's pattern of services to people. It is the means by which needs are studied, priorities are identified, programs, services and resources to meet the needs are determined. Projects of the National Service Corps must be an integrated part of joint planning if the service is to become a continuing part of the community's pattern of service to people.

Approximately 400 communities across the Nation have established health and welfare community councils. Wherever feasible, these councils should be asked to assume primary responsibility for the study, evaluation and recommendation of projects.

For instance, in the chairman's home State there are such councils in the principal cities of the State—Dallas, Houston, San Antonio, Austin, Fort Worth, El Paso, and so on, and in a number of the gulf cities. This is illustrative of the way in which such banding together of citizens for selecting out what is best for the community is carried out throughout the Nation.

Where the established health and welfare council or the community council is unable to assume this responsibility or where a council does not exist, a special planning committee broadly representative of community or area interest should be created.

Among the more important aspects of the proposed program will be the selection of projects. It will be important that criteria for selection of projects be developed. To this end, the following criteria are suggested:

(1) Is the service proposed to meet a serious need which cannot be met without the National Service Corps?

(2) Is the service requested by the local community? Or is the need such that interest can and should be stimulated?

(3) Is the proposed service an integrated part of the coordinated community plan for service to people?

(4) Is the service designed to help the community increase its competence to help itself?

(5) Is the proposed service accessible to all persons on a basis of nondiscrimination?

(6) Is there a broadly representative committee of local persons available to cooperate with the National Service Corps?

(7) What counterpart efforts is the sponsor prepared to make?

(8) Is the project so designed that necessary services can be continued as the national service phases out?

(9) Does the project give promise of demonstrating a service replicable in other communities?

Mr. Chairman, that word "replicable" is in the dictionary. It was in our report and when I read my testimony over I thought it was a typographical error. But there is such a word. It obviously means, can it be carried over into other situations.

I respectfully commend to your attention, Mr. Chairman, and members of the subcommittee, the position statement filed with the sub-

committee which sets forth succinctly and in detail several additional considerations which the assembly believes to be important.

In conclusion I should like to say that it is important for the corps to be realistic and temperate in respect to what it proposes to accomplish. It cannot cover the waterfront. This consideration suggests the following three points:

(1) Public interpretation should make very clear the fact that the national service program is neither a panacea nor a substitute for basic legislation, appropriations and programs needed to ensure adequate welfare, health, and education services for people of the United States.

I would like to particularly emphasize this, because some of the public interest in the project has been in part in response to the idea that here are all the needs of our people that our country has; health, social, economic. Now we will have a National Service Corps and take care of all of them. The National Service Corps will have great merit in the sense that I have stated here, Mr. Chairman, but it should not be thought of as a crutch which would make it easy for anybody, much less the Congress of the United States, to fail to do the other broad and important things that are needed to meet the needs of the people generally.

(2) The national service program should be clearly dissociated from the proposed legislation to increase employment opportunities for youth. The service program will not be a solution to youth employment.

(3) Public interpretation of the National Service Corps should make it clear that the corps is not designed as an instrument for the rehabilitation of its participants. Corpsmen cannot be recruited from the ranks of troubled or delinquent youth, nor will the corps generally be able to utilize the services of young people who are unemployed because they lack education.

Thank you, Mr. Chairman, and members of the subcommittee, for your attention and your interest.

Senator TOWER. Thank you very much, Mr. Bondy, for your very constructive suggestions.

Senator Javits, do you have any questions?

Senator JAVITS. Thank you, Senator Tower.

Mr. Bondy, I came down from the opening hearing on the SEC investigation to welcome you as a fellow New Yorker, and also to tell the subcommittee the distinction which the National Social Welfare Assembly enjoys and the distinction which you enjoy personally as a New Yorker and as a person who speaks with authority in this field. I have run through the testimony, which seems quite impressive to me. I favor a national corps such as the National Service Corps, and I couldn't agree with you more that this really has to be an elite corps in the final sense, rather than an effort to use it as yet another way in which to deal with the employment opportunities problem which we dealt with in other legislation.

I thank the Chair for his courtesy to the witness.

Senator TOWER. Mr. Bondy, have you given any attention to the budget projection for the National Service Corps, and do you think it is adequate?

Mr. BONDY. I have not given detailed attention to it. The budget projection, Mr. Chairman, if it included provision for two of the points that I made in my testimony, would indeed have some increase if there were a provision that the termination of corps activity for scholarships or what might be involved, might arrive at a figure of a thousand or twelve or fifteen hundred dollars a year for an estimate of the number that might so wish to take advantage of career training. That would not add up to a great total to be added to the proposed appropriation. It would be more in the nature of a hundred thousand dollars.

Secondly, there would need be addition of some amount to cover the small amount of supervisory help to the institutions where corps projects would be carried on, but where—as an illustration I used a hospital, with a great shortage of staff—there would be insufficient supervisory people. That again would be a small item which would not add significantly to the cost of the bill, but would insure many times over, I am convinced, a higher quality of work and a better outcome.

Senator TOWER. Thank you, Mr. Bondy. My counsel has raised a point here that I think is worth taking. In your point 2, would you prefer direct grants to existing agencies to the National Service Corps?

Mr. BONDY. Would the chairman mind restating his question?

Senator TOWER. Would you prefer direct grants to agencies already in the field to a National Service Corps? In other words, would it be more helpful to expend the money, or perhaps more money, in direct grants to the various agencies already in existence rather than creating a National Service Corps?

Mr. BONDY. Mr. Chairman, I think not. I think that would nullify some of the values of the service corps idea. The service corps idea, as I said, is in part going to be valid and useful if it does attract attention in a dramatic way through the unique necessity of the project itself to needs that are unmet in the community, or to needs on which voluntary or governmental agencies can give extended service and more adequately meet the needs. I think for the Federal Government to make direct grants to voluntary organizations to strengthen some of their services would only be a drop in the bucket. The community chests and the united funds of the country alone raise $550 million for social welfare organizations. That does not include hospitals or educational institutions. It is only the deficit part of the budget of those organizations. Their expenditures are in the billions of dollars.

The idea of the Federal Government making direct grants to the budgets of voluntary organizations would bring in a whole new philosophy and concept into our way of doing things. I personally think it would be unwise.

Senator TOWER. Mr. Bondy, do you think that increased tax forgiveness for contributions to these voluntary agencies would be desirable? Do you think it might be a stimulus?

Mr. BONDY. Are you speaking of the action of the House Ways and Means Committee in increasing the deductibility of contributions up to 30 percent?

Senator TOWER. Yes.

Mr. BONDY. That is highly desirable and very important.

Senator TOWER. Thank you, sir.

Senator JAVITS. I have just one other question.

Mr. Bondy, do you think that there is anything to be gained in this National Service Corps concept with some kind of ROTC idea, perhaps, accompanying it? What I think is impressing many of us is the paucity of numbers and considering the problems to be met. Might we fruitfully consider establishing a scheme by which States would get allocations of additional numbers for the purpose of conducing training corps in accredited colleges and universities, just like the ROTC, with the idea of doing two things: (1) Having supplementary project workers available, and (2) building up a substrata for additions to the National Service Corps strength?

It is an idea that occurs to us as a possibility in view of the character and nature of this whole operation. You might want to consider that further and give us your views.

Mr. BONDY. Senator Javits, I think I understand what you are saying, although I am not entirely clear. The ROTC idea is related to men already in institutions of higher learning.

Senator JAVITS. That is right. In other words, what you would do is to utilize the techniques by which the armed services replenish their officer strength in order to replenish and accrete strength to a National Service Corps.

Mr. BONDY. I can see that would have considerable value. It could build up, as we are so badly in need of building up, a group of young people with good educational background who have had some experience actually in this field of helping others. I would assume the counterpart of the military training of an ROTC plan in the plan you are speaking of would mean training on a field work basis with organizations in the field, but based on a university campus.

Senator JAVITS. And even training with the National Service Corpsmen in the field.

Mr. BONDY. Yes.

Senator JAVITS. When they are assigned. We will ask the Government agency concerned to give that a little thought.

Thank you, Mr. Chairman.

Senator TOWER. Again, Mr. Bondy, thank you very much for taking your time to come here this morning to testify.

Mr. BONDY. Thank you very much.

(The report referred to follows:)

POSITION STATEMENT ON NATIONAL SERVICE CORPS

THE PRESIDENT'S COMMITTEE ON THE NATIONAL SERVICE CORPS

The President's committee has been exploring the feasibility of a National Service Corps as a means of stimulating voluntary service. The overall program would have three aspects:

(1) The President would issue a challenge to the American people to offer their services to their local communities and to the Nation in helping to meet human needs and to reduce the number of disadvantaged.

(2) A small corps (approximately 4,000 persons) to carry out a national service program as a catalyst for the further development of voluntary service by demonstrating what volunteers can usefully do by increasing the visibility of the need for volunteer services and recruiting volunteers.

(3) National, State, and local organizations, both voluntary and public, in the fields of social welfare, health, and education would expand existing pro-

grams that use volunteers or would develop new ones, both to draw additional volunteers and to respond to the increased offer of services.

NATIONAL SOCIAL WELFARE ASSEMBLY VIEWPOINT

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 that a National Service Corps must be developed mainly in collaboration with and in response to requests of the communities where the services will be performed.

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. To tie the program to such broad objectives as the general promotion of voluntary service which may or may not be possible would be a disservice.

We believe the following to be potential contributions of a National Service Corps operated under appropriate conditions:

Modest expansion of existing welfare, health, and education services and the provision of new services, within the possibilities of the number of corpsmen, their competency, and the funds available.

Demonstration of a new and unique concept of service: The voluntary investment of a year of service to people as a personal social and civic responsibility with remuneration at only subsistence level.

Extra visibility given by the program to human need and community responsibility.

Opportunity for young adults to explore their interest in and aptitude for continuing service to people either as a career professional or as a volunteer. In the fields of welfare, health, and education there is great need for more professionally educated personnel and more volunteers.

Opportunity for retired persons to use their knowledge, skill, and accumulated experience in services to meet the pressing needs of people.

Accomplishment of these goals would be an important asset to the Nation. Conditions under which these goals are most likely to be achieved include clarity in regard to basic concepts of human service, good quality program in each project, and sound safeguards in the operation.

BASIC CONCEPTS

Some basic concepts of great importance to the success of the national service corps are:

(1) Voluntary social and civic community service is a traditional pattern in the United States and an essential element in social, political, and economic democracy. It is necessary that this concept of citizen responsibility be continually reemphasized.

The basic concept of voluntary community service becomes increasingly important in an automated society. In the past, only a minority of the people had free time to give in voluntary service. In the future a majority of the people will have more free time than work time in their lives. It is urgently important that more and more people learn the value and satisfaction derived from choosing to invest time and skill voluntarily in efforts to improve the well-being of people.

Voluntary services of the Nation have been initiated, developed, served, and financed by interested citizens throughout our history. Further, the increase of volunteer services to keep pace with the necessary growth of governmental services is essential in a democratic society.

Voluntary workers give service for which they receive no financial compensation. They give their skills and time and pay the expenses incidental to their service. There are approximately 20 million such volunteers in the United States today. This concept of service must be constantly enhanced.

There are significant differences between the traditional volunteer pattern and the proposed National Service Corps. In the National Service Corps participants will be nationally recruited. They will work full time for a year. They will work where they are needed, generally in another community. They will receive a stipend. This is a new concept of service in the United States, and should be so interpreted.

To avoid confusion with the traditional volunteer, the National Service Corps should use terms other than volunteer, such as "service aid," "corpsman," etc.

(II) A basic concept of social welfare service is to help people help themselves. Work with people in the constructive provision of health and welfare service is one of the most difficult tasks in our Nation and world today. Such service must be performed under the guidance of persons who have good will and aptitude for working with people and the core of knowledge and skill which comes from professional education.

There is a great shortage of professionally educated persons in the health and welfare fields. This shortage will continue for the foreseeable future. The cost of professional education in these fields is high. There is a great need for many more scholarships to make graduate education possible for persons interested in health and social welfare.

Ths situation creates an urgent need to insure that national service corpsmen should be given work assignments within their level of competency and that there be clear differentiation of the functions of the professional workers and corpsmen. It is suggested that corpsmen with special skill and experience might be designated as "technical assistants" while those with less might be designated as "aids."

(III) A basic concept in community planning of health and welfare services is that community leaders and representatives of the people receiving the service should be involved in the planning.

Coordination and joint planning by a representative council is essential to the development of the community's pattern of services to people. It is the means by which needs are studied, priorities are identified, programs, services and resources to meet the needs are determined. Projects of the National Service Corps must be an integrated part of joint planning if the service is to become a continuing part of the community's pattern of service to people.

Approximately 400 communities across the Nation have established health and welfare or community councils. Wherever feasible, these councils should be asked to assume primary responsibility for the study, evaluation and recommendation of projects.

Where the established health and welfare council or community council is reluctant to assume this responsibility or for whatever reason is unable to do so, a special planning committee broadly representative of community leaders should be created. In such a situation, effort should be made toward integration of the special committee with the established council in order to improve the effectiveness of the council and to insure continuing cultural planning as one benefit of the national service.

In many communities of the United States there exists no central planning body, few experienced community leaders, and little skill in drawing on available resources. These are often areas of great need. Since the goal of the service program will be to help poeple develop the ability to help themselves, the national service program should assume responsibility:

For stimulating public and voluntary organizations to develop service programs in such communities.

For providing or contracting for field service to aid the community in creating a representative committee to consider greatest needs and to recommend priority for services within the competency of the corpsmen.

For consultation with National and State voluntary and governmental agencies with related interests and resources.

For providing or contracting for qualified professional workers to supervise corpsmen and to insure continuing involvement of the community planning committee.

For encouraging national voluntary organizations individually or jointly to initiate or participate in designing project proposals.

(IV) The program experience should be of high quality and in accordance with best known standards. Every person who through the national service program voluntarily gives a year of service with subsistence financing should have a work assignment which provides:

A sense of satisfaction in doing high quality work that is urgently needed and is a significant contribution to people.

An opportunity to test interest and aptitude in welfare, health, or education services as a continuing career or as a volunteer.

An opportunity to increase knowledge, skill, and to improve methods of work and ability in completing work assignments responsibly. It will be neither an asset to the concept of community service nor a useful investment of a year of time for a corpsman to be assigned full time to odd jobs

such as stuffing and sealing envelopes. Collecting funds, organizing, or promoting the institutional aspects of an agency should not be permitted.

(V) The national service program should operate on a basic policy of nondiscrimination.

Participation in the service program should be available to all those who are qualified without reference to race or creed.

Corpsmen should be placed only in projects made available and open to all without discrimination or segregation.

Service programs should be available: (1) to all people who need service irrespective of race or creed; and (2) to all agencies and institutions that have nondiscriminatory policies and practices.

(VI) The entire year of voluntary service should be an educational experience for participants. Special training should be provided and should include:

Short term national training planned with graduate schools of welfare, health, and education. This should include general orientation to the needs of people, services to meet the needs, goals, basic concepts, methods, and attitudes in work with people; also function of the program in relation to the community, the agency or institution, and the supervision to which participants are assigned.

Short term introductory training provided by the agency or institution in which participants will do their work. This should include orientation to the philosophy, policies, and specific assignment.

Inservice training under guidance of qualified professional workers.

FOCUS OF PROJECTS

We believe the National Service Corps will result in greater impact, satisfaction, and achievement if the work is concentrated in service to people through welfare, health, and education programs. If the scope of the program includes too many fields of work, the planning problems will be multiplied and the impact of the tentatively suggested 4,000 corpsmen may appear negligible. On the other hand, there should be sufficient diversity of projects to test adequately the potentialities of the National Service Corps.

We recommend that, to the greatest extent possible, the National Service Corps give priority:

1. To new or extended services to meet pressing needs of people who are isolated socially or geographically, and who have few services available.
2. To new or extended service in organized communities where the human need far exceeds available services, such as low-income sections of urban centers.

ADVISORY COUNCIL

We recommend that a "National Service Program Advisory Council" (patterned on advisory councils of the National Institute of Mental Health) composed of persons, both volunteer and professional, qualified in public and voluntary services in the fields of welfare, health, and education should be established. The Council should advise and consult with the administrator and staff of the national service program in the development of all standards and policies. Projects selected should be subject to the Council's approval.

SELECTION OF PROJECTS

The National Service Program Advisory Council should review and recommend projects in accordance with established criteria or guidelines. Guidelines may include questions such as:

1. Is the service proposed to meet a serious need which cannot be met without the National Service Corps?
2. Is the service requested by the local community? Or is the need such that interest can, and should, be stimulated?
3. Is the proposed service an integrated part of the coordinated community plan for service to people?
4. Is the service designed to help the community increase its competence to help itself?
5. Is the proposed service accessible to all persons on a basis of nondiscrimination?
6. Is there a broadly representative committee of local persons available to cooperate with the National Service Corps?

7. What counterpart efforts is the sponsor prepared to make?
8. Is the project so designed that necessary services can be continued as the national service phases out?
9. Does the project give promise of demonstrating a service replicable in other communities?

PERSONNEL

National service program personnel should be generally, but not limited to, two groups:

Young adults in their twenties who have not yet entered a career or a graduate school.

Retired workers with special skills.

FINANCES

Funds appropriated for the national service program should provide for all members:

Per diem for moderate-cost maintenance adequate to the locale.

Health and accident insurance.

Travel and maintenance for participation in the national training course.

Terminal scholarship funds for participants who apply, and are admitted, to graduate schools of welfare, health, and education.

Funds for allocation to agencies, or institutions, to ensure availability of qualified professional supervision and resulting administrative costs.

Travel funds to make possible the transfer of participants to work assignments in other sections of the Nation.

We know no hospital, social agency, school, or other institution that has qualified professional supervisors with idle time. Since the objective is to provide more service under able supervision, the solution would be to provide funds to employ assistance—part time at least—to release the supervisor from some responsibilities, and thus make time available for guidance to service-program participants.

We recommend that, to the extent indicated by need, service corpsmen should be encouraged to take work assignments in other sections of the Nation, and communities should be encouraged to welcome participants from other sections. Such transfers will increase travel costs, but will have such obvious advantages as greater appeal to young people, broadened experience for corpsmen, and interchange of ideas and viewpoints between corpsmen and the host community.

OTHER SAFEGUARDS

Public interpretation should make very clear the fact that the national service program is neither a panacea nor a substitute for basic legislation, appropriations, and programs needed to ensure adequate welfare, health, and education services for people of the United States.

The national service program should be clearly dissociated from the proposed legislation to increase employment opportunities for youth. The service program will not be a solution to youth unemployment.

Public interpretation of the National Service Corps should make it clear that the corps is not designed as an instrument for the rehabilitation of its participants. Corpsmen cannot be recruited from the ranks of troubled or delinquent youth, nor will the corps generally be able to utilize the services of young people who are unemployed because they lack education.

The national service program should provide:

1. For the termination of a project and transfer of corpsmen, in any situation in which the agency or institution fails to meet its obligations (good quality work opportunities, professional supervision, etc.).

2. For the termination of a corpsman's services, the worker proves to be unwilling or incapable of doing work in accordance with best known standards.

Adopted by the Executive Committee of the National Social Welfare Assembly, January 15, 1963.

The National Social Welfare Assembly is the central national planning and coordinating agency for the social welfare field. Adoption of a position statement by the assembly shall not be construed as speaking for the affiliate organizations.

Prices—1 to 9, 15 cents each; 10 or more, 5 cents each plus postage.

Senator TOWER. The next witness is Miss Margaret Berry, National Federation of Settlement and Neighborhood Centers.

Senator JAVITS. Mr. Chairman, before Miss Berry testifies, may I welcome Miss Berry to the subcommittee and commend her to the Chair. And also to state that I am, myself, a product of a settlement, University Settlement on Eldridge and Irvington Streets in lower Manhattan, and can testify to the excellence of their work and considering the dedicated output of the settlement workers which Miss Berry will speak of before the subcommittee—the attention and the respect to which their recommendations are entitled.

STATEMENT OF MISS MARGARET BERRY, NATIONAL FEDERATION OF SETTLEMENT AND NEIGHBORHOOD CENTERS

Miss BERRY. Thank you.

Senator TOWER. Thank you for coming this morning, and we will now hear your testimony.

Miss BERRY. Thank you very much, Senator.

Before we begin, I should say University Settlement is the oldest settlement in the United States. We are very proud of this as our very first and proud of our Senator.

Senator JAVITS. Thank you.

Miss BERRY. My name is Margaret Berry, and I am the executive director of the National Federation of Settlements and Neighborhood Centers, 226 West 47th Street, New York 36, N.Y. Our federation is composed of 264 affiliates, which operate 356 neighborhood centers in 88 cities in 31 States and the District of Columbia.

I wish to speak in favor of the bill, as authorized by the annual meeting of the federation of May 18, 1963. We have a particular interest in S. 1321 both because our work is concentrated in deprived urban areas, and because as voluntary agencies we applaud this attempt to develop an additional concept of full-time voluntary service.

The plight of the millions of Americans who do not share in the general prosperity needs no further elaboration. In the slum areas of large and small cities we see compounded the problems of poverty, unemployment, discrimination, ill health, poor education and lack of job skills needed in an increasingly automated economy. Rural Americans continue to come into the cities, poorly prepared for the job market there, and bewildered by city life. Even those who have found some measure of adjustment to city life are torn from tenuous moorings as our inner cities are rebuilt, and thousands of families face relocation.

A city neighborhood is the living situation in which all the special problems appear, not neatly isolated, but compounded and aggravating each other. In one neighborhood we can find simultaneously a concentration of poor elderly people, minority group families—even including Indians from the reservation—struggling for acceptance and a livelihood, school dropouts, and physical and mental health problems. One neighborhood provides the whole cross section.

Can National Service Corpsmen perform useful tasks, and will their services be welcomed? I can give an unqualified "yes" to this question on behalf of settlement and neighborhood centers. When we asked our members, we received immediate responses from 56 agencies

located in 30 cities. They outlined specific projects that would require the services of 308 corpsmen. Agencies in New York City were polled separately by our city federation, the United Neighborhood Houses. Together these 38 agencies developed 13 projects, which could utilize 551 corpsmen.

Let me illustrate with one response from San Antonio. Here, an agency which serves a low-income Spanish-speaking area requested four corpsmen. One would be used to supervise the literacy program, manned by volunteers. The San Antonio Literacy Council is working on the total county program for the estimated 60,000 illiterate, but concentrated service is needed in this area. Another worker would develop the program for school dropouts. Two would carry out a comprehensive neighborhood health survey which the director of public health and the director of the new teaching hospital consider to be essential. For 10 years this neighborhood center has been the place where health resources and needs meet comfortably—through its medical, dental, well body, immunization, and cancer detection clinics. It provides the link between rural people, accustomed to folk medicine, and the public health and hospital resources, visiting nurses, and specialized health agencies. Now, to make most effective use of the new city hospital, the center needs skilled and sensitive manpower to carry out the comprehensive survey. This pilot survey would then be used to plan improved services for the whole city.

I think this illustration answers the question of whether the small number of corpsmen would be effective in the face of the enormous problems outlined. It seems to us that if the projects are carefully selected to provide a concentration of extra help in a strategic place and time, they can have great influence in spite of their small size.

You may be interested in the kind of help which our 56 responding agencies thought could be utilized immediately and effectively. These projects are really ready to go, under the guidance of people who are already known and accepted as good neighbors. The proposals fell into four main categories.

The first includes the variety of programs which help youth in trouble—specific work with delinquent or delinquency-prone youth. Settlements have many workers employed in this kind of "reaching out" to gangs or unaffiliated youth. Their efforts could be augmented by mature and dedicated corpsmen.

Also, as youth unemployment has become increasingly critical, we have developed all kinds of beginning efforts—cooperation with schools to augment instruction by remedial reading and tutoring, organizing parent groups, vocational clubs, part-time work projects, work with the employment service and public schools to stimulate apprenticeship and training projects.

A second set of projects were related to helping people improve their environment. In urban renewal areas it involved relocation of families, code enforcement, and other conservation and rehabilitation efforts. In others it included block organization for neighborhood improvement, neighborhood council formation, cooperative projects ranging from credit unions to the "Good Companions and Friendly Visitors" of Henry Street, 350 older people who act as interpreters, visitors to the sick and blind and lonely, and help in the neighborhood hospital. Helping others is often the most effective form of "self-help."

This leads to the third kind of project in which corpsmen could help—service to the aged who are concentrated in low-rent areas, often living in single rooms, in deprivation and utter isolation. Proposals include hot lunch programs, augmented by other neighborly services, helping the old to maintain contact with health and welfare resources.

Lastly come programs designed to help the dependent or multi-problem family to break out of the cycle of dependency and take steps to independent living. We are having success with the use of case aids, with homemaking and housekeeping demonstrations, and need to augment this service.

We can put corpsmen to work in our own cities in opportunities as real and dramatic as the Peace Corps finds overseas.

We do not believe that this new concept of full-time service will discourage the approximately 20 million volunteers who are the backbone of our voluntary agencies. The idea of citizens investing a year of their time in community service ought to dramatize and reinforce the concept of community service.

In fact, it seems to us that this is already part of the thinking of the American public. Just for example, I have the magazine here of the Chicago Chamber of Commerce in which an article is listed called "Chicago's Peace Corps, a Private Enterprise." It goes on to describe what volunteers are already doing in the settlement houses of Chicago. So it seems to us that the general public has already made this tie between the concept of the Service Corps and the whole idea of voluntary enterprise.

Our observation is that there is ready response to such an idea. The national federation has experimented in the past 2 years with four weekend conferences, designed to tell college students about neighborhood service; two have been held in Chicago, one in Nashville, and one in Cincinnati. Students from a radius of 200 miles have been notified; they have had to pay their own way, and two events were held in holiday time. Yet we have been able to accommodate only a small percentage of those who wanted to come. Two hundred applied for the first one held during Christmas vacation. We are convinced that many youths are idealistic, and are seeking opportunities. The Service Corps offers them a splendid way.

For many, this year of service might crystallize their vocational choices and lead them into service professions. In view of the shortage of full-time workers, to which the bill calls attention, we would like to see some provision for terminal scholarship funds for participants who wants to go on professionally to graduate schools of welfare, health, or education.

There is another point which we think should be considered. The success of the program will be determined—both for the community and the corpsmen—in the day-by-day work which is done. The corpsmen ought to have a satisfactory and educational opportunity in return for their gift of time and energy. Yet many of the agencies which might provide the most exciting tasks are so understaffed they cannot realistically release staff for supervision without dropping another part of their program. Therefore, we believe that the bill should allow for allocations to agencies where this is necessary to insure adequate on-the-job supervision.

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Our favorable response to the idea of the Corps has been partially based on our observation of the Peace Corps, including the selection process and the preparatory training which have resulted in what seems to be a splendidly equipped group. We are assuming that similar standards of selection and training will apply for the National Service Corps.

The selection of projects will be of great importance, and it seems essential that clear criteria for selection be developed. We think that the functions of the Advisory Council named in the bill are broad and general and we are in agreement with the contention of the National Social Welfare Assembly that the Advisory Council should "advise and consult with the administrator and staff of the national service program in the development of all standards and policies. Projects selected should be subject to the Council's approval." The qualified citizens, both volunteer and professional, from the fields of welfare, health, and education should be brought into direct and responsible relationship to the Corps at the operational level.

In the same connection, it seems essential that local communities be involved in the planning and that Corps projects be related to the local community services. Social planning councils are the instruments which have been created locally for setting priorities in service, and for examining relative community needs. These local planning instruments should be utilized by the Corps wherever possible.

In summary, there are many details of operation still to be worked out, details which will determine finally the soundness and usefulness of the Corps. The federation supports the general purpose of the bill and believes the Corps can be a very useful program.

Thank you very much for your time and attention.

Senator BURDICK. I am sorry, I only heard the last portion of your testimony so I will yield to Senator Tower.

Senator TOWER. I do not have any questions. I should just like again to thank you for taking the time and the effort to come and testify before this subcommittee this morning, Miss Berry. We appreciate your constructive suggestions. Thank you.

Miss BERRY. Thank you.

Senator BURDICK (presiding pro tempore). The subcommittee will be in recess until 2:15 this afternoon.

(Whereupon, at 11 a.m., the subcommittee recessed until 2:15 p.m. of the same day.)

AFTERNOON SESSION

The subcommittee reconvened in room 1318, New Senate Office Building, pursuant to recess at 2:15 p.m., Senator Burdick presiding.

Present: Senator Burdick (presiding).

Subcommittee staff members present: Harry Wilkinson, associate counsel; Woodruff Price, research assistant; George Denison, minority associate counsel; and Robert Locke, minority research assistant.

Senator BURDICK. The first witness will be William Truitt of the National Farmers Union.

STATEMENT OF WILLIAM TRUITT, NATIONAL FARMERS UNION

Mr. TRUITT. Mr. Chairman and members of this subcommittee, the Farmers Union is pleased indeed to appear before this distinguished

group in strong support of the bill now before you which would establish a National Service Corps.

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. However, for many Americans who have not been able to participate in such an expression of service, the paradox remains—a desire to serve but no clear path to meaningful volunteer commitment.

There is a need for these people's services. We know that America has the highest standard of living the world has ever known. No other nation has done more to give its people an opportunity to live in comfort and self-respect. We have much of which to be proud.

Yet we know that much remains to be done. In the midst of our prosperity, there are pockets of great need. There are millions of people who live outside the mainstream of American opportunity. These people need and deserve help.

We face no greater national challenge than to help these people help themselves. Our Nation has a long history of volunteer service. There exists today, as there always has, a great reservoir of goodwill—citizens who want to use their talents and energies to help others less fortunate than themselves.

We need to offer guidelines to give more people useful outlets for their desire to serve. The best way to offer significant opportunities for service in the United States is to organize a National Corps. Such a Corps would help direct the great potential of volunteers to areas of human need made critical by the lack of sufficient numbers of persons to provide human services.

Farmers, of course, are just as concerned as their urban neighbors about the critical social needs of their areas. Therefore, the Farmers Union agreed at our New York convention to support any legislation which would do the five following things:

(1) Give national visibility to the value of all volunteer efforts;

(2) On invitation, assist in supporting and enlarging local volunteer efforts;

(3) Provide technical assistance and clearinghouse information to those local communities seeking more effective volunteer programs;

(4) Provide additional manpower addressed to the Nation's most pressing problems; and

(5) Provide an opportunity for significant numbers of our citizens to better understand the need of our people and thereby stimulate the recruitment of persons choosing careers in the helping professions.

Rural areas have specific needs and one of the greatest of these is the need of the migratory worker.

Migratory workers are among our most neglected citizens. Our 500,000 domestic migratory workers and their 1,500,000 dependents have been excluded from virtually all the benefits enjoyed by most Americans. The children are generally retarded 2 to 5 years behind their nontransient counterparts. Established schools cannot cope with the migrant child's transient pattern. The adults are unaware of normal health and dietary standards. Communicable diseases threaten every community through which these migrants travel. Economic instability is the pattern; their average annual wage is $911. Due to the transient nature of their existence no one has assumed the

responsibility to provide the personnel to meet the problems of these migratory families.

Time does not permit the use of the vast statistics available on the need of the farming communities older citizens. Suffice it to say, Mr. Chairman, the average farmer in this land is now 54 years old and approaching his age of need.

Despite the vast increase in knowledge of mental health and mental retardation, it is estimated there are in the United States 5,400,000 retarded children and adults.

We have 777,000 institutionalized persons who are mentally diseased or defective. Our hospitals have been judged to have less than 50 percent of the nursing and social worker staff they need. As a recent study has strongly suggested that environmental conditions play the major part in producing mental health, community mental health programs must be greatly expanded. Since even the mentally retarded can lead productive lives if given continued personal warmth and understanding, the shortage of valued personal service in this field is a national scandal.

Among our 285,000 American Indians living on reservations, the continued dependency on the Federal Government, coupled with the minimal level of existence and high rate of communicable diseases indicates that despite Federal efforts much remains to be done in working with Indians to overcome their apathy and restore a sense of dignity long denied. Many Indians exist on a family income of less than $500 per year. The need is evident for professional service personnel to live among the Indian tribes in situations contributing to mutual understanding.

Jails, reformatories, and prisons throughout much of the Nation are filled with individuals desperately in need of basic education and training. Our jails alone hold 100,000 persons. In many of these institutions illiteracy and absence of skills remain dangerously high, not complying with the needs of today's labor market.

Volunteers can be of immense assistance in attacking the kinds of problems described above. To be effective these problems must be approached on a local basis; thus, the problem of recruiting volunteers is primarily a local one. However, the current supply is inadequate to the demand.

The role of the Federal Government in facing this issue must be one of example and technical assistance to local communities.

In closing, Mr. Chairman, we would like to comment that we have a great disparity in this country between social needs and their fulfillment, and because we feel that this bill can lessen this imbalance, we urge strongly that it be sent to the Senate at the earliest possible date.

Mr. Chairman and members of the subcommittee, I thank you.

Senator BURDICK. I thank you for a very fine statement.

Mr. TRUITT. Thank you, sir.

Senator BURDICK. The next witness is Mr. Dean Conrad. Before Mr. Conrad commences I would like to advise the members of the subcommittee that he comes from Bismarck, N. Dak. His parents were among my dearest friends, and because of that it is a pleasure for me to welcome him here today.

STATEMENT OF DEAN CONRAD, STUDENT RELIGIOUS LIBERALS

Mr. CONRAD. Thank you, Mr. Chairman.

Mr. Chairman, I am pleased to be able to be here this afternoon to testify before this subcommittee on behalf of Student Religious Liberals, the Unitarian Universalist College organization. Several students from our organization have participated in service programs sponsored by a branch of our parent body, the Universalist Service Committee. During the summer of 1961, I myself worked with a group of 11 other college students at a mental hospital in Hastings, Minn. After a rigorous 2-week orientation session we 12 students, representing both black and white races and several different denominations, took our place among the staff of the hospital. We were given access to the case histories of the patients with whom we had daily contact and were encouraged to study the past experiences of these patients.

Each student was assigned to several mildly regressive patients with whom he spent a major portion of his time during the summer. The objective here was to establish a patient-worker relationship which could be transferred to a permanent staff member after our departure. We worked in all departments of the hospital, but our main emphasis was on recreational and occupational therapy. Our presence in the hospital allowed the recreational department to expand its outdoor activities greatly during the summer months. Our financial compensation for a 46-hour week was far below what any of us could have earned elsewhere.

Our objective in undertaking this project was not financial gain but the deeper personal satisfaction that comes from helping people less fortunate than ourselves. It is this dedication to service which would be the backbone of the National Service Corps. For this reason Student Religious Liberals passed a resolution last February in favor of the formation of a National Service Corps. We feel such a corps would be consistent with the humanitarian concept of our faith.

This summer the Universalist Service Committee has more than 50 college students in four different mental hospitals in the United States. With one exception, the units are interracial. All are interdenominational. In only one instance is financial compensation given to students. All the others receive only free room and board for their work. In spite of this necessarily voluntary approach, the service committee has had no difficulty in finding applicants. Rather, the problem has been to find positions for all those who wish to volunteer. During the several years of this particular program 300 to 400 students have worked in more than a score of hospitals throughout the country. The majority of these have worked under the voluntary system. I think this personal financial sacrifice, so acute during the college years, speaks for itself. It is unfortunate that the service committee's organizational limitations do not permit greater participation in this program. Student Religious Liberals envisions the National Service Corps as an increased opportunity to those of us who are willing to serve. Our hopes are not limited to work in mental hospitals. We want to see the corps at work in education and housing, on Indian Reservations, and in migratory labor camps.

Another large area we expect the corps can participate in is job training and job placement for the high school dropout. We feel that the corps is needed to supplement, not replace, the type of service

programs engaged in by our parent organization and other citizen groups. Mindful of the great success the Peace Corps has had abroad, Student Religious Liberals believes that the National Service Corps can prove equally successful.

Thank you, Mr. Chairman.

Senator BURDICK. Mr. Conrad, your statement with reference to the service committee of your group is very interesting. You say there are more than 50 of these people who are now doing service work in various hospitals throughout the country?

Mr. CONRAD. The Universalist Service Committee this summer has more than 50 employees in four different hospitals in the continental United States and one in Honduras.

Senator BURDICK. Will you briefly describe the kind of work they do in these hospitals?

Mr. CONRAD. They do occupational therapy, taking the patients to the occupational therapy wards and helping them make things like ashtrays, and recreational activities, specifically recreational activities during the summertime when you are able to be outdoors and play baseball and participate in sports.

Senator BURDICK. In how many States is this activity now going on?

Mr. CONRAD. The four hospitals in the United States are located in Lexington, Ky., Hastings, Minn., Napa, Calif., and Takoma, Wash.

Senator BURDICK. Will you state briefly how this service is being received by the administrators of the hospitals?

Mr. CONRAD. The Hastings, Minn., hospital has had this program since its inception at its hospital. This is the one I am most familiar with, the one I worked in. They are eager each summer to have the service group come because they add vigor to the permanent staff, and they allow the permanent staff to take a longer more relaxed vacation during the summertime. So we are greeted with great enthusiasm at least in Hastings, Minn. The other three hospitals are new ones this year.

Senator BURDICK. I do not suppose that the student receives compensation?

Mr. CONRAD. The Hastings Hospital does have compensation. When I was there it was at the rate of $50 a week minus $35 every 2 weeks for room and board, which came out to about $130 a month. The other three hospitals in the United States have just free room and board and no financial compensation.

Senator BURDICK. Will you tell me if there is any difficulty in enlisting young men and women in this kind of work?

Mr. CONRAD. As I said in my statement, the difficulty is not in enlisting them; the problem is that we have too many who apply. The problem is selection rather than enlistment.

Senator BURDICK. You think this pattern which has been developed in this service committee of yours could be followed with the National Peace Corps?

Mr. CONRAD. I certainly think so.

Senator BURDICK. Mr. Conrad, you have given us some very interesting testimony. I am sure it will have great value when we get to the markup on this bill and when we consider it in its final form.

Thank you very much.

Mr. CONRAD. Thank you, Mr. Chairman.

Senator BURDICK. The next witness will be Dr. Walter Barton, medical director of the American Pyschiatric Association.

STATEMENT OF DR. WALTER BARTON, MEDICAL DIRECTOR, AMERICAN PSYCHIATRIC ASSOCIATION

Dr. BARTON. Mr. Chairman, it is a pleasure to appear on behalf of the American Psychiatric Association in support of the National Service Corps bill. The treatment and care of the mentally ill and mentally retarded is, as you know, the primary concern of our association. Shortage of professional manpower in our field is by far the greatest handicap to advancing standards of treatment and care. In recent years our hospital administrators have sought to mitigate the effects of this shortage by organizing volunteer service programs. Many of them have been outstandingly successful. There is no doubt in our mind that the establishment of a National Service Corps could multiply in geometric proportions the benefits to be derived from the further elaboration of such program.

I have submitted to your committee a psychiatric study and report in which our association solicited opinions of mental health authorities in public and private mental hospitals and some general hospitals throughout the country.

Senator BURDICK. Without objection, the document will be made a part of the record.

Dr. BARTON. Thank you, sir.

I shall only refer to one or two matters in this and speak extemporaneously from that point on.

About 85 percent of the administrators who replied were clearly in favor of establishing a National Service Corps and approximately 5 percent were opposed. We asked what they would use volunteers for; most of them indicated activity therapy of all types, social service, nursing, and general educational programs.

I think any psychiatric agency is given the degree of support that the public demands. The volunteers through their dedicated actions combat the rejection and indifference toward mentally ill. The close contact that a volunteer has with mental patients gives him first-hand knowledge of the needs and through his idealism and his dedication he forcibly interprets to the public the remedial action suggested.

I think one only has to look to the organization of parents for the retarded to see what vocal, visible community support can do in supplying necessities for the retarded. Unfortunately there has been no such organized voice for the mentally ill. They are without supporters and still have had much to combat in the way of rejection and indifference. We have also found that the quality of care of patients is improved under the prodding of volunteers. The values to the patients are very considerable. The friendship brought by someone who comes not because he is paid but because he cares and wants to come raises the self-confidence and the self-esteem of the person with whom the volunteer is forming a relationship.

Volunteers also make it possible to extend programs handicapped by shortages of staff and move patients away from just shelter to

activity that can in fact do something material for advancing the recovery of the patients. For many of my professional years I was the superintendent of a large public mental hospital and the student volunteers repeatedly demonstrated what can be accomplished just through this useful energy and enthusiasm. The frustrated professional sometimes steps over the problems as unsolvable. For example, one of my very distinguished patients had resided in a confined ward under lock and key for many years. Two young ladies from Jackson College, without permission from the nurses but with the consent of the doctor on the ward who gave them full authority to do what they wanted to do and to give close personal attention to the patient, took that patient out of doors. They also brought in a guitar that the patient had once played. And with the recreational activity in the open, out of doors, in the yard, and playing on the guitar, the disturbed behavior of the patient diminished. The attendants were at first very resentful of the intrustion of volunteers who could accomplish things that they could not accomplish. I might say that this case went on to a very favorable conclusion. Some of them do not go as far as this. This patient recovered enough to go home as a consequence of the direct interference of these two volunteers in what had been a custodial program.

Then there are also some values to the volunteers themselves. There is community approval for this type of activity. Students learn a great deal about human behavior when they see patients in operation. It gives life to what they have read in their books. Also to a person who is related to machines or factories or office work it gives a kind of personal cause and it is very gratifying to have someone dependent upon them.

A few of them have also been recruited into the health professions. With the shortages what they are, this has been a very decided advantage. In the Harvard-Radcliffe program a number of professionals we see coming through now have at one time or another been students in the volunteer program. There is certainly a great need for patients to have such help; the energy and example of dedicated idealists does much to promote improvement in the program. What is really very significant, I think, is that this brings the community into the hospital and gives the community some sense of responsibility. Retaining local supervision and direction, as the bill provides, brings the interest of the whole community into the hospital, a most welcome development.

Thank you very much.

Senator BURDICK. Thank you very much, Doctor.

The essence of your testimony is exceeded only by your modesty. I would like to call the attention of my colleagues on the committee to the fact that you have a very distinguished background. I find that you are medical director of the American Psychiatric Association, associate professor of psychiatry, Boston University College of Medicine since 1952, member of the board of the American Board of Psychiatry and Neurology, 1962, lecturer in psychiatry, Tufts University College of Medicine, 1960, past president of the APA, 1961–62, superintendent of the Boston State Hospital.

In education: B.S., M.D., University of Illinois. Training in psychiatry and neurology at the Worcester, Massachusetts State Hos-

pital. Clinical clerkship in neurology, National Hospital, Queens Square, London, England; and a diplomat of the American Board of Psychiatry and Neurology, 1937. That is an outstanding record, I would say.

Now, getting back to your testimony, I was very much interested in what you said about the two young girls who had taken a patient in charge who had just been under custodial care for a number of years, and had succeeded in relieving anxiety to the extent that the patient could go home. You also said that some of the career employees first resented the entry of these two students. Do you think that this resentment on the part of career employees will constitute any problem when you get a national program started?

Dr. BARTON. It will be a problem for a while because I think it is inevitable that people who have worked for a long time with patients feel that they know a great deal about how to manage them. These departures from the traditional method of managing are always difficult for the people to become reconciled to. However, with support of the volunteers by the physician and the professionals, which will always be there, I am certain these effects can be overcome. It points out the need also for good administrative support and supervision of the volunteers as well at the local level.

Senator BURDICK. In other words, even though this may cause a little friction to start with, it can be overcome?

Dr. BARTON. I think it can.

Senator BURDICK. Is it not also true that most of our State hospitals are very much understaffed?

Dr. BARTON. It is very true. They are most understaffed. One of the earlier statements here was a correct statement that about 50 percent of the requirements for nursing and social work staffs are presently being met. So there is a great unmet need for the assistance and management of the mentally ill.

Senator BURDICK. And there are a great number of patients who really are not getting enough attention at the present time?

Dr. BARTON. This is correct. Volunteers can do much to develop programs that short-handed staffs cannot produce.

Senator BURDICK. I think this would be of inestimable value to most institutions of this kind.

Dr. BARTON. We are convinced that it will be, sir.

Senator BURDICK. Turning to the document which was introduced, prepared by Dr. Hammersley and Dr. Hart, the question is stated: "Would this service in any way be disturbing to your community relationships including your volunteer program?"

One hundred thirty-three answered "would not disturb" and only four answered that it would disturb.

Dr. BARTON. That is correct.

Senator BURDICK. In short, then, this program would not create a problem?

Dr. BARTON. We do not think it will. We think it will be a decided advantage and it would advance the quality of programs available to our patients in institutions.

Senator BURDICK. Thank you very much, Doctor.

(Data submitted by Dr. Barton follow:)

PSYCHIATRIC Studies & Projects

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Opinions of Selected Mental Health Authorities Regarding the Usefulness of a National Service Corps.

Prepared by
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Professional Service Section
Mental Hospital Service

INTRODUCTION

On December 7, 1962, Dr. C. H. Hardin Branch, President of the American Psychiatric Association, sent to the top administrators of the 672 institutions and agencies which subscribe to the APA Mental Hospital Service an informal questionnaire soliciting their opinions on the matter of the proposed National Service Corps.

These organizations include virtually all public mental hospitals, many private mental hospitals, institutions for the mentally retarded, a number of psychiatric units in general hospitals, and various other agencies interested in the mental health field.

Responses were solicited for the general inquiry, "Would you like the idea of such a service corps?" In addition, the following seven questions were asked:

1) How many of these young adults could you use in your organization?

2) What would you use them for--teaching the mentally retarded, providing "companionship therapy," for instance? Or how?

3) What kind of preservice training do you think would be desirable to fit these people for assignment to your organization? (Four weeks' pretraining would be given by local and regional educational resources.)

4) What kind of inservice training and supervision could you provide for them?

5) What could you furnish them in the way of housing, food, and other necessities?

6) How could this service be fitted into your programs, especially your volunteer program? Would this service in any way be disturbing to your community relationships, including your volunteer program?

7) Do you think having these service corps workers would cause you to lose staff?

This report summarizes the responses. Part I presents the opinions expressed. Part II contains comments on general aspects of the proposed program. Part III consists of reports on experiences with, and concrete suggestions for use of, personnel (volunteers and students) similar to those who would presumably comprise the National Service Corps.

PART I

TABULATIONS OF OPINIONS EXPRESSED

The following opinions were expressed in response to the question about the desirability of a National Service Corps:

Opinion	Number of Replies
(A) Favorable	177
(B) Favorable but not needed	24
(C) Mixed feelings	12
(D) Questionnaire not applicable	11
(E) No need	2
(F) Opposed	11
TOTAL	237

Of the 237 replies, approximately 85 per cent (A and B) were clearly in favor, approximately 5 per cent (F) were clearly opposed.

A. Favorable

In response to the specific questions, this group submitted the information listed below.

1. HOW MANY OF THESE YOUNG ADULTS COULD YOU USE IN YOUR ORGANIZATION?

Could use	Number of replies
1-10	36
11-20	17
Over 20	61
Not specified*	63

(*Reasons for not specifying number included: a) would depend on caliber, previous experience, education, age, interest; b) would depend on needs of the hospital; c) would depend on housing available.)

Comments

State Hospital Superintendent: "Actually we could use 1000 if we could support them logistically."

Director, University Medical Center: "We would be very happy to participate...have had some experience with both conscientious objectors and WICHE students...in both instances (these people) have demonstrated ability to be of real service."

Medical Director, Dept. of Public Welfare: "The actual demand is so fantastically huge that it staggers the imagination.... Ultimately we could use several hundred."

State Hospital Superintendent: "We could accept as many corps members as we could get."

(There were many expressions of glowing satisfaction with young volunteers from the American Friends Service Committee and from various church-sponsored programs, as well as with college-student workers sponsored by WICHE and other organizations, and with conscientious objectors.)

2. WHAT WOULD YOU USE THEM FOR?

Service	Number of replies
Activity therapy	128
Social service	80
Nursing	61
Teaching	54
Laboratory and research	32
Clerical	30
Supportive services (Maintenance, etc.)	19
Depends on caliber of corpsmen and/or needs of hospital	20

Comments

State Hospital Superintendent: "With proper orientation there is almost no limit to the number of things persons such as these could do.... Despite rapid improvement in this hospital...there are still many patients who spend many long hours 'just sitting'."

Director, Mental Health Center: "No matter what they actually did, their very presence and interest, their fresh outlook and ordinary interpersonal relationships (with patients) would be beneficial."

Superintendent, State School: "In an institutional setting for the mentally retarded there is never enough help to give all the types of services needed...."

Director, Mental Health Service: "I can think of no agencies whose needs are greater than those serving in the field of mental illness.... The enthusiasm brought to such programs by young adults is therapeutic in itself.... Too often it is the cynicism grown out of long years' battle against major odds that prevents the development of alternative treatment techniques and approaches to the problems.... We've come to the conclusion that the person who makes the most immediate rapport (with the patient), the person who breaches the wall, whether it be of apathy, sullenness, or anger, is the therapist."

State Hospital Superintendent: "We have long found that the addition of young people brings a contagious atmosphere of enthusiasm to the entire hospital."

3. WHAT KIND OF PRESERVICE TRAINING DO YOU THINK WOULD BE DESIRABLE? (Proposed length of preservice training: 2 to 4 weeks.)

Should include:

1) Goals of care, training, and treatment.

2) Orientation to functions of the mental hospital.

3) Philosophy of treatment of hospitalized psychiatric patients, including orientation to the nature of mental illness and mental retardation, with an outline of the resulting social problems and their relationship to mental health.

4) Emphasis on the importance of interpersonal relationships, especially a large amount of personal contact with patients.

5) Information on modern treatment methods, pointing out areas in which work is being done and areas in which work still needs to be done.

6) The interdependence of hospital and community, and the part the community plays in the mental health picture.

Comments

Superintendent, State Hospital: "Of more importance than the actual training would be the picking of individuals who are tolerant, empathetic, and flexible."

Superintendent: "Where 12 months' service is proposed, we feel that four weeks of pretraining is probably too long, that pretraining anywhere but on the site is superfluous, and that the same amount of time could be better spent in supervision concurrent with patient activities.... Strenuous efforts (should) be made to develop a good set of criteria for screening applicants."

State School Superintendent: "We feel we are uniquely equipped and qualified...for training, research, and service functions...to participate in the pretraining of corpsmen on a regional basis.... Could easily train groups of 20 to 50.... Would retain 5 or 10 of these individuals at our own facility who would remain with us for the full year or two.... These individuals would, in turn, participate in the pretraining of others...."

(Medical centers and well-staffed private hospitals who have no direct need for corps people but are anxious to participate in the program expressed similar willingness to act as training centers.)

4. WHAT KIND OF INSERVICE TRAINING AND SUPERVISION COULD YOU PROVIDE?

Consensus

1) Length of inservice training: from 4 to 8 weeks.

2) This training could best be done by the full-time personnel of the various services, in the facilities where the corps people would function. With few exceptions, all agencies have established programs for new employees and volunteers which could provide the necessary training and supervision.

3) Corps people should be regarded as staff and NOT as volunteers.

Comments

"If one wanted to get into state hospital work, he could do it directly without joining the National Service Corps. There would have to be incentive and some training, with a view to a future assignment and a staff development or in-service development while in the state hospital which would be geared to some usefulness later on."

"We would see implementation through a full-time, paid coordinator located within the hospital, probably federally financed. This coordinator would be responsible for setting up initial orientation programs for the corps workers and then to coordinate more intensive inservice training handled by the various full-time hospital division and department heads."

5. WHAT COULD YOU FURNISH IN WAY OF HOUSING, FOOD, OR OTHER NECESSITIES?

Item	Could furnish	Could not furnish	Don't know
Housing	69	50	22
Food	105	13	14
Other necessities (for example, laundry, medical treatment, small stipend)	40	11	6

Many of the "Could Nots" and "Don't Knows" were submitted by VA hospitals, state institutions, and community mental health agencies, where such arrangements would have to be made through a central authority or community resource, although several judged such authorization could probably be arranged.

Comment

Superintendent, State School: "Because of their unselfish devotion, members of the National Service Corps might be willing to live in with our patients, thus becoming parent substitutes and true members of the living community."

6. WOULD THIS SERVICE IN ANY WAY BE DISTURBING TO YOUR COMMUNITY RELATIONSHIPS, INCLUDING YOUR VOLUNTEER PROGRAM?

Would not disturb	133
Would disturb	4*

(*Two of these are Southern agencies which felt would be some disturbance if Negro corpsmen should be assigned, as they could not be used to work with white patients.)

Comments

State Hospital Superintendent: "Our experience leads us to anticipate that the most important problem in developing such a program may center about the reluctance of some staff members to use volunteers, feeling that they consume more time than they contribute. Full-time volunteer service would tend to weaken such arguments. We have found, however, that once the assignments are established and the roles become more familiar, this reluctance disappears quite rapidly."

Director of Administration: "...it would greatly improve and increase community participation in the hospital's program, thus resulting in the creation of a truer image of mental illness and retardation in the minds of the general public."

Director, State Department of Mental Health: "The corpsmen should be administratively under the direction of the administrative staff of the institution where they are assigned and should work as regular employees do. They shouldn't be 'special' people.... If these matters aren't handled properly the whole program could be a colossal mistake in mental institutions. They shouldn't just be volunteers, either. Most communities can supply adequate numbers of these. They should essentially be responsible employees. As such they should be supervised by department heads and supervisors in the same way as regular employees, with perhaps educational personnel giving them additional attention."

7. DO YOU THINK HAVING THESE SERVICE CORPS WORKERS WOULD CAUSE YOU TO LOSE STAFF?

Would not lose staff	127
Would lose staff	2

Consensus

Although there was a consensus that there would be no loss of staff among those who would welcome the program, there are some who feel it might be necessary to provide a training program for their staffs, to deal with staff resistance, but that once staff are convinced of the usefulness of the corpsmen, this resistance will disappear.

Comments

State Commissioner: "I suspect that if this became a recruiting device, as I envision it, it would tend to make us keep staff rather than to lose staff, because our staff would recognize that they were getting additional qualified help, thus making their own tasks easier."

Superintendents: "...safeguards could be built into the grant so that misuse, or abuse of the funds, or how the people be employed, could be avoided. That is, these people should be working with patients. They should never be used to substitute for people already employed but as an additional resource."

"Would not lose staff particularly if the federal government were to put same restrictions on the use of the National Service Corps as it has placed on the use of government surplus food, that is, it must not be used in lieu of, but in addition to, existing resources."

"...would provide stimulation to both the patients and the staff because of their youth, dedication, and enthusiasm."

B. In Favor of the Program but Additional Personnel Not Needed

Agency	Number of replies
VA hospitals	8
Private hospitals	7
State hospitals	3
University hospitals	2
Research institute	1
Mental health clinic	1
Rehabilitation clinic	1
General hospital psychiatric unit	1
TOTAL	24

C. Expressed Mixed Feelings About Program

Agency	Number of replies
VA hospitals	7
State hospitals	2
State health centers	2
State research institute	1
Private hospital	1
University medical center	1
TOTAL	14

Consensus

1) There is no shortage of untrained people; hospitals need more funds for salaries for trained workers.

2) Plans about the National Service Corps are too indefinite for respondents to make judgment.

Comments

"Might be generally useful as a device for enhancing the value society places on careers within state mental hospital systems...but would not solve the basic problems behind understaffing."

"...the point has been missed entirely in the concept of the National Service Corps.... It is the dearth of trained, not untrained, personnel from which we suffer.... (However), I wish to offer my commendations to you and the planning committee for beginning an implementation of something that is most definitely an urgent need and a worthwhile undertaking."

"...must admit that I have mixed feelings concerning this project. I am completely sold on the necessity of volunteer workers, not only in hospitals and other service organizations but particularly in dealing with the mentally ill. However, I am somewhat reluctant to recommend that this be handled on a national scale."

D. Questionnaire Not Applicable

Included in the poll were a total of 11 federal, state, and national professional organizations, for example, American Hospital Association, National Association for Mental Health, who recommended the feasibility of the National Service Corps program, but who, because of their organizational structure, could not reply directly to the questions asked.

E. No Need

Two of the responses briefly stated: "No need."

F. Completely Opposed

Agency	Number of replies
State hospitals	6
Mental health centers	2
VA hospital	1
State commissioner	1
Private hospital	1
TOTAL	11

PART II

COMMENTS ON GENERAL ASPECTS OF THE PROGRAM

Administration

1) Most replies pointed out that administration and supervision of the program should be on a local level with broad over-all policy being set by the federal government, with possibly state or regional assisting bodies in between.

2) Guidelines could be obtained from the program developed during World War II for using conscientious objectors as psychiatric attendants in state hospitals, and also from the experience of the American Friends Service Committee.

Additional Advantages of a National Service Corps

In addition to stating that the manpower shortage would be relieved, thus providing a higher grade of service to the mentally ill, the replies indicated the following:

1) The National Service Corps would familiarize young people with the mental health professions and motivate some toward careers in the mental health field.

2) It would free professionals from routine duties so that they could do other work of special interest and benefit.

3) It would provide widespread public understanding of the entire field, leading to improved community relations.

4) It would improve the morale of both patients and employees.

Further Proposals To Be Considered In Conjunction with the Program

1) "The majority of the psychiatric residencies today train men in university settings and do not give them experience in our public institutions.... If we continue to expose young psychiatrists only to private practice, they do not see the greatest needs, possibilities, and satisfactions that can await them in the field of public service.... I feel that a proposal similar to a National Service Corps should be adopted for physicians; and the means to implement it should be a requirement by the American Board of Psychiatry and Neurology that these young psychiatrists spend two years' experience in a public facility at the completion of their three years' required residency training."

2) Broaden scope of the program to include retired, older individuals (school teachers, executives, administrators, physicians) who are being retired somewhat short of their potential and are willing to give service.

3) "It might be worthwhile thinking through the desirability for at least some of these candidates (corpsmen) having available an academic affiliation, which might be arranged with a local university, where at least some preliminary academic credits might be offered for beginning studies in the behavioral sciences. In this way we might begin to capture some of these people for future work in social service, clinical psychology, etc."

Primary Objections Raised

1) Volunteer programs are well established and there is no shortage of volunteers; respondents are therefore opposed to spending tax funds for such unneeded transitory personnel. The result would be to harm existing volunteer programs.

2) Paid staff would be hostile to "outsiders who are unappreciative of devoted efforts of full-time personnel."

3) Respondents oppose extension of "federal bureaucratic control."

4) The need is for well-trained professional personnel. Respondents see this program as a compromise which would be detrimental to the basic need.

5) Respondents question the caliber of those who would be recruited.

Comments

Medical Superintendent, State Hospital: "We need highly trained professional people...and cannot settle for less."

Director of Volunteers, VA Hospital: "The strength of any community or society can be measured in terms of its voluntary participation, and to give (corps people) remuneration seems to me to destroy the very essence of the basic philosophy for 'service to others'.... Why not make funds available for the training of young people for careers in this type of work or provide funds for the employment of qualified staff volunteer directors?"

State Hospital Superintendent: "We need stable, intelligent, warm personalities who are trained in the field of mental health.... People who meet these requirements are generally working. Only those who are lacking some of those basic qualities are likely to apply for the National Service Corps."

Dangers To Be Anticipated

1) Reductions of budgets for personnel:

"To supply such personnel (corps people) on a matching state and federal basis would be a precarious course of action which might adversely affect state and local support in normal appropriations."

"I know of no safeguard against the legislature's subtracting the number of service corps people from the authorized table of organization...by sovereignty the legislature is not bound by the ordinary rules of logic or morality and this seems the weakest link in the proposal." "Would not the state budget bureau and similar agencies be inclined to delete some of our future budgetary requests for personnel by simply saying: 'You get the National Service Corps to do this work'? Nevertheless, I do definitely feel that the many advantages...would outweigh the minor problems we might be confronted with."

2) Threat of federal control:

"I am willing to use assistance from any source if it will aid in getting the job done. However, I am also reluctant to see the inevitable trend toward big, benevolent federal government doing everything for everyone."

3) There is need to clarify the situation with labor unions.

4) The plan must be carefully worked out with commissioners and advisory boards at state levels.

5) The needs of the nonprofit, private mental hospitals might be overlooked. Since the Corps would be sponsored by the government, the tendency might be to assign members only to hospitals controlled by the federal or state government.

6) "We would need some assurance that we were not getting hysterical or paranoid people. Sometimes any individual fired with enthusiasm sees himself embarking on a noble crusade and functions as a kind of amateur chaplain."

7) In our long-range planning we must face the fact that if the National Service Corps program is ever abolished, we must still retain full staff strength in order to maintain a high standard of medical aid.

PART III

CONCRETE SUGGESTIONS FOR AND EXPERIENCES IN THE USE OF COMPARABLE PERSONNEL

American Friends Service Committee, Inc. Institutional Service Units Program (1961-1962)

The Institutional Service Units program of the American Friends Service Committee had its beginning during World War II. During these war years state mental hospitals suffered from acute personnel shortages. During the postwar years state mental hospitals made tremendous strides in raising the standards of care for the mentally ill. Hundreds of college students working with AFSC's institutional service units spent their summers as attendants on hospital wards. Through the day-to-day attentions to patients' physical needs they were able to demonstrate the plus quality that could be added by the friendly word and personal interest in the patient as a person.

With higher standards of care came the advent of the new drugs which created a climate in which many more opportunities were available for therapeutic treatment and experimentation. Special programs were developed to accelerate the rehabilitation process, to reach the withdrawn patient, and to create a more socially normal atmosphere within the hospital. These experimental programs, without budget or staff, depend heavily on the extra services made possible by the well-motivated college volunteer during the summer.

SCOPE OF PROGRAM

The program during this past year has included summer service units in nine institutions caring for the metanlly ill, the mentally retarded, the emotionally disturbed, and the juvenile offender. Weekend service units during the year worked in institutions for the mentally ill and retarded.

In the summer of 1962, 89 young people participated in seven ten-week projects and two three-week projects. They were selected from 322 applicants. Participants came from 28 states and three foreign countries and represented 62 colleges.

Interest in this program continues strong among college students. This past year we received more than three applications for each available place. Interest indicates that we should make every possible effort to expand the program.

In the weekend program approximately 97 projects were held at 15 institutions, with approximately 1150 volunteers participating. Volunteers in this program came largely from colleges and universities in close proximity to the institutions.

SUMMER PROGRAM

Mentally Ill

Last summer volunteer projects in state mental hospitals all consisted of special assignments of experimental nature. For the first time since the program began we had no salaried participants in our mental hospital projects. Thus the program might be said to have reached the culmination of a trend in recent years away from custodial work on the wards to more treatment-centered activities.

Central State Hospital, Lakeland, Kentucky. This progressive, open-ward hospital, near Louisville, was host to its fourth summer project in a series of experimental programs for rehabilitation of its patients. Last summer a group of ten worked with 50 chronically ill patients, using remotivation therapy and other techniques as ways of creating a relationship with the patient conducive to his recovery. As "friends" of the patients, unit members accompanied patients to their work assignments, played games with them, attended hospital social and recreational functions with them, and accompanied them on occasional outings away from the hospital.

Ypsilanti State Hospital, Ypsilanti, Michigan. Also hosting its fourth summer project was the Ypsilanti State Hospital. A group of 13 was assigned to two chronic wards to help with routine ward duties, direct remotivation therapy sessions, and just be "friends" with the patients. Near the close of the project the group reported:

"We saw a favorable change of attitude by the patients in their response toward us. Many of them are seeking as opposed to passively accepting or even resisting our companionship."

Perhaps the most significant accomplishment was the way in which the unit convinced the supervisor on one ward as to what could be accomplished by a group of volunteers over a period of weeks. Disinterested and skeptical in the beginning, he was generous in his praise of the program at the end, and even consulted unit members as to ways in which the physical appearance of the ward could be improved.

Metropolitan State Hospital, Norwalk, California. The summer project at Metropolitan grew out of several years' experience with AFSC weekend units at this hospital. Working under the supervision of the department of rehabilitation services, a group of ten was given work assignments in the activities therapies (music, occupational, and recreational). Project members were also able to observe and have some experience with programs in psychotherapy, including role playing, psychodrama and group therapy.

Manhattan State Hospital, New York, New York. This three-week early summer project consisted of ten participants whose services were divided among the music, occupational and recreational therapy departments. In commenting upon her experience, one participant wrote:

"In my department (music) I was given some responsibility, but the most important thing was the contact with the patients and the winning of their confidence and friendship. The most important thing for me was the realization that there really is some kind of work that requires everything from a person--one's love, patience, sympathy, undivided attention, and dedication."

Embreeville State Hospital, Embreeville, Pennsylvania. This three-week late summer project consisted of seven participants who worked in recreation, occupational therapy and nursing services. Despite the brevity of the project, hospital staff attest to the quality of the contribution made by the volunteer who approaches patients with a friendly spirit and an eagerness to help.

Mentally Retarded

Two state institutions for the mentally retarded provided the locations for two projects last summer. Participants worked as regular salaried employees of the institutions with special responsibility for summer recreation programs and vacation time help on the wards.

Fairview Home for the Retarded, Salem, Oregon. This project began with the ten participants assisting the recreation department with a two-week camping program in which eighty of the home's residents participated. One member of the project described the enthusiastic participation as follows:

"I will remember the many wrists that were thrust out eagerly so I could read the names on the wrist bands and the beaming faces as I repeated each name giving each one some bit of recognition for the moment. I will remember, too, the many times I was called 'Mommy' by women at least twice my age, the young girl who so proudly introduced me to everyone as her sister because our last names were similar, and the ones who would reach out just to touch."

This camping program, believed to be unique among institutions of its kind, relies heavily on the assistance of the summer recreation staff provided through AFSC projects.

For some participants the high point of the summer was a wheel chair camp of one week for twenty of the home's residents. Their description of the experience reveals how successful it was.

"The camping site is an old ranch house that has a beautiful circular fireplace. The ranch is surrounded by trees, which enhanced the beauty of the place. It was really a pleasing experience to see the beaming faces of the patients as we wheeled them through the woods. We were filled with mixed emotions when the time came to depart, because many of the patients could not speak very well but they tried to tell us how much they appreciated what we had done for them."

Pineland Hospital and Training Center, Pownal, Maine. Twelve members of this project worked as aides on the hospital wards and in special activities under the direction of the recreation department.

Work assignments involved participants in working with patients of various levels of retardation and mental illness. These included educable men and women, trainable men and women, dependent men and women, and patients in the children's psychiatric hospital. Early in the summer the group reported its first reactions to working with the retarded.

"After a week we have recovered from the initial shock of seeing exactly what the retarded are like. Even those of us who are working with custodial patients have become pretty much accustomed to our work and like our patients. We feel we will be ready to assume the full responsibilities of the psychiatric aide when our two-week orientation period has elapsed."

In the latter part of the summer, project members participated in an experiment of taking several of the Pineland residents on an overnight camping trip. This was felt to be a highly significant undertaking since nothing of the kind had been attempted before at this institution.

Emotionally Disturbed

Hathaway Home for Children, Los Angeles, California. Hathaway Home is a residential treatment center for 32 emotionally disturbed children. Seven participants in this project enabled the home to substantially expand its summer recreational program for the children.

Staff and children at the home were divided into teams consisting of eight children, a psychiatrist, case worker, house parents, and recreation staff. As recreation staff, the AFSC participants each had a team assignment. They had responsibility for planning and directing the children's play periods during the forenoon hours. The afternoon program usually included swimming in the home's new pool, arts and crafts, or roller skating.

An integral part of the summer recreation program was the camping trips. Each team of children had a six-day and a three-day camping experience. Project members served as counselors during these camping periods. One camping trip was described as follows:

"The trips gave us all the opportunity to view the children in situations away from the home. We were on duty 24 hours a day and were responsible for the health and safety of the children during that time. As recreation staff, we accompanied the children on various side trips around the camp site. Needless to say, the trips were as enjoyable for us as they were for the kids."

WEEKEND PROGRAM

During the academic year, weekend units are sponsored by our regional offices across the country. Unit members volunteer their service over a weekend to a mental hospital or institution for the retarded. Usually these projects begin Friday evening and conclude Sunday afternoon. Most of the time is spent in activities with patients, including games, conversation, letterwriting, and feeding bedridden patients. Each group has about ten participants recruited from nearby colleges.

In 1961-62 projects were held at 15 institutions.

A few excerpts from project reports give a picture of what took place in some of the institutions.

"The first part of the time on the senile women's ward was spent in general visiting. The women were very pleased with the manicures given them, and also enjoyed the attention of the men in the group. The group gathered gradually in an adjacent living room and without a piano sang for almost an hour and a half. The cookies and juice gave a party atmosphere. The women stood at the upstairs windows and waved as the group left. This session undoubtedly brought the most emotional satisfaction to the participants."

"We divided into two groups who would be working together in the cottages. Our group planned to work together as a team in playing games and singing. Goal was to encourage participation from the patients as much as possible. We found simple charades, such as rowing a boat and riding a horse, very effective with the patients. Many copied the motions without fully appearing to understand the activity. However, after we had suggested only a couple, we were able to ask the patients individually to suggest ideas."

At another hospital the patients addressed the following letter to the volunteers who had given them a Saturday night party:

"We the patients of Ward ---- wish to thank you for sending such a lovely group of young people to entertain us. They were charming, gay, and tactful, and succeeded in dissipating temporarily the gloom of mental hospitals. None of us wants to grow old here. Therefore, we hope they will be able to come again soon."

Many are the expressions of enthusiasm and appreciation from the volunteers for the experience gained in working with the mentally ill and the mentally retarded. The following comments of a project leader summarize the student reactions:

"The participants were enthusiastic about the day's experience, having found more acceptance on the part of the patients than they had anticipated. Most felt that they had learned more in a very real and personal sense in this one day's work than they could from ten textbooks. All agreed with the hospital staff that our role as 'ambassadors of good will,' begun on the wards, should continue on the campus and in the community."

(Signed) Wilton E. Hartzler, Director
U.S. Projects
American Friends Service Committee
160 North 15th Street
Philadelphia 2, Pa.

The Hogg Foundation for Mental Health

I am most enthusiastic about the National Service Corps idea. We made a grant last summer to the Mental Health Association in Houston for the purpose of placing in employment a number of high school and college students in various mental health facilities. This worked out so well that I am convinced it could be done on a large scale.

"Companionship therapy" is obviously possible in schools for mentally retarded and in mental hospitals. Companionship therapy in nursing homes and other institutions for aging persons is a limitless field of service.

While our Foundation is not an operating agency, we would be glad to cooperate with any community or any institution as it tries the service patterns on a pilot basis. Please let us know if we can help. I appreciate the leadership you are giving to this program.

(Signed) Robert L. Sutherland
The Hogg Foundation for
Mental Health
The University of Texas
Austin 12, Texas

State of Indiana Department of Mental Health

As I have communicated with more people regarding the proposal, I find more expressions of approval and sincere enthusiasm. The following are excerpts from suggestions of a number of staff members:

COORDINATOR OF VOLUNTEER SERVICES

The following are some ideas and projects which would be desirable to develop with more help. Some of these are ongoing programs in our institutions, but other hospitals and schools need assistance.

Staff Acceptance. Development of staff advisory committee.

Work on more training for individually assigned volunteers, both from the Director of Volunteers and the using service; continued opportunities for volunteers to keep informed of mental health plans and programs.

Spend more time in development of Volunteer Advisory Council, in hospital and school areas and on state level.

Develop monthly newsletter for directors as an aid in keeping them informed of current literature, new films, and materials useful for speeches.

Explore more completely volunteer programs for teenage, college-age, and oldsters.

Along with development of Volunteer Advisory Council, study resources available in each hospital community working with Division of Community Services, Mental Health Association, Association for Retarded. Work toward assisting and helping county homes and nursing homes establish volunteer programs.

DIRECTOR OF COMMUNITY SERVICES

The following are some ideas regarding possible uses of corps volunteers in a community mental health program. These comments relate to program possibilities. As I mentioned previously, these workers could be assigned in a hospital with room and board, to receive orientation and training. The supervision and continued in-service training could be developed by the professional staff of the hospital, central office, and community agency.

Use in Special Projects

1) In Central Office - Such volunteers might be used in special projects such as surveying the waiting list, making a basic epidemiology study and a variety of statistical studies regarding patient care, etc., in the communities.

2) Field Studies - Several of the community clinics are involved in small pilot projects which we are supporting. Such a volunteer might be an effective agent in working with professional staff in some of the pilot projects. Specific example: the project on Aftercare at Vigo Clinic which started in January 1963; the person responsible could use additional supervised field staff in developing an aftercare program, evaluating problems and procedures of such a program.

Community Psychiatric Clinics - As clinics are slowly expanding services to a broader community function, such volunteers might be utilized at these programs. Particularly if clinics could be encouraged to offer at least a modified day-care program (specifically such things as a recreational and occupational therapy program) volunteers could well be assigned to clinic staffs to participate in this type of function.

Regional Mental Retardation Program and Aftercare Program - For our proposed program of regional aftercare, social workers, community mental health consultants, and volunteers might be assigned in such regions or areas in the state and work under the supervision of the regional area consultants.

Comprehensive Program Planning - It occurs to me that if we do comprehensive program planning we will need considerable help in terms of gathering data, analyzing it, and in some of the more mechanical aspects which could be handled by a supervised corps volunteer.

Functions in Central Office - There are some activities in terms of administration and planning of the community

mental health programs that could perhaps be handled by such a volunteer. I am referring to those administrative tasks which do not necessarily need to be done by a professional person, but which require judgments and certain skills that are somewhat above that of a clerical person.

Community Services for Retarded - I think such people could be utilized in a community program that might be developed for the mentally retarded. If the proposed legislation and appropriation is available to actually make grants-in-aid to community services for the retarded, one of the problems will be, of course, to establish standards to insure some basic standards of service in these various community facilities for the retarded. It is obvious that in implementing a new program we will immediately be hit with a real shortage of personnel in the community. It seems to me that such corps volunteers could function particularly well in such kinds of services for the mentally retarded as sheltered workshops, activity centers, group daycare centers, recreational projects, nursery schools, and to some extent, in programs aiding families in home care and training of the retarded.

PSYCHIATRIC SOCIAL SERVICE DIRECTOR

In some of our social work departments, half of the workers are untrained. Our experience with this group accounts for my belief that we can utilize corps persons with comparable background. This is not to say that we are at all pleased with this proportion of untrained workers; but we have found that a goodly number utilize their experience in our hospitals as a means of determining their interest in the mental health field, and quite a few go on to obtain graduate training in social work. In general, the untrained workers are assigned the same social work activities in the various areas of social work, but understandably, require a great deal of supervision.

PSYCHIATRIC NURSING DIRECTOR

In trying to visualize an area in nursing where these volunteers could be utilized, and also where they would become more aware of the total patient picture in hospitals, I would like to present the idea of using them as ward clerks. These individuals function in areas to relieve regular ward personnel of clerical jobs such as answering the telephone, relaying messages, checking inventories, ordering supplies, writing out the innumerable patient lists which originate at the ward, labeling, etc. This would teach the corps members about mentally ill people without throwing them into actual nursing care.

However, in addition to ward-clerk duties, they could be given in-service classes in remotivation, interpersonal relationships, etc., and could gradually be worked into a closer contact with patients, which should stimulate interest in and concern for the entire scope of mental health. Remotivation should be ideal as a means of teaching them satisfaction in patient care because here they can see patients' response to them as individuals.

Many other topics, such as communicating with patients, different approaches to patients, etc., could be taught them in a group with other corps members, and with students and volunteers.

CONSULTANT IN CLINICAL PSYCHOLOGY

Opportunities for the development of the volunteer and for his contribution to research and psychological services could be found in the following two areas:

Research - Recent college graduates are very much in need of a systematic orientation to scientific method and the acquisition of basic research skills. Some of the skills which the volunteer would acquire include: a. The ability to conduct a thorough literature search in prescribed areas and to make accurate notations of pertinent materials; b. In certain cases, the ability to administer research instruments in a systematic manner; c. The ability to score and transfer data preparatory to data analysis; d. The ability to perform elementary computations on the calculator.

With this arrangement, time would be released for the staff psychologist to design, supervise, conduct, and evaluate the investigations. The availability of research assistance often serves to stimulate thinking about the production of research and facilitates the development of an investigatory attitude throughout the hospital.

Psychological Assessment - College graduates, particularly those with the BA degree in psychology, could be trained to administer and score a variety of objective assessment instruments. Volunteers with a major in areas other than psychology also could be trained in these skills.

The patients and hospitals would benefit in that the problems of more patients would be assessed. More of the staff psychologist's time would be released for intensive diagnostic study of some patients. Also the released time would permit the psychologist to function as a behavioral science consultant to the various departments of the hospital on problems of diagnosis, treatment, rehabilitation, and research.

DIRECTOR OF ACTIVITY THERAPY

The treatment modality of activity therapy, often referred to as rehabilitation services or patient activities, appears to be ideally suited for the effective utilization of corps volunteers. Activity therapy as practiced in most mental hospitals includes recreational therapy, occupational therapy, music therapy, vocational and industrial therapy, and in many instances the over-all direction of volunteer services.

Activity therapy has two primary goals. The first is to provide opportunities for patients to continue to meet basic needs through work and recreation as required for normal living. The second goal is to rehabilitate through work and recreation by providing opportunities for the development of new skills and improved behavior patterns to help in remaining mentally and physically well after discharge. The goal is community oriented and often community based through the utilization of community resources for work and recreation. Volunteers, if properly selected, could serve effectively in helping to meet the goal of providing normal work and recreation opportunities, and in helping particularly during the critical period of trial on convalescent leave when the patient will reside in the community or spend a considerable amount of his time in the community. Community personnel, particularly in recreation, continuously express their interest in providing opportunities for the mentally ill or mentally retarded to participate with normal people. Their need is for additional personnel with some basic understanding of the special needs of handicapped people. With experience in institutional settings, school corps volunteers could provide this additional service for community-based activities.

For the areas of recreation and music therapy, selection of volunteers should not be too difficult. Most intelligent youngsters have developed a variety of hobby interests; many play musical instruments, participate in sports activities, the dance, and other social activities. Those expressing a real interest to utilize these hobby interests would be excellent candidates for activity therapy service. Many of the applicants will either have the academic preparation or personal experience in vocational pursuits, such as automobile mechanics, carpentry, printing, and the like. These skills, under supervision, would be very useful in work with vocational and industrial therapy programs.

(Signed) S. T. Ginsberg, M.D.
Mental Health Commissioner
State of Indiana
1315 West 10th St.
Indianapolis 7, Ind.

Western State Hospital, Washington

A unit of corpsmen would be desirable and feasible at Western State Hospital and the Mental Health Research Institute. This feeling is based on the success, during the past three summers, of the summer work-study program that was sponsored jointly by the Washington State Department of Institutions, the Western Interstate Commission for Higher Education, The University of Washington, and The University of Oregon. A total of twenty college students have participated in these ten-week programs.

Although the primary objectives of these programs were to give the students an insight into institutional work and to stimulate their interest in a professional career in one of the mental health professions, the students proved to be extremely helpful in their service assignments. Assignments were made in the nursing, social service, psychology and activity therapies departments at the hospital, and at the Mental Health Research Institute.

Students participated both in care and therapy and in research activities, had frequent in-service training sessions, and were closely supervised by a staff person in the department to which they were assigned. The program coordinator, a local staff person, was responsible for the students' initial orientation to the hospital, arranging their work assignments and planning the ongoing in-service training sessions. Staff members from all levels of employment participated in the work-study program. The students received a $580 training stipend and 6 hours' credit from the sponsoring university. Food and housing were available to the students on the hospital campus.

Because we found this experience with students rewarding and profitable, we have tentative plans to use a unit of 10 to 15 students sponsored by the American Friends Service Committee and a unit of about eight students sponsored by the Unitarian-Universalist World Service, for a ten-week period this summer. The primary purpose of these two units will be to serve patients; however, these students will participate in educating and training sessions planned for the work-study program. We will provide room and board to these people but will not pay them a salary or stipend. National Service Corps workers could be used to assist regular staff personnel and to help in expanding existing services, especially in our nursing, social work, research, and activity therapies areas. There also is the possibility of service corps workers participating with the local mental health association to establish and to staff a half-way house or a social center for patients who have returned to the community.

If it would be feasible to plan a unit of service corps workers somewhat like the existing work-study and service programs, we can expect that the services rendered to patients would be extremely valuable, the service corps workers' knowledge of mental illness would be greatly increased, and the value of such a program in regard to increasing public understanding of the treatment of mental illness would be immeasurable.

(Signed) F. E. Shovlain, M.D.
Superintendent, Western
State Hospital
Fort Steilacoom, Washington

Gracie Square Hospital, New York, N.Y.

At our hospital we have an arrangement with Antioch College whereby they furnish five or six students interested in social problems, who are with us for four months. This is in keeping with the curriculum of the college - practical work alternating with academic studies. We incorporate them into our regular hospital work program with a rotation through the various departments and have a comprehensive lecture and demonstration program for them. One of our nursing supervisors is the coordinator of the program. They receive the same salary as our regular staff on the psychiatric aide level. In our experience, the Antioch students have been exceedingly well accepted by all our hospital staff. To some extent, this could be credited to the attitude of the students themselves - their complete identification with their minor role, their eagerness to learn, and their willingness to contribute to the best of their ability.

(Signed) Stephen M. Smith, M.D.
Director
Gracie Square Hospital
New York, N.Y.

Ypsilanti State Hospital, Michigan

We have many years' experience in utilizing dedicated, young, nonprofessional adults in the treatment of patients at the Ypsilanti State Hospital.

During World War II, we had ninety conscientious objectors who assumed all the responsibilities of the attendant-nursing staff on the ward level. Not only did they assume responsibilities on the ward level but were also very active in organizing recreational activities for the patients under their care, such as basketball games, baseball games, and picnics. Although the group was generally rejected by the average member of the hospital personnel, we did not encounter any serious, unmanageable interpersonal conflicts. During the last four years, we have had students from the American Friends Service Committee on an eight-week summer project. The students were assigned to two different wards in groups of seven, the fifteenth member serving as group leader and group coordinator. The students worked directly under the ward supervisor and ward physician, emphasizing group work. Each two students were assigned a group of ten patients with whom they worked during the eight-week period, the emphasis being placed on resocialization, remotivation, and re-industrialization. The students worked with their groups in the occupational therapy, recreational therapy, and remotivation areas. Activities included softball, tennis, golfing, Ping-pong, parlor games, sewing, handicrafts, letterwriting, walking, talking, and housekeeping. Some of the students assisted the chaplains with choir practices and other aspects of their religious program. Any special interest, talent, or hobby which the volunteer possessed was employed in working with patients. The graphic arts and musicianship evoked particular enthusiastic response on the part of the patients. Opportunities were given to a one-to-one therapeutic relationship after the approval of the chief-of-service.

A one-week orientation program was offered to the students by the hospital staff, providing an introduction to the concept of mental illness, the organization of the hospital, the role of the hospital in the treatment of mental illness, and the roles of the various professions and their functions within the hospital. Weekly group meetings were held with the students by various senior staff. No doubt we have invested considerable effort and time of our professional staff in the student summer program. However, we felt that it was really worthwhile, not only because of the benefits to our patients but because the students themselves became more mature and tolerant through their experience here at the hospital.

(Signed) Alexander P. Dukay, M.D.
Asst. Medical Superintendent
Ypsilanti State Hospital,
Michigan

Atascadero State Hospital, California (Maximum Security Facility)

I want to state at the outset that the proposed National Service Corps sounds like one of the most exciting and imaginative programs ever to come to my attention. If successfully put in operation, it might very well serve as a significant impetus in helping to implement the Joint Commission's report, Action for Mental Health.

I should mention at this point that we already have made a fruitful beginning at this hospital, particularly in our social service department, in what we call a Student Professional Assistant Program. Arthur Elliott of our social service department has the detailed information and a description of this program may be secured by writing to him at Atascadero. Last summer, we hired six upper division students from California colleges (four for social service, one in psychology and one in rehabilitation services). At the present time, we are negotiating with Antioch College, which, as you may know, has an excellent, well-established, year-round work study program to employ three or four of their students during the regular academic year. We plan to continue using students from California colleges for the summer quarter as we did last summer.

However, although we plan to continue and to expand the above-mentioned program, primarily because we think it is an excellent device for encouraging college students to prepare for professional work in one of the mental health disciplines, we can also envisage a great potential in the program you mention. I certainly do not believe that the two are incompatible nor would they be incompatible with the psychiatric residency programs or social service and psychology internship programs.

One training program possibility would be to provide a "rotating internship" in which each group of fifteen is broken up into five groups of three each. Each of these small groups would be assigned as assistants or apprentices to the following departments: nursing, clerical, social services, rehabilitation services (which includes recreation, the school program and occupational therapy), maintenance (including laundry and food service) and so on. After two months or so each group would be rotated to the next department. In this way they could get a well-rounded picture of the whole institution and some awareness of the complexity and interdependence of the various disciplines and departments, as well as providing much needed assistance for many of the mundane but important chores in various areas.

(signed) G. Lee Sandritter, M.D.
Superintendent and Medical Director
Atascadero State Hospital, California

Porterville State Hospital, California (For Mentally Retarded)

Porterville State Hospital has completed four years' experience in a project which is believed unique in institutions for the mentally retarded in the United States. In conjunction with the Pacific Southwest Student YMCA-YWCA, the Porterville State Hospital has offered a summer "career try-out" program for college students to work with the more than 2500 mentally retarded patients and 1200 member staff of the hospital. Beginning in the summer of 1958 with four college students who wished to give serious consideration to a career in the fields of psychology, psychiatric social work, rehabilitation therapy, special education, or nursing, the program had grown to eight students by the summer of 1961.

The student participants must have a genuine interest in learning about mental retardation and a willingness to perform routine work in order to learn hospital practices. They must be registered in the upper or graduate division of a recognized college or university. The students are employed in the California State Civil Service classification of Student Professional Assistant and receive a monthly salary. In 1961 this was $281.00.

The students are additionally expected to share in intercollegiate, inter-racial, coeducational, and cooperative living program experience with the other student YMCA-YWCA participants. To accomplish this we selected an even number of boys and girls. They live in apartments on the hospital grounds, for which they pay a modest rental. Lunch and dinner are provided in the hospital employees' dining room for a nominal charge. There is a fee of $20 for each participant to cover the YMCA-YWCA administrative expense. Candidates make application to the Pacific Southwest Student YMCA-YWCA before March 15 of each year. A hospital selection committee meets in mid-April to determine the applicants and alternates to be accepted. We select on the bases of balance between the sexes, representation from different schools within the region, variation in academic backgrounds, availability of time between spring and fall classes, and, where possible, variation in racial and religious background. Notice of final acceptance occurs generally in May of each year. The selection committee is composed of the hospital superintendent, the regional student YMCA-YWCA executive, the hospital project director (who is the supervising clinical psychologist), and the hospital personnel officer. Other hospital staff members are called upon for advice and consultation. The summer program generally covers a period of 12 weeks. The first week is spent in orientation to the hospital. The hospital superintendent meets the students on the first day. On the last day of the orientation week, the students make out their summer program.

Students elect the field in which they wish to spend their "major" time and "minor" time. These fields include psychology, social service, rehabilitation service, education, or nursing. However, all must have exposure to all the five fields within the twelve-week period. Students attend the appropriate hospital professional in-service training program and the weekly educational staff conference where one or two patients are discussed in detail by representatives from all hospital disciplines. They gain insight in the pre-admission and diagnostic service intake conferences, where all applicants for admission to the hospital are evaluated, and in the admission screening conference where newly admitted patients are studied and a treatment program planned for each. Additionally the students receive a "look-see" into all phases of the hospital operation - administration, business services (laundry, food service, and other housekeeping activities), clinical laboratories, pharmacy, X-ray, EEG, dentistry, podiatry, physical therapy, medical records, and many other divisions.

STUDENT REACTIONS

"One of the most rewarding parts of the summer will be the simple matter of watching the hospital in operation.... You will learn that a major goal of the hospital is the development of each patient to the maximum of his ability, and you will discover the many obstacles that confront such a goal...that regardless of a patient's IQ, no psychological test can measure potential accurately enough to warrant a statement that a patient is hopeless."

"You will find yourselves facing up to realities which you never thought too much about before. You will confront the outcasts of a society which places a high premium on intelligence - the mentally retarded.... These 'kids,' as the patients are called regardless of age, are 'out to lunch'.... As time goes on, your immediate repulsions disappear; however, you begin to say to yourselves, 'Well, I guess IQ isn't everything'.... You will find yourselves spontaneously loving the unattractive and the 'unlovable'.... You needn't feel guilt stricken or frustrated, however, when you get the opportunity just to sit back, relax, and soak in a little of what is going on around you.... We often exclaimed how odd it seemed that total strangers could be plunked down in a rather intimate existence and be expected to work together. But the amazing thing is that it works--or at least it did for us."

"One of the most wonderful realizations I had was becoming aware of the human communication, understanding, and acceptance that can occur across physical and intellectual boundaries. As a result of these patient contacts, I have become much more accepting of physical limitations in others, and more cognizant of human values that are

more basic than IQ or physical perfection. Previous to this summer, both my experience with and understanding of children were very limited. Much of that has changed now. I have gained a genuine love and appreciation for the beauty that is children, regardless of intellectual status. This 'awakening,' in and of itself, would have singularly made the summer worthwhile."

This program is believed to be unique in the United States, antedating the similar program developed by the Western Interstate Commission for Higher Education (WICHE) by some three years. At the present time eight college students registered in the upper or graduate division of a recognized college are employed as student professional assistants at the hospital during the summer months. They experience training in the five clinical divisions of the hospital - clinical psychology, psychiatric social work, rehabilitation therapy, special education, and nursing. An equal number of students of each sex are selected from different colleges throughout the Pacific Soutwest states, of various racial backgrounds and collegiate "majors" and live on the state hospital grounds. In that some of the earlier students now have made a career in the field of mental health, we believe the program to be a success.

(Signed) James T. Shelton, M.D.
Superintendent and Medical Director
Porterville State Hospital,
California

University of Cincinnati College of Medicine

The faculty's comments indicate in general a warm interest in the idea of utilizing young persons in mental health facilities.

It is felt that there should be a carefully graded but complete orientation to the description, dynamics, and treatment of emotional problems. This orientation could take place initially in seminars, and then training could be continued through supervision in the clinics and wards with patients who are in active therapy. Several feel that this initial orientation should be carried out in the place of future service.

There are numerous suggestions about the ways in which the National Service Corps could be helpful in hospitals, clinics, research facilities, and courts.

In state hospitals "companionship therapy" could be carried out through the use of these young people as aides or as adjunctive social workers. They could rather quickly become useful as teachers or aides in occupational therapy, manual arts therapy, music therapy, library work, work therapy, and other therapeutic devices.

In outpatient facilities it is suggested that interagency liaison and some routine administrative or receptionist duties could be performed. They could follow up and help with difficult home situations that overworked casework staffs cannot handle. The corpsmen could administer simple questionnaires such as the Minnesota Multiphasic Personality Inventory.

Similar routine research questionnaires could be administered, and such routines as collecting long or short verbal samples can be carried out by intelligent nonprofessionals in research facilities.

In court clinics, which struggle with huge masses of outpatients, there is a great need for intelligent young "lay assistants" to act as Big Brothers and Sisters or probation officers. Harvard's "Streetcorner Research" has already demonstrated the therapeutic efficacy of "volunteer experimenters." Leenhouts has shown the usefulness of volunteer probation officers.

As to effects of the program, the faculty suggests that lasting effects will ensue only if the corps is a serious and long-term project. Not only may patients benefit, but the corpsmen "will be educated and stimulated to the needs of the community."

(Signed) John A. Ordway, M.D.
Assistant Professor of Psychiatry
University of Cincinnati
College of Medicine
Cincinnati, Ohio

Veterans Administration Hospital Northampton, Massachusetts

I feel that in their work at our hospital these young people would do much to strengthen our rehabilitation programs. Specifically, they could be assigned to

1) Assist in clerical/statistical research of clinical programs and treatment modalities.

2) Provide much needed companionship therapy and friendly visits with patients and in this relation help to motivate patients for more personal responsibility in their recovery.

3) For help in feeding selected patients.

4) Aid in various rehabilitation clinics.

5) Follow-up adjustment of patients in the community after their discharge from the hospital.

6) Help establish contact and create interest of relatives and friends in writing and visiting patients or taking patients home for visits.

7) Accompany patients on off-ward and off-station events on an individual rather than group basis.

8) Teach hobbies and leisure time activities that patient may carry on after leaving the hospital.

9) Participate in areas of community relations so as to help resolve social and psychiatric obstacles that obstruct the return of the patient to the community.

10)Seek homes and constructive activities that will help patients find acceptance in the community and thus decrease their return to the protected atmosphere of the hospital.

(Signed) Henry Tanner, M.D.
Hospital Director
VA Hospital,
Northampton, Mass.

Mary Thompson Hospital, Chicago, Illinois

Local supervision could take place from the immediate organization of our clinic. I would specifically use these young people in two ways: a) Resocialization therapy with clinic patients who are conditionally discharged; b) As agents to contact the local community and help integrate mental patients back into the community through the clinic, for example, seeking jobs, re-establishing them in their homes, encouraging social contacts, etc.

The type of preservice training that would be desirable to fit these young people for assignment to the clinic would be given by the clinic staff and by myself. I have had experience in teaching medical students, residents, nurses, and physical therapists and it would require a course of perhaps eight weeks with continued supervision to select and train the people to be involved in this program.

The type of in-service training that I would give them would be a lay-oriented course in normal and abnormal dynamics and development. The latter would specifically stress disturbances in behavior and would emphasize the fact that these people are able to be helped. I specifically refer to the therapy of the schizophrenic patient where we may reverse the steps of difficult interpersonal relationships, withdrawal, and disorganization by pointing out that the hospital will handle the disorganization and that the service corps volunteer may immeasurably aid in interpersonal relationships and in preventing withdrawal. I feel that it is necessary to maintain a high degree of enthusiasm for the volunteers, otherwise they are lost to the

project and do not provide the kind of attitude necessary for real help.

I do think that this service could be integrated into our program. I am especially interested in breaking the isolation of the therapeutic situation, that is, the staff, clinic and hospital, from the community at large and the National Service Corps might provide the necessary link in order to establish a therapeutic relationship to the community. I feel that psychiatrists are totally aware of the fact that the majority of the conditions that we call mental illness are really based on contingencies and social situations and if we are able to increase our therapeutic effectiveness we must get out of the clinic and into the community.

I think this idea is exceedingly feasible and very desirable. Resocialization techniques are not difficult to teach, particularly if one avoids esoteric terminology and trains the service corps volunteer to react with empathy to the patients who are suffering from emotional diseases. This can be an exceedingly exciting program and I would like to be a part of it.

(Signed) Thaddeus Kostrubala, M.D.
Clinical Director, Mental Health Service
Mary Thompson Hospital
140 N. Ashland Blvd.
Chicago 7, Illinois

Department of Mental Health, Lansing, Michigan

First, I would like to state that the Department of Mental Health is extremely desirous of actively participating in this project and will do everything it can to make this state a desirable and satisfying environment for any of the volunteers. In the program development stage it may be necessary to concur or obtain approval from other segments of state government.

These individuals would be treated with the same concern and be generally subject to the same rules and regulations as our full-time employees. I would anticipate specific job assignments for specific periods of time and we would expect the volunteers to assume responsibility for meeting such schedules. This position does not stem from any theory of bureaucratic control, but rather from the conviction that the more totally integrated these people are in the operation of one of our agencies, the more effective their contribution would be. It is possible that they might be integrated into a volunteer program at some locations where the present volunteer programs are well organized. The precise manner of integration, it seems to me, would vary somewhat from agency to agency.

The corps volunteers would work in any job in which they express an interest or have any particular competence. Specifically, we could use them as attendant nurses, recreation workers, in a variety of social casework functions, in clinical laboratory services, as physiotherapists with our handicapped children, and in a variety of other situations with which you are familiar.

We would not anticipate any conflict with the Michigan Civil Service Regulations since these volunteers would not displace present employees and would not be considered as receiving preferential consideration over people on our current Civil Service registers.

We would also assume responsibility for adequate training for those individuals coming into our program here in Michigan. My first inclination would be to develop a central training center for the various activities to be performed. For example, we have a vital need for people who could carry out basic physiotherapy techniques and we could provide a three-month program of intensive training at one spot in the Detroit area and then assign these individuals to various hospitals. It is conceivable that in some situations the training would best be done at the place where the individual will ultimately work, and this would vary depending on the specific kinds of jobs. Most of these training activities could be incorporated with our present training programs in the various areas.

(Signed) V. A. Stehman, M.D.
Deputy Director
Dept. of Mental Health
Lansing 13, Michigan

Newberry State Hospital, Michigan

Here at Newberry we operate an 1800-bed hospital for both the mentally ill and mentally retarded (400 beds for retarded) and render service to the entire Upper Peninsula of Michigan. I have asked the assistant superintendent, the business executive, the director of nursing service, the director of social service, and education director of the children's unit (retarded group), to present possibilities of utilization of these people and their various suggestions are attached hereto. It is hoped that this might give you a more detailed idea of possible utilization of these people in a state mental hospital.

COMMENTS BY ASSISTANT SUPERINTENDENT

They can aid in personality development of the mentally retarded, an area which has always been impossible to cover properly in any institution, and in many cases they can even function as foster parents and teachers, as many of the mentally retarded can learn to do things which we regard as simple if only someone has the patience to show them. They could also be helpful in a similar way with personality problems of the mentally ill. More specifically some of these workers could combine occupational therapy and recreational therapy for patients who are confined to the wards and, therefore, are unable to participate in our regular classes.

COMMENTS BY BUSINESS EXECUTIVE
(Listed according to priority of personal patient needs)

1) More extensive work with special diets: a. Working with weight charts; b. Keeping close check on patients' progress with special diets.

2) Menu analysis - determining which menus are preferred by patients and studying the waste we have with each menu.

3) Patient clothing program: a. Helping sort clothing; b. Working with community groups in obtaining donated clothing; c. Fitting patients with clothing.

4) Transportation: Handling all patient movement to and from laboratory, X-ray, recreation, etc.

5) Testing all products we buy - food, clothing, cleaning supplies, etc. Perhaps this should be set up as a central testing lot to service all state institutions. It seems to us these volunteer people would work very well in conjunction with a centrally located testing lab where the proper equipment would be available for quantitative and qualitative analysis of goods bought by all institutions. People working with the individual institutions could be used as a supplement to this testing lab and supply it with products and basic information for testing.

6) Sanitation and pest control: a. Applying products; b. Testing products; c. Helping to control Staphylococcus infections.

7) Safety: a. Inspecting of mechanical equipment; b. Checking on safety standards used by patients and employees; c. Helping in safety program to educate employees in good safety procedures.

8) Investigating surplus items from federal and state sources. Checking to see surplus items listed are needed and usable at the hospital.

9) Projects that will enable us to provide a brighter environment for our people: a. Painting areas we cannot cover with usual staff of painters; b. Repairing and refinishing furniture.

10) Landscaping improvement to make grounds more attractive to the patients.

11) Equipment inventory: Helping to set up a system for the control of movement of equipment and taking inventory.

COMMENTS BY DIRECTOR OF NURSING SERVICE

Volunteers from the National Service Corps can be utilized in the nursing department in various ways. Two considerations occur to me as being quite important to gain the fullest potential from these volunteers: First, it appears necessary that their assignments either blend into functions of current employees or are specific job assignments, for example, area clerks or ward clerks. Second, their assignments should challenge their intellectual capabilities, and, if possible, continue to whet their quest for knowledge so that they will become attracted to some facet of, or at least more sympathetic toward, the mental health field. These National Service Corps volunteers could also be assigned to a research project, in addition to vitalizing their assignments; this would provide the hospital with a heightened atmosphere of freshness and development.

With the above background in mind, these volunteers could have assignments in:

1) Positions comparable to that of attendant nurse with possible accents in areas such as remotivation and patient on-ward activities (things we already want to develop among our attendant nurse personnel).

2) Area and ward clerking, which would then relieve area and ward personnel of clerical functions so that they would have more time for patient interaction.

3) Rehabilitation service wards: these volunteers could be utilized in lieu of staff for guidance and supervision of patient government as well as companionship for these patients.

4) Messenger and escort service: Beyond the actual performance of duties relative to this program, these volunteers could teach patients the duties and responsibilities of this service.

5) Activity programs: Additional staff of this caliber could be utilized to work in conjunction with our attendant staff, to provide on-ward activities in conjunction with occupational therapy and recreational therapy.

COMMENTS BY DIRECTOR OF SOCIAL SERVICE

We would request that two be attached to this department to take care of arranging, scheduling, transporting, and other related matters concerning appointments for optical needs and personal shopping of the patients. A person in a similar capacity principally involved in shopping, and preferably a woman, would be needed for this procedure for the patients on the children's unit.

Personnel of this nature can also be utilized in a more administrative function. An individual would be of paramount help attached to our department to carry out the function of preparing and completing forms relative to the vital statistics concerned with the County Referral Program, Veterans Administration forms and applications, and to follow up Social Security requests and obtain information required annually by the Social Security office.

COMMENTS BY EDUCATION DIRECTOR

We could improve our program by assigning National Service Corps people as follows:

1) Assistant home economics instructor
2) Assistant arts and crafts instructor
3) Two assistant classroom teachers
4) Two (later possibly more) on-the-ward recreation personnel.

(Signed) R. R. Cameron, M.D.
Superintendent
Newberry State Hospital,
Michigan

City of Chicago Board of Health

I can think of no other agency whose need is greater than those of us serving in the field of mental health and illness, with particular emphasis on community mental health programming. We have found in working with communities such as we have here in Chicago that the distinction between social illness and emotional illness is too fine a distinction to draw, and that the treatment of individuals lies not only in the hands of trained professionals, but also in the hands of their fellow community residents. The enthusiasm brought to such programs by young adults is therapeutic in itself. Too often it has been the cynicism grown out of long years of battling against major odds that has detracted from choosing alternative treatment techniques and approaches to the problem of mental illness and promoting mental health.

In our area we could use groups of twenty to forty young adults working within our organization. At this date we are making plans for such a voluntary organization regardless of the national service group. We would use them in a number of ways. The school drop-out program in Chicago presents major difficulties. We feel the relationship of young adults serving as guidance counsellors and teaching these individuals how to cope with their own internal stresses as well as the stresses piled upon them by the community, would be most therapeutic.

There has been a great deal of discussion in terms of the philosophy of who is the therapist in this area. We've come to the conclusion that the person who makes the most immediate rapport, the person who breaches the wall, whether it be of apathy, sullenness or anger, is the therapist. It then becomes the job of the community mental health program to serve as consultants, supervisors and resource personnel for these "therapists."

(Signed) Harold M. Visotsky, M.D.
Director
Division of Mental Health
Services
Chicago, Illinois

Department of Public Welfare
State of Minnesota

As to needs, to begin with I think there is no question but what we need much additional service in the hospitals, and could certainly make use of corps volunteers. The manpower shortage is reflected in various ways. For example, we are short of clerks and stenographers, and this ties up the record-keeping, which is required for good hospital operation. The four major areas have always been patient care at the ward level (we do not have enough aides, and therefore have always tried to use other patients to help, especially in some of the basic business of feeding and washing those who are too infirm to do this themselves), laundry, food service, and the farms.

Thus there is no question as to the need for additional workers in just about every line of work. Although it would be difficult to have them all show up at once, there is no question but that ultimately we could use several hundred volunteers to work with us on a full-time basis, to help take care of the total of some 14,500 mentally ill and mentally retarded patients whom we have under our care. The best bet realistically, it seems to me, would be younger people who have not developed a specific professional skill and may be still in the early stages of trying to decide on a career. A high school graduate who had taken a secretarial course could be assigned in the medical records section, and under supervision learn something about medical records. This is a specialty in itself, and one which would be useful later on as a career. The type of training which we could provide in this, as in other areas, would be somewhat of the rough and ready school, but nevertheless would be extremely valuable. In the same way, we could make

use of younger people in some of the chemistry and other laboratories, the X-ray department, the pharmacy, etc.

In the laundry, food service, and farm assignments, there would be precious little of a specialized nature which would appeal to the young volunteer, I should think. Thus the problems of preparing food for our patients would not substantially differ from those of preparing food for any institutional group of similar size, and ditto with laundry. The only special problem on this is the ability to work with patients and to help them in their work assignments. In other words, from our point of view, having some volunteers of this sort in the food service could spell the difference between its being a simple work assignment, as it is now, and actually being something that one could dignify by the title of industrial therapy. Otherwise, I am afraid there would not be too much appeal from the volunteer's point of view. A particularly promising area, it seems to me, would be in the general area of patient activities, either in the rehabilitation therapies department or in nursing services. We could, without too much trouble, help the volunteers develop some skills as recreational workers, occupational therapists, music therapists, and the like. In some cases it would be pretty rough and ready. On the other hand, we have some very skillful people in our rehabilitation departments, and workers coming in could learn a great deal. As a matter of fact, we have several students in the summer months and sometimes at other times who come to us for this sort of training and experience. To some extent there would still be the problem I refer to above, namely, the amount of time required to supervise the inexperienced volunteer. Nevertheless, we are used to doing this in these particular programs, and I think this would be no great difficulty.

I think a particular area which could be explored with corps volunteers would be the development of psychotherapy technicians or something of this sort. For example, following the normal aide training course of 120 hours, they could receive additional specific instruction in techniques of psychotherapy, both in individual and in group work. The aides that we get are usually of an intellectual level such that, although they may be very good and dedicated workers in the sense of providing bedside care and routine management of the wards, the higher subtleties of psychodynamics and interpersonal relationships, techniques of therapy, and the like, would really be beyond them. The use of volunteer college students to carry out one-to-one therapy with patients has shown that intelligent people can catch on very quickly and can be a tremendous boon to the hospital. An organized program in psychodynamics and psychotherapy could be carried out through the psychology department and could produce a level of skill which would be invaluable to the worker in a future assignment, and later on in life. Such a move, by the way, would be consistent with one of the important recommendations of the recent report of the Joint Commission on Mental Illness and Health, namely, that there be developed a profession of "Mental Health Counselors" who would be, in effect, people specialized to carry out psychotherapy under the supervision of a psychologist or psychiatrist. Along with this, or as another option after the basic aide training course is completed, would be to work in the social service departments in the capacity of "Case aides" (someone who carries out intake interviews, investigations, etc.).

(Signed) David J. Vail, M.D.
Medical Director
Department of Public Welfare
Saint Paul, Minnesota

Senator BURDICK. Our next witness is Mr. Ralph Fertig, executive director, Southeast Neighborhood House.

You may proceed, Mr. Fertig.

STATEMENT OF RALPH FERTIG, EXECUTIVE DIRECTOR, SOUTHEAST NEIGHBORHOOD HOUSE

Mr. FERTIG. Thank you, Senator Burdick and members of the subcommittee.

I would be grateful if the general statement submitted by the staff could be inserted into the record. It represents a very general statement of our proposal for a Washington model for the National Service Corps and we would also be grateful if the comments provided now could be supplementary to the general statement.

Senator BURDICK. Without objection the general statement will be made part of the record at the end of your testimony.

Mr. FERTIG. Thank you, sir.

I also would like to introduce my colleagues. On my right is Miss Anita Bellamy, head of the Community Service Division of the Washington Urban League. The league is a consponsor with Southeast Neighborhood House of a proposal before the National Service Corps and before this committee.

To my left is Mr. Walter Boyce, Jr., who is president of Local No. 74 of the International Hod Carriers Building and Common Laborers Union of America, AFL–CIO. Mr. Boyce is a remarkable person. He started out as a ditchdigger, worked his way up through the ranks, was elected by his men to be their president. He has served them well. He has attended schools at Harvard and at Cornell. He has a son who is a star on the basketball team at Southeast Neighborhood House. He is now a member of our board.

I would like to speak, if I may, with special concern for a national service corps for the District of Columbia. Those of us who live here feel that we are reminded regularly of our special responsibilities as residents in the Nation's Capital, and we are constantly reminded that we are a showplace for democracy. We rarely have the opportunity to speak to this extent about a program which would allow an expression of interest in the human being. You do help, to be sure, in the physical planning of our District. Both Houses of Congress are frequently ready to make physical improvements, to locate new Federal plants, to build highways. We think that the Service Corps represents an unique opportunity, however, to express your interest in the people of the District. We think furthermore that the presence of corpsmen in the Nation's Capital could be a rallying point around which much of our community can mobilize and, indeed, in which much of the rest of the Nation could express some interest.

We are particularly concerned that such a Corps be of national sponsorship because we believe that through a selection of young people on a national scope we could draw to the Nation's Capital those who are best qualified for the tasks to be done in the Nation's Capital. We think furthermore that by action through Congress there could be an undergirding of the role of volunteers in American life. We think also that through the particular proposal that is before you there will be a strengthening of voluntary institutions in this part of Washington, D.C.

We have need in the Southeast area for service of this sort. Ours is a community across the Anacostia River of about 200,000 people. The immediate service area, the primary service area recommended in this report, is about one-fourth of that area where almost 50,000 people live, about half Negro and half white, and at all economic levels. We have about half the public housing units of the District of Columbia in our section. We also have homeowenrship, we have apartment buildings, we have commerce and industry. But they are pieces, fragments, and the pieces are isolated from one another. There is very little communication between people of different incomes and pople of different races in the Anacostia River area. An investor in Anacostia would be concerned with just this expression of humanity, of bringing people into full dialog with one another.

Again we think that the particular plan suggested helps to make that possible. While our district is not highest in crime, we are highest in the number of white youngsters who commit crimes and who go elsewhere in the District to commit them. We are home to them. We are highest in the crimes of racial violence, again symtomatic of the breakdown of communication between people of different backgrounds. Our community is the home of the rioting at the time that the swimming pools were integrated. It is the site of two of the schools named in the school desegregation case. It is the home of 78 of the people who participated in the District of Columbia stadium riots. More than anything else, we need to be able to express support of those of our local institutions who are struggling with the problem of relating their church flocks, their school memberships, their settlement house participants to one another in a more positive crime control program.

Our program therefore is aimed not at strengthening our own settlement house but rather at using the settlement house as a focal point, as a coordinating center, a local base for bringing young people into the area who could work in local churches, schools, boys clubs, recreational fieldhouses, police boys club centers, on our street corners and in the quadrangles of the housing projects to work with young people and families and to stregthen their relationships to the institution of the community.

These institutions in turn have asked us to represent them at this hearing today in submitting our proposal. They are pledged to programs aimed at bringing members of the community together with one another in programs which in the case of churches will be nonsectarian, interracial. In the case of the schools they will make it possible to provide the kinds of basis for expanding the role of volunteers in the community. Our proposal is aimed at using National Service Corps men as persons by whom local volunteers could be organized.

The settlement house would give supervision to the corpsman. The cropsmen would be placed in specific indigenous neighborhood institutions. They would be provided with supervision by the heads of the institutions, be they priests, school principals, or recreational center directors. Their services would be entirely directed by mobilizing volunteers in the development of specific skills and specific kinds of group work activity.

The projects would also be designed so that the corpsmen could be withdrawn after 1 or 2 years so that the volunteers whom they had

mobilized would be able to carry on after they have departed. We have had a limited amount of success in this approach using our own very limited staff. Southeast House is new to the Anacostia area. Our location on the other side of the river was torn down by a highway program.

Since we have come into the Southeast area we have been offered a great deal of help, and we have been able to send our staff out into some of the institutions. I think we know the sincerity with which the community expresses itself when it says it is willing to give you supervision and is willing to mobilize. We are operating today a program center in a parish hall and in an Episcopalian church, a day-care center in the basement of a Baptist church, a business office in a store front given by a community businessman, and a community organization center in the basement of an apartment development. We have run discussion groups in the basement of a Catholic church. All our activities are available to all people in the community regardless of race or religion. Members of the community have come and volunteers have come.

We are extremely limited. We are operating on a very small budget and with an unpaid staff. We would be enormously grateful if Congress, and specifically the Senate, could indicate its support of the whole concept of voluntarism in America by helping us to ungird the other institutions of this, the Nation's Capital, to serve its young people and its families. I welcome statements from my colleagues.

(The prepared statement referred to follows:)

PREPARED STATEMENT OF WASHINGTON URBAN LEAGUE—THE COORDINATING AGENCY AND WASHINGTON WELFARE ASSOCIATION (SOUTHEAST NEIGHBORHOOD HOUSE)—THE PROGRAMING AGENCY

Through the initiative and leadership of the administration, Americans have affirmed their interest in service and in extending the fruits of democracy to the emerging people of the developing nations of the free world. The administration now has an opportunity to initiate similar leadership in services to our own submerging population in the developing urban complexes.

People new to urban life and strange to one another, children reared without fathers and in neighborhood sections where fathers are rare, mothers who are isolated and afraid, teenagers who are out of school, out of work, and out of the societies which they must someday help lead, community institutions which are rooted in a fine past but often are unrelated to new circumstances, businessmen, teachers, policemen, and welfare workers who are alien to those whom they daily serve, combine to overwhelm the residents of some of our inner city areas. It is with reference to one such area that this proposal is submitted.

The Washington Urban League, together with the Washington Welfare Association—Southeast Neighborhood House—jointly invite the interest and support of the Federal Government in helping to further secure the standards and blessings of good community life in a part of the city which is home to the Federal establishment and headquarters of the free world.

That part of Washington, D.C., in which we propose action to be taken, is a section of Southeast across the Anacostia River between Pennsylvania Avenue and St. Elizabeths' Hospital, and from the District line to the Anacostia River. This is an area characterized by the problems listed above, but more than any of these, its residents express feelings of isolation. In the face of new and changing population and needs, there is little communication, no cohesive or neighborly tradition, and no unifying political, economic, or social force. The result is increasing deterioration of concern—concern for one another or for an area which long ago stopped being a community.

It is our proposal that volunteers go out to families and local institutions such as the churches, schools, service clubs, business, and police organizations, to help them to resolve problems and through experiences of success and full-

er self-expression, move toward building the sense and structure of the community.

Such a program would involve volunteers in meeting with small groups of people—in their kitchens and living rooms, on their public housing quadrangles and in back of their stores, in church basements or their schools. The volunteer would help people to break down their problems (such as job finding, family life, health and safety, or recreation and leisure time) into specifies with which the participants could deal. He would staff the gang or the church sisterhood or the block club and help its participants deal with their problems. He would aim at helping the participants to come together with other such groups in the area.

Many problems would more suitably be worked on by participants and staff from several groups. As residents overcome their immediate frustrations and find the examples of service, concern, and democratic process from the staff leader, their capacities to share and to stretch will be expanded and further steps to formalize a broader community organization apparatus could be undertaken.

The successful effectuation of this plan would permit the gradual withdrawal of a service corps and a beginning reservoir of volunteers for that corps and for the kinds of dedicated service which its volunteers would have illustrated.

(1) The Washington Urban League proposes to serve as the coordinating agency. Southeast Neighborhood House proposes to serve as the programing agency. Community groups listed below (in item No. 2) have indicated their interest in this program and will be available to provide supporting services. The enclosed proposal will be discussed with these organizations and will form a basis for planning a community mobilization to express a widely based support for such an invitation.

Some statistics on population, social, and economic need and crime and delinquency for this area are appended to this proposal. These figures assert the diverse character and broad distribution of population and the emerging character of social problems. The area is a natural laboratory for social demonstation, with its belts of predominantly Negro, interracial, and white occupancy, its pockets of high-income homes and low-income housing projects, and its nearby facilities for Navy and Air Force men who are sporadic participants in the life of the local streets and institutions.

With the submission of this proposal, local groups are being contacted and their ideas and interest will be the basis for further refinement in jobs to be done and opportunities to be extended.

(2) The Washington Urban League and Southeast House will serve as cohosts with supporting services provided by agencies, groups, and institutions—both local and District wide.

The Washington Urban League, with its wide, overall community support, will serve as the coordinating medium. Because of the unique and strategic position of the Southeast House, this resident agency will serve as the focal point of the National Voluntary Service project. It will also serve as the headquarters.

While the Washington Urban League would have the prime responsibility for administration, it would nevertheless delegate specific responsibilities to agencies in the area of their competencies. The league would provide staff personnel to serve as director or coordinator for the project. In this function, the Urban League would be responsible for making reports and keeping the community and general public informed about the progress of the project.

Each participating agency would have representation on the steering committee of the project. The direct supervision of Corpsmen would be under direction of professional staff members of the participating agencies. The staff personnel of the Washington Urban League and the Southeast House, collectively, would determine the necessary training for Corpsmen involved in the project.

(3) Activities of Corpsmen: The activities of the Corpsmen should permit them to become as integral a part of the community life within the project area as is possible. For this reason, it is desirable for the Corpsmen to spend each hour of each day either within the community or participating in community activities. This means that in addition to their assignments within their field of specialty or greatest interest, they will also be involved in social activities, e.g. dances and parties, and attend the community's religious services at least as observers.

In accordance with the basic principles of community development, the primary functions of the Corpsmen should be devoted to those areas which will

permit a more efficient usage of existing community resources and services. Hence, the emphasis should not be upon servicing or doing things for the indigenous population, but rather doing things with these people. The most effective activities, then, will be those which are demonstrable and lend great visibility for purpose of easy duplication by the residents themselves. It will be necessary for the Corpsmen to represent the broadest cross-section of skill and abilities possible.

The specific duties of the Corpsmen should be directly related to the needs of the residents of the community. We know, for example, that most of these families have less income and more persons per household than the typical family of Washington. Hence many of them are likely to view income as their most crucial problem. In the short run, however, there is little, if anything, which a Corpsman could do to increase the earning capacity of a particular family. The greatest contribution of a Corpsman would be to assist families in the management of their budget, and provide them with greater information about credit abuses which such familise are likely to encounter. A related activity of the Corpsmen may be to increase community involvement in such a manner that parents, especially unwed mothers, could exchange babysitting chores in such a manner that an 8-hour period each day would be available to such a person for employment. Additional suggestive Corpsmen activities are presented below:

(*a*) Organizing community exchange work groups (in cooperation with local trade unions) which could perform much needed repairs, painting, landscaping, and cleaning up each others homes. (This will also enable certain skills to be taught.)

(*b*) Organize neighborhood or block groups so that more of the community's problems can be discussed and acted upon.

(*c*) The Corps men may be useful in supervising street gangs in order to assist in the channeling of the activities of such groups.

(*d*) Corps men must know the total community and its services because so many of the residents are unaware of the various sources of community assistance. With this knowledge, they can more readily refer these people to appropriate local agencies.

(*e*) Provide tutoring for slow learners and prejob counseling for school dropouts, counseling with students to prevent dropout.

(*f*) Lead in the development of cultural and physical training programs for youth.

(4) Monthly minimum subsistence costs (estimated):

Rent	$40
Food	90
Recreation	10
Personal care	8
Transportation	12
Health	10
Emergency fund	8
Miscellaneous	12
Total	190

(5) In support of the Corpsmen, various of the local agencies (both public and private) could make contributions which would either subsidize costs to keep them at a minimum, or eliminate them completely.

HOUSING AND FOOD

There are two alternatives for housing Corps men in the project area:

(*a*) The proximity of St. Elizabeths Hospital and Bolling Air Force Base (both Federal installations) would facilitate group housing of the Corps men. Such dormitory living would contribute greatly to the esprit de corps of the volunteers.

(*b*) The placing of Corps men, either individually or in pairs, with families in the project area would, however, serve the function of making the volunteers actual members of the community. The families should be paid for the accommodations made available on an equitable basis as if the volunteers were regular boarders, if their financial status is such that provision of free accommodations would constitute a hardship. This is the preferable alternative as it would both benefit the family and the volunteer.

RECREATION OUTLETS

Washington is fortunate in that a great number of its recreation facilities are available without cost. Choice of facilities is, of course, dependent on the personal interests of the Corps men. Examples are:

(*a*) Cultural: Phillips Gallery and National Gallery concerts are free. Tickets for concerts and other cultural events at the Library of Congress cost 25 cents. The concerts held at the Watergate and the steps of the Congress, and plays at the Sylvan Theater are free (summer months only). Live theater is available at fairly low cost and the managements of such establishments might easily be prevailed upon to donate tickets.

(*b*) Physical: There are numbers of public tennis courts and playing fields, one of which is located in the project area. The Park Service sponsors hikes and walking tours in the parks and sanctuaries located in the District and its environs. YM-YWCA and Jewish Community Center facilities are available at nominal costs or might be donated.

TRANSPORTATION

The D.C. Transit Co. might, as a public-spirited gesture, either issue free passes for the Corps men or make transportation available at low cost as it does for school pupils.

HEALTH

Corps men might be able to become members of the Group Health Association as a group. GHA prepaid medical care providing both the costs of hospitalization and the services of a resident group of physicians (both general and specialized).

The District of Columbia Department of Public Health might make its specialized bureaus and the services of its hospitals available to the Corps men although they are neither legal residents of the District nor indigents. District of Columbia General Hospital is located within a reasonable distance of the project area.

SPACE

The facilities of the Junior Police and Citizens Corps, the District of Columbia Department of Recreation and the schools and churches in the neighborhood would be available for recreation, assemblies, and other purposes, in addition to the facilities of Southeast Neighborhood House.

(6) It is the object that National Corpsmen will be used only as a stimulus and catalyst to the community so that these volunteers can soon wane and the various facets of the project can be carried on by community volunteers.

While the Corpsmen are on the scene in the community, rendering services in the areas of their competencies, they can serve a twofold purpose. Since it is the object of this project to raise the standards of living of residents by helping them to help themselves, National Corpsmen may simultaneously help in the training of resident volunteers. These resident volunteers will then be able to take over the areas of responsibilities left by the National Corpsmen and the progress of the work will continue.

In order for the project to have sufficient time to progress, it may be necessary to extend the project, utilizing National Corpsmen for a 3-year period. During this time the project administration will be recruiting local volunteers for training who will, in turn, be given inservice training by the National Corpsmen. This procedure will guarantee a continuation of the program.

(7) While we are interested in their specific training, we are concerned about the ability of Corpsmen to work with persons from economic and socially different backgrounds and to involve them in programs of personal and neighborhood improvement. It is essential that Corpsmen bring to this experience certain personal traits: sensitivity—to the needs and feelings of others and a respect for the diginity and worth of every person; insight and understanding—the ability to use the knowledge developed in one situation to help solve problems in other situations; self-confidence—a genuine sense of the importance of his contribution as a volunteer to the solution of national and local domestic problems.

Corpsmen should, in addition, be—

(*a*) At least 18 years of age;

(*b*) In good health;

(*c*) Emotionally mature;

(*d*) The possessor of a background of education or experience required for successful participation both in the training programs and in subsequent performance on the job;

(*e*) Willing to serve in a volunteer capacity, without salary for a tour of duty of at least 12 months including the training period.

The training period for Corpsmen will be brief, therefore it is important that volunteers have some prior experience in neighborhood, school, church, recreation or other group activities. Preferably, this experience should be among low-income families and should have been not less than 6 months.

(8) Preassignment training resources: The training of the Corpsmen should be related to their particular field or interest. The training period in Washington should consist of 5 weeks, divided in the following manner:

(*a*) The general orientation period of 7 days of 8- to 12-hour sessions at Howard University, which has been quite active in the recruitment and orientation of Peace Corps personnel. In addition, Howard University is currently working in the second police precint and the 49th census tract of the city. These areas and their problems are closely akin to the proposed project area and its problems. Hence the experiences of the Howard University project would be invaluable.

(*b*) Physical fitness is considered to be an essential part of this program. For this reason, it is felt that an initial 1-week period of intense physical preparation could be undertaken in conjuction with local armed force facilities. The applicants could spend their evenings at lectures and discussions with the various supporting agencies so as to become familiar with the problems which they are likely to encounter.

(*c*) The last week will be spent with the personnel of the Southeast House to become more familiar with the specific problems of the neighborhood. Specific assignments would be made at that time.

(*d*) There will be continuous inservice training and weekly seminars with specialists within the field of interest of the particular corpsmen.

Appendix I

The area proposed for service is enclosed in the following boundaries: the Anacostia River, southeast on Pennsylvania Avenue to the District line, southwest on the District line to Camp Simms, then along the northwest outside border of the Camp to Alabama Avenue, west on Alabama Avenue to St. Elizabeths Hospital, along the northeast and northwest outside border of St. Elizabeths Hospital to South Capitol Street, north on South Capitol Street to the Anacostia River, northeast along the river to Pennsylvania Avenue.

In 1960, this proposed service area had 52,283 people, a 23 percent increase over the 1950 population of 42,544. Most of this increase was due to the in-migration of nonwhites. The 1960 figure indicates 25,584 nonwhites, 49 percent of the total population and 26,699 whites, representing 51 percent of the total population. The area south of Morris Road and Erie Street (Census tracts 74.1, 74.2 and 74.3) had a 64.9 percent total increase in population from 15,267 to 25,174. In this area, the nonwhite population increased by 122 percent from 10,210 to 22,668. At the same time, 50 percent of the white residents moved out, as Negroes moved in during the 10-year period from 1950 to 1960. That area in 1960 was 90.1 percent nonwhites. North of this area, to Good Hope Road and Naylor Road (Census tract No. 75), racial change has proceeded at a faster rate (218.9 percent increase in the Negro population) but it has involved fewer people. From 1950 to 1960, 1,920 nonwhites were added to the area while 905 whites were deducted from it. Total population increased by 12 percent to 9,267 people; 29.9 percent of the total in 1960 was nonwhite.

The area north of this to Pennsylvania Avenue experienced the least change although it showed a 6.1 percent drop in total population—17,842 persons lived in this area in 1960 (down 1,153 from the 19,005 residents of 1950). There are a number of vacant living units but they are available chiefly on a racially restricted basis.

Few nonwhites have lived in this area and most are domestics employed by the white residents. Still, a slight increase (up from 0.5 percent or 99 nonwhites to 0.8 percent, or a total of 148 nonwhites) reflects some of the considerable pressures for housing from the Negro community.

This distribution of population suggests patterns of segregation in the area. Southeast House is located on Morris Road, at the geographic center of the service area, and at the border between the communities which differ by their

patterns of racial occupancy. The agency is deeply committed to maintaining services and programs of attraction to all residents of the area, and the presence of the house is meant to help to stabilize and to bring about better relations and fuller communication between the diverse population segments. Community organization efforts are aimed precisely at those goals.

The 1960 census figures revealed that there were 2,336 children under 5 in this primary service area. Sixty-two percent of those children come from the northern section of the area which is 99.2 percent white. Those who are of greatest need more probably come from the housing projects and other predominantly non-white parts of the community.

That which has been described above as the proposed service area is, with the addition of St. Elizabeths, also cited by the District of Columbia Health and Welfare Council as area No. 18 in its 1960 study of social and economic deprivation in neighborhoods of the District of Columbia. Of the 20 areas studied, Neighborhood 18 was 11th with a composite index of 78.3 (where 100 equals the city rate). This area was eighth highest (index of 95.4) in the number (1,917) of persons receiving public assistance (on June 1, 1960); eighth highest (index of 97.1) in the number (2,722) of persons in families eligible for surplus food (in June 1960).

The area was 12th (index of 63.7) in the number (1,585) of applicants eligible for medical assistance (estimated on basis of 7 months in 1959), 12th (index of 71.0) in the number (208) of births not receiving prenatal care (in 1959), and 13th (index of 64.1) in the number (208) of illegitimate resident live births (1959).

Police precinct No. 11 includes all of this area along with region southwest of Camp Simms and St. Elizabeths Hospital.

The 1961 Annual Report of the Metropolitan Police Department indicated 1,608 crimes reported for the 11th precinct. One thousand and forty-one of these crimes were of the part I class, as follows:

1. Criminal homicide:	
A. Murder	4
B. Manslaughter	3
C. Negligent	2
2. A. Rape	10
B. Attempted rape	2
3. A. Robbery	34
B. Attempted robbery	6
4. Aggravated assault	127
5. A. Housebreaking	234
B. Attempted housebreaking	3
6. Larceny—theft:	
A. $100 and over	54
B. Under $100	317
7. Auto theft	245

Five hundred and sixty-seven offenses were of the part II class, as follows:

8. A. Other assaults	12
B. Other assaults—misdemeanors	117
9. Forgery and counterfeiting	36
10. A. Embezzlement and fraud	10
B. Embezzlement and fraud—misdemeanor	70
11. Stolen property (includes receiving—misdemeanor)	1
12. Carrying and possessing weapons—misdemeanor	16
13. Prostitution	---
14. A. Other sex offenses	12
B. Other sex offense—misdemeanor	23
15. Offenses against family—misdemeanor	3
16. Drug laws	3
17. A. Liquor laws	1
B. Liquor laws—misdemeanor	7
18. Vagrancy	3
19. A. Gambling	2
B. Gambling—misdemeanor	4
20. A. All other offenses	11
B. All other offenses—misdemeanor	236

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While the 11th precinct averaged low among the 14 precincts of the District, it ranked relatively higher in the more violent crimes against persons, and lower in crimes against property. It was sixth highest in criminal homicide (and first in manslaughter; no other precinct had more than one for a District of Columbia total of seven) while it was eleventh for stolen property. It was seventh in rape, but tenth in housebreaking; seventh in aggravated assault, but eleventh in larceny. Even the crimes against property increase relatively when they are personalized, and this precinct is third highest of the District in forgery and counterfeiting.

There are social and economic determinants in the crimes against persons, and while the 11th precinct ranks fourth for sex offenses, it is thirteenth for gambling.

Arrests for the part I offenses (see detail given above) included approximately 185 whites and 230 nonwhites, while arrests for the part II offenses involved 180 whites and only 100 nonwhites.

In 1961, 214 juveniles were arrested in the 11th precinct; this was the twelfth highest for the 20 units reporting. However, these juveniles were relatively more ardent in crimes of violence than their average counterparts among youths arrested. Thus, this precinct was one of only six with a juvenile murder offense and was one of only six with an arson offense (actually two from a District of Columbia total of twelve). It was eleventh in robbery but sixth in housebreaking, and seventh in aggravated assault. It was fifth highest in the unauthorized use of automobiles.

Much of this violent delinquency comes from the white population. The one murder, two arson charges, and 87 percent of the auto offenses were charged to whites. But 67 percent of the housebreakings, and 63 percent of the robberies were charged to nonwhites.

Still, there is a strong evidence from all these statistics, of an area which is in need of a program which can help to transmit standards, offer guidance to families and to youth, help to maintain and build further a neighborhood of high standards, help to bring neighbors to overcome the cultural and economic gaps which divide and cheat them, and help to build a total sense of community with all.

STATEMENT OF WALTER BOYCE, JR., LOCAL NO. 74, INTERNATIONAL HOD CARRIERS, BUILDING, AND COMMON LABORERS UNION OF AMERICA, AFL–CIO

Mr. BOYCE. I would like to add to what Mr. Fertig has said that we do back the bill for these national corpsmen and we feel that a great service to the country as well as to the District of Columbia can be served by passing this bill. Specifically the Southeast Neighborhood House thinks that the southeast area can be a clinic for experimentation in this type of operation. We feel that a great service can be done to the residents of the community in inspiring them to serve themselves while learning from the corpsmen. We feel in total that this is a job that needs to be done and the Southeast Neighborhood House, we feel, is the best agency to direct this type of activity, especially for the southeast area.

STATEMENT OF ANITA BELLAMY, COMMUNITY SERVICE DIVISION, WASHINGTON URBAN LEAGUE

Miss BELLAMY. Senator Burdick and members of the subcommittee, I plan to be very brief in my statement also, but I would like to take this opportunity to say that the Washington Urban League supports the idea of a National Peace Corps. We are particularly concerned that the Washington area be able to provide a demonstration project. The Urban League has a broader concern for the entire Washington area and we are especially interested in the Southeast area because we

feel that it has potential that some of the other areas do not because it has the resources and a very good agency. The Urban League would like to cooperate with such a program by offering our contacts with the broader community and also some of our volunteers. We feel that the real concept of the National Peace Corps would be the idea of help which the Urban League supports wholeheartedly. We think that a great deal can be done by providing broader community service, but we feel it is important to unite the people together in solving their own problems. We would like to add our support to the National Peace Corps and would welcome any questions you may have.

Senator BURDICK. Is it your thesis that there is already set up in Southeast Washington the apparatus and the mechanics which could put this program immediately into effect, working with the Settlement House?

Mr. FERTIG. That is right, Senator Burdick. I think that the Settlement House, by virtue of its movement into an area which had no social agency until we arrived, has set into motion a certain kind of responsiveness in a community. It would be very timely to be able to build upon this response immediately. We are unable to; we don't have the staff. We are a private welfare agency. I think this is a unique moment in the history of any community in Washington. We have a kind of responsiveness which I think would be well built upon if we had the additional arms and legs of persons who could mobilize volunteers.

Senator BURDICK. How many additional arms and legs could you use?

Mr. FERTIG. Immediately, 20; by the second year 40; by the third year we hope to use only 20; and by the fourth year we would not need corpsmen any longer.

Senator BURDICK. This has been very interesting testimony. We appreciate it very much.

Thank you.

The subcommittee will be in recess until Wednesday at 10 a.m.

(Whereupon, at 3:55 p.m. the subcommittee was recessed, to reconvene at 10 a.m. Wednesday, June 19, 1963.)

NATIONAL SERVICE CORPS

WEDNESDAY, JUNE 19, 1963

U.S. SENATE,
SUBCOMMITTEE ON THE NATIONAL SERVICE CORPS
OF THE COMMITTEE ON LABOR AND PUBLIC WELFARE,
Washington, D.C.

The subcommittee met at 10 a.m., pursuant to recess, in room 1318, Senate Office Building, Senator Harrison A. Williams, Jr. (chairman of the subcommittee) presiding.

Present: Senators Williams (presiding) and Burdick.

Also present: Senator John Sherman Cooper of Kentucky.

Subcommittee staff member present: Frederick R. Blackwell, counsel.

Senator WILLIAMS. Our subcommittee will come to order.

We are honored to have our friend, the distinguished Senator from Kentucky, Senator John Sherman Cooper who is cosponsor of this bill and a most valued sponsor of any measure, particularly if this measure deals with people and their problems.

STATEMENT OF HON. JOHN SHERMAN COOPER, A U.S. SENATOR FROM THE STATE OF KENTUCKY

Senator COOPER. Thank you, Senator Williams.

I have come here today to introduce a man I have known for many years, Dr. B. F. Ayer, who is a member of the faculty of Berea College, Berea, Ky., and also the executive secretary of the Council of the Southern Mountains which this year celebrates its golden anniversary of service to the youth who live in the Appalachian Mountains.

Because Dr. Ayer has been a member of the faculty of Berea College for a number of years, I think that his experience will be very valuable to this committee. I am sure that members of the subcommittee are familiar with the record of service and the objective of Berea College.

I will not take a great deal of time in talking about Berea College but I would like to point out that it is a unique college in this country. Located in the edge of the mill country of Kentucky, it was created to provide opportunities for young men and women who lived in the Appalachian region of Kentucky, Tennessee, Virginia, West Virginia, and North Carolina and it has been doing that throughout the years.

Then he served as the member of the Council of the Southern Mountains and is now its executive secretary. This council has been dealing with the problems of the Appalachian Mountains for years, particularly with the work opportunities and the opportunities for young men and young women.

I do believe that Dr. Ayer, because of this experience, will be a very valuable witness. It is my honor to introduce him.

Senator WILLIAMS. Thank you very much, Senator Cooper.

STATEMENT OF B. F. AYER, EXECUTIVE SECRETARY, COUNCIL OF THE SOUTHERN MOUNTAINS

Mr. AYER. Thank you, Senator Cooper.

I am here simply because of the terrible needs of some 8 million U.S. citizens in the Appalachian South—the mountain counties of some 9 Southern States. I served this area, as the Senator said, as an instructor at Berea College, but for many years worked in "admissions" and have visited in homes and schools and courthouse squares throughout the entire area.

Now let me spend just a half a minute on the total situation.

In this area, on the average, we are underemployed—and this means underfinanced—which means poor, largely because we are undereducated. I just want to give two statistics right quickly. Out of 257 mountain counties there are only 2 where the adult educational median level is above the national median and there are only 2 where the family income level is above the income level out of this whole area.

Senator WILLIAMS. How many States are you talking about?

Mr. AYER. I am talking about 9 States and 257 or more counties in these 9 States from Morgantown, W. Va., to Birmingham, Ala., to each mountain on the side of the range.

For instance, in one county, the adult educational median is 6.5 years of school, and the national median is 10.6. In one county, the family income is as low as $1,324; family income, with the national median, $5,660.

Now we are talking about an area which is in need, but an area of great human potential. I am here on behalf of Federal help which will give these people a chance to develop their potential within the national situation.

Now 1 person out of every 25 in the Nation lives in this area, and this is an area of great concern.

Now I would like to make this one statement: We caught on, let us say—to use the vernacular—to soil erosion almost too late. It was almost all in the Gulf of Mexico before we got sharp about this and began to rebuild our soil. We didn't catch on to timber devastation until we cut it about three times over, and our great resource was gone. We are catching on to water conservation only slowly and not fast enough.

But these three, as important as they are, are not as important as human erosion; I mean the erosion of human potential and character, and this is what I am here to talk about.

Now I really would like to indicate that this is in a period of emergency, when this many people of great potential have lost hope, and are faced with lack of challenge and lack of opportunity, and lack of vision about what to do about themselves.

Now, I believe that we tolerate here in America the underdevelopment of human resources only in unawareness of its negative potential

in the Nation. I think we are generally unaware of the quality and quantity of the need, and of what, perhaps, may be done in this region.

Now, I am personally involved in many ways in the development of these people in education, in leadership training, in health, and I have come here because I have seen the possibilities of this legislation inserting some leadership which the present county situations cannot provide within their limited budgets and limited personnel.

I believe that this legislation can arouse mass involvement of the underprivileged and underdeveloped people on their own behalf. This is an area of resistance to change, largely because of their independent-small-farm status, largely because of the tradition of a small power group which dominates the situation in each county. By and large, this great mass of people are not involved in the current stream of life in America.

I believe that we need techniques, and this could be one, which will revive faith in themselves and hope for themselves, and in what they can do in the total national situation.

I believe that the individual approach is required.

I am hoping, I and the folks I represent, that this legislation will trigger continuing education or adult education, a new involvement in public health participation, new programs in community development and leadership training, and a new attitude in the public schools and in that great mass of young people who are dropping out of public schools.

I personally have been involved in dropout workshops in dozens of counties in the Appalachian South. We give consideration to this, but nobody knows what would happen, or what they would do, if the dropouts suddenly decided not to drop out. So, we are dreaming of some kind of new pioneering programs which will involve these dropouts in socially significant movements outside of school; not in lieu of attending school, but recognizing the fact that many of them are still going to be dropping out because of socioeconomic conditions.

Now, I don't know how to put this in a nutshell, except to say that there are great numbers of people in desperate need of economic education and socioeconomic progress; to say the situation is ingrown and, in a sense—I won't say cannot change—is unlikely to change rapidly without some help from the outside. I am eagerly hopeful about this legislation because it is not massive help to people but it is token help, which will inspire and arouse people to help themselves. I do not believe a nation can tolerate, for any length of time, this number of people inadequately developed and with this little hope.

I would like to suggest one or two specific suggestions about what could be done. We have submitted from this area several pilot projects in health, education, and community development.

For example, in an area where there are two public health nurses for 27,000 people, and in an area where we have thousands of undiscoverable cases of tuberculosis, we need the means by which there can develop the individual family house-to-house approach, involving people at a personal level rather than by the printed word or by the organization appeal.

I believe that, in the field of education, a carefully chosen, carefully trained, carefully supervised corps in the family-to-family approach can involve the underschooled people in continuing their education.

We need in this area some brandnew approaches in addition to the best that our regular systems can do. I think it is appropriate to say that we are spending, in this area, a larger proportion of our tax dollar on education than elsewhere in the Nation. The problem, however, is that our tax base in our economy is such that even when we have spent the largest percentage of our tax dollar on education it is still inadequate to meet the situation.

The sum total of my testimony is that we have a great mass of Americans undereducated, underdeveloped, underfinanced—meaning poor. And in the present situation there are no elements which will permit these counties to break out of this cycle unaided.

There appears to me to be the question of a mass subsidy to aid all individuals, or an experiment of this sort which would bring new ideas and new leadership into the situation, which, I hope and believe, could arouse these people to act on their own behalf within their present situation.

Now, I did not come with a typed, formal statement. I came as a citizen personally acquainted with thousands of people in the area, and with their relative lack of hope. I am personally acquainted with their need for leadership, inspiration, and evidence that we, as a nation, care about what they can become.

Senator BURDICK (presiding pro tempore). Thank you very much for your fine testimony. For the record, I wonder if you can tell me something more about the organization you represent.

Mr. AYER. Yes, sir. I am the executive secretary of the Council of the Southern Mountains, organized in Atlanta in 1913 by a group of leaders religiously motivated. They, in turn, motivated people from Berea College, in the folk school, and interested in the area, who were sponsoring schools at that time.

This is a voluntary association with interests in the area and endeavoring to coordinate by voluntary association all of the efforts, public and private, throughout the whole region.

I was a teacher for many years in Tennessee. In 1947, I moved from Tennessee to Berea College and continued my membership. I was invited to be the executive secretary at a time when they needed one. They were fresh out of a secretary.

I undertook this task simply because I have a total philosophical and practical belief in the power of united effort. The organization is composed of professional and lay leaders, it is composed of churches and schools and industries and civic clubs.

As a matter of fact, there is even a funeral home in Harlan County, Ky., which is an institutional member of the council. It is an organization which represents the diverse opinion of public and private effort, both in education and in industry. It is a true council in that it represents all extremes of opinion on integration and segregation.

We endeavor to live up to the principle of a council, a meeting place of all elements of the people of the area; the well-to-do and the desperately poor; the educated and the uneducated; the industrial and the religious.

This organization publishes a magazine, works through annual conferences, regional conferences, particular sessions in health, in education, and in social welfare. We have also worked in areas of recreation.

I go to a meeting on social welfare in Owensboro tomorrow. Next week I go to Bristol to sit in on the social welfare committee group involving several States. This is purely and simply a voluntary fellowship of people and institutions devoted to a united effort in common cause on behalf of the people of this area.

Senator BURDICK. What area does that embrace?

Mr. AYER. This embraces anywhere from 190 counties to 274, between Morgantown, W. Va., and Birmingham, Ala. It is an artificially designated area called the Appalachian South, which covers Maryland to Birmingham.

This was originally carved out by people who studied this area as a remote mountain area to which the Scotch-Irish had migrated and set up independent fortresses and subsistence farms there in the mountains.

We were, of course, for many, many years an area of subsistence farms, the stronghold of the family. Then we became a mining area. We are still a mining area, but we don't use many miners. Subsistence farming is no longer an adequate way of life. We are an area of increasing population biologically, but decreasing in population by virtue of migration because our people in search of their share of American prosperity are migrating to the industrial North and elsewhere in search of opportunity which the area no longer provides in the present situation.

Senator BURDICK. In other words, your organization is a private organization.

Mr. AYER. Yes, sir.

Senator BURDICK. Dedicated and devoted to the mountain people in your area?

Mr. AYER. Yes, sir; but within the national picture. We have made this plain. We are not concerned with the preferential welfare of anybody; we are concerned with the comparable welfare of this group of people within the national scene.

We are convinced, and can document this, that intellectually their competence and their cultural contribution to the Nation is as great as any other group of people and yet we have been left behind.

You asked about the council. One of the services that the council renders is easing the problems of migration. We conduct workshops for urban leaders from the North and bring them down into the area to show them the economic and social conditions which promote migration. We give them some understanding of the cultural values and customs of urban people in order that they can be assimilated into urban culture once they get there.

Of course, our problem is this: Our people migrate with inadequate education and become part of the economic and social stream. I would like to name one city to the north of us, a small city, relatively, but an industrially important city which has 12,000 unemployed people at this moment, 72 percent of whom never finished high school. But then you see our people migrate there in search of employment, not having finished the eighth grade.

While the urge to migrate and better their circumstances is a praiseworthy urge, nevertheless, when they go into that kind of a situation, unless we have done something about upgrading their education, they not only do not improve the situation to which they go. They do not improve their own circumstances either.

Then they become a problem and acquire for themselves and for the region the reputation of incompetence and unpromising material which is unfounded—it is founded in their actual condition at the moment, but not in their potentials.

This is the only reason that the council that I represent exists.

The reason I am in this dual capacity is because I was a full-time member of the Berea College staff doing fieldwork as well as teaching when the council needed an executive secretary. Berea College is an institutional member of the council. I was a personal member. These things worked together so I am released part-time by Berea to serve as this executive secretary in the council.

As such, I am involved in the public school dropout workshop, leadership training workshop, conferences, and social welfare throughout the area.

Senator BURDICK. Now to get down to some specifics. I believe you testified that there are only two public health nurses in one area. Do you think these corpsmen would be able to take over that work?

Mr. AYER. No, sir; they would supplement and aid them.

Let me illustrate: I would hate to put this on the public record, but we have a tuberculosis problem in Kentucky at the moment. We have an estimated 5,000 cases of active tuberculosis in the State which cannot be found or documented. They are submerged in the mass. This is because both by tradition and by education we do not readily subject ourselves to regimentation or to official programs.

Due to our lack of formal education, we are unaware both of the seriousness of this situation and of means to overcome it. In the tuberculosis program in Kentucky we are taking steps to communicate person-to-person-to-person to eradicate these active tuberculosis cases, but this takes the personal touch.

What I hope from this kind of legislation and what I believe this kind of legislation could accomplish would be to initiate a new approach in a personal way and beyond the official health office, public school, and superintendent approach.

We are a people who respond to the personal touch and I believe that this is the magic, or one element of magic of this particular bit of legislation. People who volunteer prove that they care; they can relate themselves to individuals on a person-to-person basis, and can then multiply their efforts by inspiring these people to assist others.

In this approved mountain project, including Fentress County and Overton County, Tenn., the magic will be, a couple of corpsmen, who will be home visitors; they will be friends of the folks; they will not be applying public regulations; they will not be herding folks into taking required innoculations of this, that or the other.

They will be people who in a sense will be communicating the relationship of individuals to the society at large, their responsibility, and their opportunity.

Now this is a pretty difficult thing to illustrate and describe in its true merit. But the hope I see is in this matter of continuing education, involving dropouts, and adults in continuing education. Take a county of 35,000 where the adults have not gotten beyond the 6.5 grades of school; you cannot hope to involve these people in night classes and public school programs.

I do believe we can arouse them to some guided personal involvement, family by family, in upgrading their educational competence.

By the involvement of the people themselves in their own behalf we can multiply the efforts of the corpsmen. Really, it is a catalytic agent, it is inserting dedicated, inspired service leadership on a person-to-person friendly basis into a situation where people respond to this kind of approach.

Senator BURDICK. Your testimony has been very illuminating, and very interesting. I wish to thank you.

The next witness will be Sanford Solender, Jewish Welfare Board.

STATEMENT OF SANFORD SOLENDER, EXECUTIVE VICE PRESIDENT, NATIONAL JEWISH WELFARE BOARD

Mr. SOLENDER. Mr. Chairman, my name is Sanford Solender, executive vice president of the National Jewish Welfare Board which is the national service organization for close to 500 YM and YWHA, Jewish community centers and related organizations throughout the United States.

In addition, our organization is the recognized group that cooperates with the Department of Defense in providing spiritual, recreational, and welfare services to the men and women of Jewish faith in the Armed Forces. We are one of the constituent organizations that make up the United Service Organization, the USO.

In view of the nature of our organization we have a very extensive experience with communities, with their social needs, with the problems of inadequacy of services to meet the needs of people today, and with the whole experience of organizing volunteer service to meet community needs.

I would like to say that in relation to my own experience that there are other activities in which I am presently engaged which give me an opportunity to add to today's testimony.

I am the recent past president of the National Conference on Social Welfare which is representative of the major public and private social welfare bodies in the country, and 2 years ago I chaired a committee appointed by Secretary Ribicoff which reappraised the public welfare system and made recommendations that ultimately were incorporated into legislation which has since been passed.

I would like to say that my organization strongly supports S. 1321, the National Service Corps, and urges its adoption. We do so because we feel that this bill can accomplish a number of purposes which we deem to be in the national interest.

In the first place, we are keenly aware from our broad experience that there are major social problems in the country today that are as yet unsolved; that we have substantial poverty and deprivation in the country; that the condition of ill health, both physical and mental, is a very serious one; that we have problems of minority rights that we are seeking to resolve; that we have inadequacies in our educational system, and we are faced with vexatious slums, and delinquency situations as well as problems of special groups within our rural population.

It is our conviction that the National Service Corps program can make a tangible contribution to the solution of these problems. We

believe that the problem of juvenile delinquency will be somewhat abated by that provision within the National Service Corps which will make corpsmen available in local communities to work as adjuncts to existing juvenile delinquency programs. These corpsmen will provide leadership to youth groups, and work along with professionals in those types of youth projects aimed at giving special vocational training and experience.

We feel that in mental hospitals where there is a desperate need for personnel that the corpsmen can serve constructively as aids in the hospitals, carrying on morale work and other supporting staff services.

We believe corpsmen can be valuable aids in rehabilitative and therapy programs. We think the program will help discharged mental patients to find their place in the community. The Corps men program will encourage them by periodic home contacts, by participating in halfway house activities and by their leadership in other programs which are designed to help people who are recovering from mental illnes to find their place in the community. By their cooperation in mental health programs the corpsmen will be filling important roles as adjuncts assisting the professionals currently doing these jobs.

We think that the corpsmen can play an important part in meeting the very critical need that we have for upgrading the literacy of segments of the American population where the educational standards are low by providing tutoring service, and by providing other kinds of aids to teachers in the school system.

We think that the corpsmen, through the National Service Corps project, would be able to participate in community development programs, in rural areas, and Indian reservations and in other special situations aiding to help people to organize themselves in developing needed services.

These and many other benefits are outlined in the written testimony that I have submitted to this subcommittee.

We feel that the National Service Corps will play an important part in the development of our country by elevating the ideal and the importance of volunteer service to one's fellowman and to the community. We think that this is a very basic part of our democratic life that in some ways has fallen into disuse, and that the National Service Corps program can help once again to spotlight the importance of volunteer service in helping to meet community needs. We believe the National Service Corps program will carry over and generally stimulate volunteer service.

We think that the National Service Corps program can enrich and strengthen the regular long-term programs of existing agencies by helping to stimulate these agencies to initiate new programs and by assuring a continuation of programs established through the Corps.

We think that one of the very great benefits the National Service Corps can have, especially in regard to the younger corpsmen, is that it will give them contact with the various helping professions which are so desperately short of people in the country today.

There is an urgent need to attract people in careers in social work, in teaching, in nursing, in the field of medicine, and in the field of therapy.

It is our feeling that the younger people attracted into the National Service Corps will be stimulated by their contact with these

professions to understand and appreciate them better and choose them as careers, and that this will greatly help meet the need for such personnel in America today.

We think that the actual experience for young people who participate in the Service Corps, the experience of meeting new groups of people with whom they have not previously associated in their lives, working in new communities, can be an enriching and broadening experience.

Finally, we think that as it can involve older people, the National Service Corps program can help to give this group, which is a growing segment of our population, a feeling of being recognized, and of having status. The program will also help many retired professional people who are not now using their skills constructively to once again put them to work.

I should like to say that there are several aspects of the functioning of the National Service Corps which seems to us to be most important and which are for the most part incorporated in the bill, but I would take a moment to restate them.

First, it is our feeling that the success of the National Service Corps will depend upon their being well defined criteria for the selection of the projects locally. We feel that this is possible within the framework of the bill, and this is one of the reasons why we think that this whole concept is a sound one.

It will be necessary, to be sure that the projects are real projects, that there is a chance to do a significant piece of work. It will be necessary to be sure that the jobs carved out are jobs that volunteers who are not trained can do and that they will be distinguished from those jobs that professionally trained people are trained to do.

It will be necessary to be sure there is real local interest and desire for these projects, that there is no discrimination against any group in the conduct of the projects, that they have the possibilities of continuity and that there is a clear definition of what is expected of the cooperative local organizations.

Well-defined criteria for the selection of projects we think is provided for in the bill. We wish to emphasize its importance.

Second, we think another provision in the bill which is to be applauded is the provision for adequate consultation with local groups in the selection, the development and conduct of projects. We think the strength of this program can lie in its being thoroughly tied into and integrated in the existing programs of local community institutions. This can help to strengthen our basic local structure of service.

We applaud the intention to consult with local organizations and the local social planning councils and other bodies in the selection of the projects and the basing of the program in the local communities is deemed by us to be a part of its real strength and value.

Third, we think that the success of these corpsmen in carrying on the projects assigned to them will depend upon how adequately they are oriented and trained for the jobs to be done.

We therefore applaud the inclusion in the bill of the provision for adequate orientation and training for the corpsmen as an essential to their success.

Fourth, we believe, and this we have had considerable experience in because of our extensive work with volunteers, that the success of

the corpsmen in local communities will depend upon how well they are supervised on the job. This we think can be the crux of the whole program. It will be necessary to be sure that in the whole structure of the National Service Corps there is enough administrative personnel in the corps to keep in touch with what is happening locally, but more important that the local organizations that take on the responsibility for National Service Corps projects will be able to provide on-the-job day in and day out supervision to these people by competent, trained persons.

It is our hope that in the structure of the program there would be Federal funds provided to aid those organizations which are now lacking in supervisory staff to secure this additional staff.

Fifth, we think that the national organizations in the health, education and welfare field can be most helpful to the National Service Corps and we are pleased therefore that the bill proposes to include their representatives on the Advisory Council.

From my own organization I pledge our fullest cooperation in helping to accomplish the purposes.

Sixth, and finally, we hope that there will be adequate stress placed, as we think the bill does, on the follow-up possibilities of the Corps, the possibilities for recruiting people for the professions, the possibility of assuring the continuity of these projects so that new works started will become a permanent part of the local community program.

In short, sir, I wish to say that my organization is pleased to give its wholehearted endorsement to this bill. We feel it will be an important step forward in pursuing our national interests and hope very much that it will be adopted.

Senator BURDICK. Thank you very much, sir, for your very forceful statement.

Mr. SOLENDER. Thank you, sir.

Senator BURDICK. Various witnesses that have come before the subcommittee have characterized this legislation as a catalyst, as a primer, as a stimulant to help people help themselves.

Would you characterize it in that manner, too?

Mr. SOLENDER. I most definitely would. It seems to me these corpsmen as they are assigned to work in local communities ought to be functioning in that way on an Indian reservation or in a rural area.

I see them helping people to organize the kinds of services and programs they need to organize for themselves in working with juvenile delinquents. I see it helping these young people to become more independent.

What is essential is not to do things for them but to be more effective in helping them do things for themselves.

Senator BURDICK. Perhaps the effectiveness of the program will, as you say, result from the fact that the people are helping themselves.

Mr. SOLENDER. Indeed. I believe that is basic. This is one of the great aspects of this program. I think there is something uniquely democratic about the whole idea of the National Service Corps.

It could only happen in a free democratic society where we place such importance on people acting under the impulsion of their sensitive responsibility to their communities and to their fellow men.

That is the reason why this program seems such a logical and appropriate one for us in America.

Senator BURDICK. Thank you very much. Your statement will be made part of the record.

Mr. SOLENDER. Thank you.

(The statement referred to follows:)

PREPARED STATEMENT OF SANFORD SOLENDER

Mr. Chairman and members of the committee, I am Sanford Solender, executive vice president of the National Jewish Welfare Board. I appreciate this opportunity to present the views of my organization in support of S. 1321, the National Service Corps.

The National Jewish Welfare Board is the parent body of 477 Jewish community centers and Young Men's and Young Women's Hebrew Associations and their branches whose membership total more than 670,000. It also serves as the agency of the Jewish community in this country recognized by the Government to provide religious, morale, and welfare services to Jewish personnel in the Nation's Armed Forces and in Veterans' Administration hospitals.

The National Jewish Welfare Board's relationship with Jewish community centers and Young Men's and Young Women's Hebrew Associations as well as its services to the military, provide it with a special competence to identify critical human needs and to recognize the contribution that trained and skilled men and women of all ages can make in helping to solve the human problems inherent in a rapidly growing and changing society. Recently, our board of directors went on record supporting the proposal for a National Service Corps. We believe that the plan gives promise of being a most significant undertaking. We believe that the need for the services which it is designed to provide is great, and that local communities, agencies, and organizations will benefit immeasurably by fully sharing in the development of local service corps programs.

The oversea success of the Peace Corps suggests that an equivalent plan be set up in the United States. Within our Nation today there are many Americans who are in desperate need of help—33 to 38 million Americans live a life of hardship and suffering. They are in the slums of our city, in our mental hospitals, on our Indian reservations, and in rural poverty areas.

Federal statistics indicate that over 7 million children and adults are now receiving public assistance; 8.3 million persons have less than 5 years of schooling; 3 percent of our population is mentally retarded; 615,000 individuals over 65 years of age are in institutions and nearly 50 percent of those over 65 not in institutions have incomes below $1,000 a year. Those comprising the Indian population in the United States have an average life expectancy of only 42 years. Six million two hundred thousand rural families are currently living below the minimal levels of health, housing, food, and education necessary for normal living.

There are a vast number of public and private community health, welfare, and educational agencies actively working to meet these urgent human needs but they are faced with an overwhelming task. According to occupational statistics published by the U.S. Department of Labor, these organizations are experiencing a critical shortage of social workers and other professionals so essential to their work. Almost half of the counties in the United States lack the services of a full-time child welfare worker. In addition, there is a serious shortage of nurses, physical therapists, occupational therapists, and home economists.

The National Jewish Welfare Board believes that the National Service Corps, with the involvement of local agencies in the planning and conduct of projects, will make a significant contribution to the social services which the Nation requires. While we know that the act will not meet all of our country's pressing needs, the dedication and self-sacrifice of the National Service Corps members should indeed spur the recruitment of volunteers for significant service purposes. The opportunity for service provided by this plan merits, and we believe will receive, the substantial response of many young and mature citizens. The involvement of existing agencies in the selection and conduct of projects will undoubtedly contribute to this. It is to be expected moreover that the Corps will stimulate the development of new services.

It is gratifying that both the House and Senate are giving serious consideration to the enactment of the National Service Corps bill. It is equally gratifying

that Government officials, the press, civic groups, and private citizens are jointly supporting the National Service Corps.

We endorse the concept of supervision of corpsmen by the local requesting group. It is our experience that individuals who have sound orientation and training and who receive competent sustained supervision can make significant contributions in many valuable areas of community service within a reasonably short period following their preparation and introduction into the task they are assuming. However, because of the critical shortage of local staffs and financial resources, the bill, in order to insure continuous and qualitative supervision should provide for allocations to local institutions to enable them to retain competent persons to provide this supervision.

As a result of their experience in the service corps, many members will undoubtedly seek graduate training in social work and in other service professions. We endorse the recommendation of Sidney Hollander, vice president of the National Social Welfare Assembly, that the bill include provision "for scholarship funds for participants who apply and are admitted to graduate schools of welfare, health, and education."

It is logical to assume that the National Service Corps program will not require the same stringent physical standards as are needed in the oversea Peace Corps. This will enable many fine older adults to participate significantly in the National Service Corps. Because older adults, who are active in countless numbers of Jewish community centers and Young Men's and Young Women's Hebrew Associations affiliated with the National Jewish Welfare Board, have evidenced that they can make a meaningful contribution to the social welfare objectives of local agencies, we recommend that the corps actively involve retired people as recruits. Retired teachers, nurses, and social workers possess special skills which can be used with great value by the National Service Corps.

In such areas of service as mental institutions, where volunteer turnover and dropouts are exceedingly high, the projects should be most carefully planned to insure continuity of service when the national service program is phased out.

We urge that provision be made in the plan for the fullest use of the cooperation of national organizations in the health, welfare and education fields in the furtherance of the work of the corps, individually and through their involvement in an appropriate national advisory body.

The National Jewish Welfare Board favors the National Service Corps, believing that it will provide highly important services to meet critical needs in our Nation and will afford great benefits for those who participate as volunteer service corps members. We will cooperate in every way possible in helping to make this program a worthwhile learning and work experience.

We earnestly and strongly urge your full support of this bill.

Senator BURDICK. Mr. Henry Avery, executive vice president of Pittsburgh Chemical Co.

Mr. Avery.

STATEMENT OF HENRY AVERY, EXECUTIVE VICE PRESIDENT, PITTSBURGH CHEMICAL CO.

Mr. AVERY. My name is Henry Avery and I am executive vice president of Pittsburgh Chemical Co. with offices in Pittsburgh, Pa. We manufacture and sell industrial chemicals based on coal.

It is a privilege for me to be here today to present my views on the proposed National Service Corps program, as a citizen, to be sure, but more particularly as a businessman.

I am here to express my support for the National Service program, and the legislation necessary to implement it, as developed and presented by the President's Study Group on National Voluntary Services.

It is unnecessary for me, I presume, to reiterate the statistics of mental retardation and illness, of inadequate education and vocational obsolescence, of minority deprivation, and of disadvantaged persons that are a burden on our Nation.

My only purpose is to emphasize the value I feel that would be gained through a countrywide recognition of this problem and the catalytic stimulation of individuals and local groups brought about by a responsibly developed and efficiently administered program of national voluntary service.

In the first place, there are the needs of millions. In my mind, it is not enough to recognize that these needs exist. It is not enough even to realize that there are countless human beings whose lot is disadvantaged and is most likely to remain so.

It is not enough to understand that these individuals are retrogressing at a rapid rate in the capacity for helping themselves. Our role is really to support and encourage them and to give them hope.

Secondly, there is the impetus that can be given to similar voluntary programs at the local level throughout the United States. The fact is that many people would be stimulated to give their resources, and particularly of their time and talent, if attention were focused on this problem nationally. Of course, they must be convinced that their contributions are meaningful, and not just aimless "do-goodness."

That is why I feel that in the national program the matter of local origination and control of all projects is vital to success.

Finally, there is the solid support this program will provide to existing private and local welfare efforts, to take up some of the slack with which most of these greatly overworked agencies are faced.

At all cost we must avoid, however, any possibility that the national program would compete with, or duplicate, or run at cross-purposes with the objectives and purposes of established helping activities. Much will, in my mind, be accomplished if we can awaken our citizens, convince them of the need, and stir them to action. We need more action.

By a gift of toil we will wrap up in a volunteer an ideal that will encourage others to follow suit. I believe that action by the Congress will have a galvanic and unifying effect in this regard.

As a final word, I should like to express the thought that most of these deprivations that exist in our country are invisible. Our least fortunate fellow men are not the one out of six persons you see every day on the street, they are the one out of six persons you never see on the street.

Thank you very much for this opportunity to express my views.

Senator BURDICK. Thank you, Mr. Avery, that was a very interesting and perceptive statement indeed.

The next witness will be Dr. Haskell Miller, Methodist Church.

STATEMENT OF DR. HASKELL MILLER, METHODIST CHURCH

Dr. MILLER. Mr. Chairman, I am Haskell Miller, 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 NE., 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 wrote:

> The President's continued effort to develop programs which minister to the underdeveloped 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."

Bishop Lord continued 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 S. 1321 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 their unqualified support and does reffect 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 a well of desire to help those in special need, and it can be tapped by the program embodied in the National Service Corps bill.

Thank you.

We would have made this statement much longer, but it is a pleasure to go on record.

Senator BURDICK. A very excellent statement. Thank you.

The next witness is Mr. Curtis Mial, assistant director, National Training Institute, NEA.

STATEMENT OF CURTIS H. MIAL, ASSISTANT DIRECTOR, NATIONAL TRAINING INSTITUTE, NEA

Mr. MIAL. Mr. Chairman, 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 corpsmen 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 problem 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 in-migrants 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, providing leadership, example, know-how. They might tutor students having difficulty with school and perhaps prevent dropouts. 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 a 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 progam 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 indicate 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 ex-

perience. The effective corpsmen 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, and so forth. 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 specifiic competence in some area—education, social work, youth work, and so forth):

(1) Self-understanding and awareness (of his own motivations, his own anxieties, his characteristic ways of dealing with people, and so forth).

(2) Sensitivity to others (their needs, their response to him, and so forth).

(3) Skill in small group processes (how they make decisions, communicate, get participation, and so forth).

(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, and so forth).

(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, and so forth).

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 inter-university, 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 experiences focusing on leadership skills and skills of 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—social scientists, behavorial 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 this already developing resource.

Thank you very much.

Senator BURDICK. Thank you very much for a fine statement. Mr. M. E. Peterson is our next witness.

Mr. Peterson, it is a pleasure for me to welcome you to the subcommittee this morning. My colleagues, Mr. Peterson is superintendent of public instruction from my State of North Dakota.

STATEMENT OF M. F. PETERSON, SUPERINTENDENT OF PUBLIC INSTRUCTION, NORTH DAKOTA

Mr. PETERSON. Thank you, Senator.

It may interest you to know, Senator Burdick, and others, that I am here at the invitation of President Kennedy to visit the White House this afternoon and participate in, I suppose, a lecture on civil rights. Several educators from throughout the country have been invited here, and to my knowledge, there are three of us from North Dakota who have been invited to attend the meeting this afternoon.

I appreciate the opportunity this morning to say a word about something that is important in the United States and important in our own State of North Dakota.

We do have an Indian problem in North Dakota. I have an opportunity from time to time to travel about the State. As a matter of fact, just last week I was down on the Sioux County Indian Reservation and visited the city of Fort Yates. I can plainly see that this program—National Service Corps—would be an invaluable service as far as the Indian population is concerned in our State.

I am very glad to note the objective of this legislation is not to replace existing personnel or existing employees, but rather to enhance what we are already doing and to help the Indians find a better place for themselves in our State.

I really have no further comment unless there are some questions, Senator, that you would like to ask.

Senator BURDICK. Can you see some real benefit flowing from this legislation to the Indian reservations?

Mr. PETERSON. Yes, I surely can.

Senator BURDICK. Thank you very much.

Mr. PETERSON. Thank you, Senator.

Senator BURDICK. We are pleased to hear a statement from Senator Humphrey.

STATEMENT OF HON. HUBERT H. HUMPHREY, A U.S. SENATOR FROM THE STATE OF MINNESOTA

Senator HUMPHREY. Mr. Chairman, I am privileged to appear before your subcommittee to urge the approval of S. 1321, a bill to establish a National Service Corps.

First, let me congratulate the chairman of this subcommittee, the distinguished Senator from New Jersey, Mr. Williams, who, by sponsoring this legislation, again has demonstrated his steadfast concern for the millions of deprived Americans living in the midst of a society characterized by abundance and affluence. His determined efforts in behalf of the migrant laborers, for example, have demonstrated the depth of his concern for these human problems. The same motivation has led the chairman to sponsor this legislation. Every Member of Congress and every American owes Senator Williams a strong vote of confidence for these selfless and dedicated efforts to improve the economic and social conditions of these less fortunate members of our society.

Second, as one of the initial proponents of the oversea Peace Corps and sponsor of the Senate bill to establish the Peace Corps on a permanent basis, I strongly associate myself with the concept of personal

sacrifice in behalf of others that forms the basis for a national service program. The concept of voluntary service has occupied an important role in the development of this country. The reaffirmation of this concept as embodied in the Peace Corps and now in the proposal to create a National Service Corps is a heartening demonstration that America still adheres to the philosophy of personal service and sacrifice. This is particularly heartening at a time when the preoccupation with the more materialistic aspects of American society is also an unfortunate reality. But the Peace Corps and, I am confident, the National Service Corps will demonstrate to the world and, more importantly, to ourselves that many Americans still are willing to accept personal responsibility for assisting less fortunate persons help themselves to a brighter and more prosperous future.

As a cosponsor of this legislation, I am impressed by the careful study and preparation that preceded the submission of S. 1321 to Congress. The general proposal to establish a National Service Corps has been discussed for some time. It would have been relatively easy to submit such a proposal without asking the difficult questions: Is there a need for such a program? Will there be sufficient volunteers? What should the program attempt to do? What size should the program be?

However, through the vehicle of the President's Study Group on a national service program these questions were asked and months were consumed in determining the answers. Detailed surveys were undertaken; conferences were held; experts were consulted; proposals were studied; and recommendations were agreed upon. The burden of evidence clearly indicated that a National Service Corps could meet a number of worthwhile and, perhaps, even urgent national needs. Persons of all ages indicated a strong desire to volunteer. Specific projects were designed that could be accomplished. States and localities indicated a desire for such assistance in meeting certain educational and welfare problems.

I have been deeply impressed by the careful and objective staff work that has gone into the proposal to create a national service program. In my judgment, the desirability and feasibility of such a program have been established beyond question.

I would like to comment briefly on the modest proportions of this program. The Study Group has recommended that the program be undertaken this fall with 150 to 300 corpsmen. As the program proves itself and as the administrative machinery is established, the enrollment level would rise eventually to 5,000 corpsmen. I believe this further demonstrates the commonsense that has characterized the handling of this proposal.

No one is proposing to jump into the deep water without first wading through the shallow areas. We on Capitol Hill like to be shown that a program will work. This legislation obviously recognizes this fact.

Good leadership will be the key to the success of projects undertaken by National Service Corps volunteers and the proposed legislation wisely provides for the designation of corpsmen leaders. I would like to suggest that we consider giving these corpsmen leaders a slightly higher monthly stipend in recognition of the added responsibility they will bear.

I want to emphasize that National Service Corps projects will only be established upon the express invitation of a local community. All projects will work in close cooperation with the existing educational and welfare agencies in each community. Each project would be supervised by the appropriate local officials. In short, while the National Service Corps would represent an effort by the Federal Government to assist local communities to meet some of their more pressing educational and welfare needs, the corpsmen assigned to a particular project would be under the supervision and control of the local officials.

I know that many experts will comment on the details of this legislation with more substantive knowledge than I possess. But I doubt whether there will appear before this subcommittee any more enthusiastic supporter of the general concepts of this program than the senior Senator from Minnesota. I know the need for a National Service Corps exists in many areas of the United States. I am confident that thousands of Americans of all ages will volunteer to serve in this Corps. And I believe much can be accomplished. Therefore, I strongly advocate the prompt approval of S. 1321 by this committee and by the Congress as a whole.

Senator BURDICK. I thank the senior Senator from Minnesota for his fine statement.

We welcome the testimony of Senator Hartke.

STATEMENT OF HON. VANCE HARTKE, A U.S. SENATOR FROM THE STATE OF INDIANA

Senator HARTKE. Chairman Williams and members of the committee, I wish to express my appreciation for this opportunity to state my endorsement of the proposed National Service Corps Act, S. 1321.

It is time that Americans begin to think and act constructively in establishing a program which will provide useful service to Americans. Many Americans still exist in a world of poverty, sickness, neglect, and desperation even though this country abounds with wealth, foods, medical care, and education. These "unserved" Americans range from Indians on remote reservations to groups who live in the largest cities only blocks away from immense wealth. Indeed, many voluntary agencies and State, county, and city officers work unceasingly to aid them—the maladjusted, the aged, the mentally ill, the sick, the entire needy segment of our population. The proud efforts of these volunteers (and elected officers) demonstrate the moral good of Americans to help Americans. Yet paramount problems remain and it was in the form of one answer to these problems that this bill was submitted.

As we learn more about the society of which we are members, it becomes seemingly clear that our function within that same society is to improve its environment so as to benefit the common good. Improvement need not confine itself to merely providing material gain nor just adequate subsistence but, can and should embody self-perpetuating dependency. That is to say, a democratic society should generate helpful assistance among its populace and thus enhance the already present bond of fellowship.

Members of the National Service Corps could make appreciative contributions to the linking of this bond. They could assist in the expansion of community services for the elderly. They could serve as teacher aides, and, with proper guidance render advice on home economics for needy families. They could serve as semiprofessional aides in Indian communities, providing solutions to health, education, medical, and home problems. They could contribute immediate aid to the rural renewal pilot projects now underway. This is only a skeleton list of services that may be offered through the National Service Corps members. Many more can be visualized; in fact, many more will emerge as the program progresses.

I believe it is significant that under the provisions of the bill, regular workers will not be displaced nor will existing services in the locality (where members are assigned) be duplicated or replaced. To augment the services of the community to their optimum will, therefore, serve as a primary function of the National Service members.

May I interject at this point something of the State of Indiana's situation with respect to finding means for meeting the social needs of the State. In a recently published report on juvenile delinquency within Indiana it was shown that severe shortage of professional, qualified personnel exists within the institutions and State agencies.

While this serious shortage is critical in itself, the depressing by-product is that many community problems could be solved through the proper handling of these youths.

Even though the government of Indiana has been and is attempting to solve the problem(s), it remains critical and open to Federal assistance. The National Service Corps Act as submitted is one way of answering that call for assistance. To be sure, National Service Corps members will not be expected to provide qualified medical treatment; nevertheless, it can be reasonably assumed that National Service members can offer companionship, remedial training, and emotional counseling for the partial rehabilitation of these disturbed youths. Indiana, therefore, would welcome such a program as we are now considering. In fact, Governor Welsh has already expressed his desire for the program as outlined under the President's Study Group. Thus, it is for the benefit of both my State and for my country that I offer my support of this bill.

Gentlemen, I believe that approval of this bill will provide encouragement to Americans throughout this country. Our people will know that Congress is working for their interest by approving a program for social, cultural, and economic aid to Americans through the hands and the hearts of other Americans. In summary, it is sufficient to say that this bill, admittedly, is only a partial solution to a cardinal problem; however, with devoted and substantial efforts on the part of Congress and citizens this partial solution can bloom into an ever-growing garden of social accomplishments.

Senator BURDICK. Thank you, Senator. Now we will hear a statement from Senator Hart.

STATEMENT OF HON. PHILIP A. HART, A U.S. SENATOR FROM THE STATE OF MICHIGAN

Senator HART. As one of the cosponsors of S. 1321, to create a National Service Corps, I want to express my support for the bill and my hope that it will have early favorable action by your subcommittee.

President Kennedy's famous phrase in his inaugural address, urging U.S. citizens to ask what they could do for their country, evoked enormous response. Large numbers of our people are, I am convinced, seeking tangible ways in which to serve their country.

Certainly no forms of service could be more meaningful, in peacetime, than the types outlined in S. 1321. Though we are a wealthy nation with a generally high standard of living, we have great gaps in our well-being to which we must give immediate, organized, and dedicated attention.

The National Service Corps would provide a mechanism whereby a corps of volunteers could help meet the many unmet human needs of our communities: among the mentally ill and mentally retarded, the migratory workers, the elderly, the sick, the delinquent, and the underprivileged. Already the young people in our Michigan universities have taken informal action to organize their own "Domestic Peace Corps," as the enclosed excerpt from the Congressional Record of May 15, 1963, will indicate. Certainly the spirit is there.

Michigan communities and organizations will, I am sure, be eager to have the help which this program offers. The prospectus issued by the President's Study Group on a national service program cites the requests of the Michigan Department of Mental Health for assistance in Detroit with mentally retarded children; from the UAW Retired Workers' Centers in Detroit; from the Michigan Youth Commission in Ann Arbor; the Van Buren County Health Department in Paw Paw; and the Berrien County Council of Churches in St. Joseph and a group in Traverse City, for work with migrants.

The Peace Corps has proven itself abroad. Let me urge prompt action by your subcommittee in order that we may get to work on this unfinished business here at home.

MSU STUDENTS ORGANIZE A DOMESTIC PEACE CORPS

Mr. HART. Mr. President, unhappily these days the newspapers across the country are filled with acts of violence and stories of racial intolerance. It is important that equal attention be given to those positive and constructive steps that are being taken more quietly by people in all parts of the Nation to promote mutual understanding.

An example of the sort of thing I am talking about is given us by a group of students at Michigan State University. They have organized their own "domestic peace corps" which visits the schools and homes of the "underachievers." Why such visits? To excite an interest in education that will make the youngsters want to stay in school.

This is an imaginative approach to the ominous dropout problem, and I would hope it could be the forerunner of a major attack on this problem. To the dedicated young men and women who are doing this job, I am sure we want to say "Well done."

Both as tribute to them and encouragement to others, I ask unanimous consent that the article from the Detroit News of April 29, 1963, describing this program, be inserted in the Record at this point.

(There being no objection, the article was ordered to be printed in the Record as follows:)

[From the Detroit (Mich.) News, Apr. 29, 1963]

MSU Peace Corps in Michigan

(By William W. Lutz)

Pontiac.—A group of dedicated students, Michigan State University's own version of the Peace Corps, has set off on a statewide search for tolerance and ambition.

Organized and conducted by volunteers who devote their time and enthusiasm, the MSU Student Education Corps is working in schools with more than the normal number of economically deprived children.

They believe that the place to stimulate tolerance toward others and a desire to succeed in life is with the young.

PONTIAC PROJECT

At the moment their target is seven elementary schools designated by the Pontiac Board of Education as containing more than the average number of youngsters who come from homes lacking in economic and social advantages.

The MSU students also have been making trips to the Lansing and Flint areas.

Under the general supervision of MSU Associate Prof. David Gottlieb, of the College of Education, the corps organized 2 weeks ago, already has 125 student volunteers.

Twenty are working here at the invitation of the board of education.

With college students ranging from 18 to 48 years of age and from sophomores to candidates for doctorates, the corps works without pay or academic credit, sandwiching duties between their college programs.

SPEND DAY IN SCHOOL

They travel in car caravans leaving the East Lansing campus in time to report for the 8:30 a.m. classes here and return after school ends at 3:30 p.m.

The corpsmen say they will travel to any school districts that invite them.

"Our object," says Elaine Kindlund, 21, of Lansing, an MSU sociology junior, "is to excite an interest in education that will make the youngsters want to stay in school."

Youngsters from economically deprived homes, Pontiac's Board of Education has found, are a big source of the city's dropout problem. An estimated 7 percent of Pontiac teenagers are dropouts.

"Where there is little interest in education, youngsters tend to drop out of high school in their second or third year, says Gerald White, Pontiac's elementary schools director.

Delinquency, he adds is highest among dropouts.

GOAL OF CORPS

MSU's corps has a single goal—"keep them in school by whetting their appetites for learning."

Corps assistance is not restricted to youngsters coming from poor homes but is extended to all the children in each school.

Pupils who tend to get the most attention, however, are called the underachievers.

White says that underachievement often does not indicate a lack of ability. Many such children score well on intelligence tests when they reach high school, yet show little interest in continuing.

REASONS FOR QUITTING

Lack of social contracts and of cultural advantages, often due to low family incomes, are reasons given by many dropouts. Many have not traveled more than a few blocks from their homes, school officials say.

The board's program in the seven designated schools—Franklin, Bethune, Bagley, Central, McConnell, Wilson, and Whittier—includes remedial reading, extra school field trips, and more cultural activities.

MSU corpsmen help teachers by working individually with children and in small groups first seeking to make friends.

They begin by talking with teachers and learning which children need help. Then the corpsmen sit in classes and observe their subjects, following this up by visiting their homes.

HUNT OWN ANSWERS

Corpsmen are encouraged to find their own solutions.

For instance, Bruce Keiden, 21, of Lansing, a prelaw senior, after observing at Franklin School, got a group of foreign students at MSU to record their impressions of both their homeland and the United States on tape. The tapes are to be played in Mrs. Arlean Bailey's sixth-grade social science class.

Some corpsmen sing songs and twang a guitar to excite young minds.

Sandra Parnell, 19, of Williamstown, Mass., a home economics sophomore and summer camp counselor, and Peggy Meyer, 19, of 18962 Warrington, Detroit, a sophomore in social work, chose playground games as a way of winning the friendship of young pupils.

COLLEGIANS GAIN ALSO

Says Gottlieb, who inspired the corps during a lecture at MSU describing the problems involving economically and socially deprived children:

"We started the corps hoping to incite interest in education—at the elementary level and thus reducing a bigger problem later on.

"I think we also have caused some excitement at the college level."

Senator BURDICK. Thank you, Senator. Now we are pleased to hear from Senator McGovern.

STATEMENT OF HON. GEORGE McGOVERN, A U.S. SENATOR FROM THE STATE OF SOUTH DAKOTA

Senator MCGOVERN. In his initial report to the President on the feasibility of a domestic Peace Corps, the Attorney General stated that:

> 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, 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.

This, then, is a primary purpose of the legislation being considered by this committee—to provide a totally new concept of voluntarism; a year of full-time service work with Americans in great need, whether in mental hospitals, in urban slums, on Indian reservations, in migrant labor camps, or in underdeveloped rural areas. The Peace Corps has tapped the great well of idealism and desire for service that exists among the people of this country, but has far from exhausted it.

There are other important goals of this legislation: to stimulate still other Americans to join volunteer programs in attacking problems in their own communities; to give the Nation a clearer picture of the vast human needs that are still unmet in this country; and to inspire more Americans to choose careers in what have been described as the "helping professions."

One in every five Americans lives under conditions comparable to those in the underdeveloped countries of the world, yet the average citizen is largely unaware of their plight. Because he does not see their suffering, he assumes that it does not exist. Their plight is made worse by the fact that most are disadvantaged by circumstances beyond their control.

The tragedy—

the President's Study Group put it aptly—

is that they cannot improve their condition by themselves. They need help to help themselves. They need to be shown the way. However, before help for these unfortunate persons can be obtained from the only resource capable of providing it—the hundreds and thousands of Americans who have the knowledge, time, and spirit to aid their less fortunate fellow citizens—their plight must be recognized; the hardship and suffering must be exposed to the warm light of human understanding and compassion which will stimulate help.

Do I exaggerate? Let me cite a few facts about our Indian population which is confirmed by my own experience. The average reservation is rich in land but poor in knowledge of modern farming and irrigation techniques. The population is more subject to disease, eats less well, and suffers more from unemployment than the surrounding white communities. The Indian infant death rate is almost twice that for all races; life expectancy is 20 years less for the continental U.S. Indian population than for the rest of the country; and the incidence of such communicable diseases as measles, tuberculosis, hepatitis, dysentery, and strep throat among Indians is from 4 to 23 times that in the general population.

In his testimony before the Select Subcommittee on Labor in the other body, Henry Black Elk, Jr., of the Oglala Sioux Tribe in my State of South Dakota, described conditions on the Pine Ridge Reservation.

The living conditions on the Pine Ridge Reservation are among the worst of the Nation. Employment is one of the greatest needs of the reservation. On any day of the week, you can see many men standing around the stores and trading posts, idle for lack of work. Almost 45 percent of our labor force is permanently unemployed. Many of our people used to get harvest-time employment picking potatoes in Nebraska. But this type of work is no longer available due to mechanization.

Housing conditions are deplorable. Most of the 1,900 families on the reservation live in one-room log houses and shacks. A few live in tents. Most houses have no electricity, inside plumbing, or even a reliable source of good water. Right across from my home, for example, three families, totaling 12 people, live in a two-room shack. They cook outside in the summer and on a wood-burning stove in winter. Just last year one of these families lost a newborn baby as a result of contaminated water and poor health practices.

Health cnditions generally are very bad. The infant death rate is four times the national average. Tuberculosis, influenza, and dysentery are still great killers of the Oglala Sioux. Another health problem, which has to a large extent been ignored, is mental retardation of children.

The lack of employment, poor housing, and high disease rates all contribute to demoralization and frustration. Many peole feel there is no way out. This results in apathy and despair. These, in turn, contribute to the problem. Our peole are thus looking for a source of help that can break the cycle of poverty, disease, unemployment, and apathy.

What can a National Service Corps do about such problems? According to Henry Black Elk, corpsmen could help immensely by giving technical assistance to those who wish to build or improve their homes, working as health extension workers, teaching nursery schools, giving instruction in truck gardening and other types of farming under irrigated conditions, providing technical assistance in the administration of tribal affairs, and helping in the establishing of community development programs. These programs are all vital if life on the Pine Ridge and other Indian reservations is to progress toward general American standards. The Bureau of Indian Affairs, con-

cerned traditionally only with trustee functions in the narrow sense, cannot assume these responsibilities.

The feeling of many South Dakota Indians was well expressed by Mr. Black Elk when he said:

> We would welcome dedicated volunteers who are interested in helping us to solve our problems. I believe that in addition to the work they can do themselves, they will have a great effect by setting an example for our people to follow. I believe they will teach our people the meaning of volunteer work. The fact that they are serving almost without pay will show our people how we can help ourselves. This can do more than any single thing to break the cycle of despair and apathy * * *.

If the corps could have this effect on only one Indian reservation, it would more than repay the effort and expense it would cost. But, in fact, the President's Study Group has found that the need is general and extends to other disadvantaged groups in our population—children in need of care, persons in institutions, the mentally retarded, the mentally ill, those with educational deficiencies, migratory farmworkers, Alaskan natives, the elderly, those in economically depressed areas, and many others. In all these cases, a helping hand from fellow Americans would provide a psychological, as well as a practical, benefit that is almost incalculable. Let us regard this legislation as an investment in our fellow Americans and their right to share fully in the promise of American life.

Senator BURDICK. Thank you, Senator. We welcome the testimony of Senator Long of Missouri.

STATEMENT BY HON. EDWARD V. LONG, A U.S. SENATOR FROM THE STATE OF MISSOURI

Senator LONG. Mr. Chairman, America is truly the land of plenty in many respects. We have managed to create a Nation in which the living standard is higher than anywhere else in the world. And, yet, each day thousands of our people suffer hardships as great as those in any of the so-called underdeveloped nations.

Who are these people and where do they live? They live in every section of our bountiful land, from urban slum centers to the Indian reservations of the Middle and Far West. Migratory farmworkers, natives of Alaska and Applachia, the aged, Puerto Ricans, and institutionalized individuals are among those who are not sharing in the fruits of the American experiment.

These people do not live in deprived circumstances for want of initiative or stimulation. Rather, they generally are trapped by circumstances beyond their control. They are willing and anxious to improve their various lots. However, to achieve this, recognition of their existence and their problems must dawn on the vast majority of our citizenry—the portion which is capable of extending a helping hand.

Americans have responded favorably to the Peace Corps, created to aid the underprivileged in the less prosperous nations of the world. Currently, we have an opportunity to provide a comparable service for the unfortunate in our own land. Under Presidential impetus, a bill, S. 1321, was introduced by Senator Williams and cosponsored by me and 22 other Senators, which, if enacted, would provide for the creation of a National Service Corps. This would be, in effect, a domestic peace corps, whose aim it would be to "strengthen community service

programs in the United States." It would help resolve the paradox existent between those living on the brink of destitution and those living in prosperity and abundance.

The National Service Corps would provide opportunities for more than a hit-and-miss program of working with those in greatest need; long-range projects can be instituted under the auspices of this team of volunteers. The attack on poverty and its consequences will be heightened by the enactment of this program. Hopefully, the national interest generated by this new public service program will manifest itself through an increasing number of locally based community service projects.

Essentially, this domestic Peace Corps program is designed to assist people in learning to help themselves. Moreover, if enacted, it will utilize the talents of many of our people who are looking for creative outlets in which to channel their energies.

While the problems abroad where our Peace Corps members are stationed are certainly critical and worthy of our concern and assistance, situations exist right here in this country which demand our continuing expending of energy and skill to rectify. Conditions in our mental hospitals, for example, are in many cases abhorrent, primarily because of the lack of personnel. With the assistance of the corpsmen, dedicated to bettering conditions, improvement can be expected.

American families who migrate from area to area following ripening crops are another example of a segment of the population which is in dire need of aid. The camps in which they are forced to live often constitute substandard housing; the children of such families suffer from continuously interrupted educational training and oftttimes find themselves in areas where no (or very little) schooling is available to them.

Everyone is cognizant of the critical problems existent in every metropolitan area—disease, crime, poverty, and the like. Racial unrest has recently come to the fore as an issue with which all our major cities, both North and South, must deal. Many of these are reflections of urban conditions in which thousands of people are jammed into overcrowded slum areas and are living in the chill shadow of abject poverty. The creation of the National Service Corps will help to alleviate these problems by sending trained personnel into critical areas to work with the people in forging out a better life.

In short, it seems to me, that the creation of the National Service Corps is an opportunity for Americans to pay more than lipservice to the ideals on which this Nation was founded. It is a chance to fashion a society in which all men, while not equal in the amount of material wealth they have amassed, can enjoy a fundamental equality of opportunity.

It is for these reasons that I am happy to endorse this program. I feel its end result can be nothing short of spectacular as it attempts to make the American dream more of a working reality for all of our people.

Senator BURDICK. Thank you, Senator. Now we welcome Senator Inouye's appearance before this subcommittee.

99-865—63——20

STATEMENT OF HON. DANIEL K. INOUYE, A U.S. SENATOR FROM THE STATE OF HAWAII

Senator INOUYE. Mr. Chairman and members of the committee, I am most grateful to be permitted to make the following statement:

As a result of my own research and analysis of the need for some type of program on the domestic front incorporating the best features of the Peace Corps overseas, and after careful study of the report of the President's study group on the proposed national service program, I have come to the conclusion that passage of S. 1321, a bill to establish a National Service Corps for the United States is a most urgent and needed piece of legislation.

The Peace Corps program has been an outstanding success during the relatively short period since its inception. Prior to its activation, those who opposed it claimed that there were adequate religious and other private, as well as isolated public units, already involved in the business of helping certain of our underdeveloped countries help themselves. However, the Peace Corps plan infused a sense of national commitment and dedication, as well as a sense of collective responsibility to the problems of people living in poverty and the other related problems of underdevelopment. Our Nation's youth, and others perhaps more youthful in mind than body, rallied to the program as they had not previously rallied to similar type programs conducted by private philanthropic organizations.

The national service program also has its due share of detractors who claim that the problems of inadequate health facilities, day care centers, migatory workers' facilities, economic development, and programs for the elderly, are being provided for through various private and public programs. Others decry the intercession of the Federal Government in areas which they proclaim to be the exclusive preserve of State governments.

In addition to the same argument of national commitment which has been amply proven by the Peace Corps, I would add the following:

1. Such a program enlisting the aid of the youth of our country in attacking vexing and continuing problems of poverty amidst plenty, will fill in existing gaps in our welfare professions. There are critical shortages in social welfare personnel, in our nursing profession, and in various therapeutic vocations.

2. By channeling individuals into these welfare oriented professions through practical work in the field, we cannot but help to inspire a sizable proportion of them to become permanently interested in such occupations. This fact has been borne out by the number of Peace Corps volunteers who have opted for further work, both practical and academic, in the international field after ending their tours of duty.

3. A National Service Corps would not mean "Federal intercession" in the affairs of local and State governments in the same way that the Peace Corps has not meant U.S. "intercession" in the sovereign affairs of other governments.

The National Service Corps will work together with and under the guidance of local and State government organizations, helping to solve problems together, rather than dictating what should be done.

The ultimate aim of the Peace Corps is to do away with itself by

helping other countries to realize that they must eventually help themselves. In the same way, the ultimate aim of the National Service Corps is one of self-liquidation. State and local government leadership in the various fields of development and welfare is the aim of the National Service Corps. When that is accomplished, there will be no further need for the program.

Although we in Hawaii do not have such problems as those pertaining to Indian reservations and school dropouts, and we seem to have top-rate public welfare and mental health facilities, I can foresee areas in urban housing developments and juvenile delinquency problems where National Service Corps aid would be welcomed indeed.

I also can conceive of many of our State's citizens enlisting in the program proferring their services which are especially appropriate and suitable for our trust territories, American Samoa, and Guam. I can also envision the possibility of our advance educational facilities in the State of Hawaii, such as the University of Hawaii, lending their capabilities for training and instructional purposes for personnel going to such areas, as they are now training Peace Corps volunteers for remote positions in the Philippines, Thailand, and Borneo-Sarawak.

In short, a National Service Corps such as planned for in S. 1321 is urgently needed and would be welcomed in Hawaii, as they would be in all the other States of the Union. I join with Gov. John A. Burns of the State of Hawaii in endorsing without reservation S. 1321.

Senator BURDICK. Thank you, Senator. Our final witness will be Senator Pell, whom we welcome.

STATEMENT OF HON. CLAIBORNE PELL, A U.S. SENATOR FROM THE STATE OF RHODE ISLAND

Senator PELL. Mr. Chairman, I would like to take this opportunity to add my voice to those who have already spoken in support of the establishment of a National Service Corps. The testimony before this subcommittee has amply demonstrated the valuable role of this Corps could play in meeting the critical needs of deprived groups such as the mentally retarded, the mentally ill, migratory farmworkers, and American Indians, to mention only a few.

The goals of the National Service Corps—to work with those in great need, to motivate other citizens to give service, to dramatize human needs, and to attract more Americans into helping professions—are goals all of us as Americans can share. They are also challenges which must be met if "the promise of American life" is to have any meaning to many of our fellow Americans.

This proposal is, I believe, in the best American tradition of citizens voluntarily joining together to assist their fellow citizens. I am confident that Americans of all ages will come forward to accept the challenges of service in a National Service Corps.

Senator BURDICK. The subcommittee will be in recess, subject to call.

(Whereupon, at 11:10 a.m., the subcommittee adjourned subject to the call of the Chair.)

(The prepared statements and communications of witnesses who were unable to appear follow:)

AMERICAN FEDERATION OF LABOR &
CONGRESS OF INDUSTRIAL ORGANIZATIONS,
Washington, D.C., May 28, 1963.

Hon. HARRISON WILLIAMS,
Chairman, Subcommittee on Migratory Labor, Committee on Labor and Public Welfare, U.S. Senate, Washington, D.C.

DEAR MR. CHAIRMAN: In connection with the current hearings of your subcommittee on S. 1321 to establish a National Service Corps to strengthen community service programs in the United States, I wish to express the support of the American Federation of Labor & Congress of Industrial Organizations for such legislation.

The AFL–CIO endorses the findings and purposes set forth in section 2 of S. 1321, which states that:

"In the United States there remain critical human needs in this time of general prosperity. In this Nation of great human resources, many more of our citizens should be encouraged to serve in their local communities to help meet these needs.

"The purposes of this act are to open new opportunities for full-time service working with those Americans in greatest need; to illuminate those needs, so as to expand the attack on deprivation in the United States; to motivate many more citizens to volunteer their services in their own communities, thus encouraging communities to help themselves; and to inspire more people to choose professions that serve their fellow citizens.

"The Congress of the United States declares that it is the policy of the United States to carry out the purposes of this act through a National Service Corps which will be composed of carefully selected men and women of all ages who shall be made available—upon local invitation and in cooperation with interested governmental and nongovernmental agencies—to serve for a limited time in projects directed toward the critical human needs of our countrymen. These projects may include 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."

These findings and purposes are in line with a recommendation by the AFL–CIO Community Services Committee, endorsed by the AFL–CIO executive council on February 22, 1963, for establishment of a National Service Corps—also described as a Domestic Peace Corps—"because it will give heart to our less fortunate countrymen, it will encourage State and local community action on their behalf, and it will stimulate volunteer service."

Mr. Chairman, I respectfully request that this letter be included in the record of hearings on legislation to establish a National Service Corps.

Sincerely yours,

ANDREW J. BIEMILLER,
Director, Department of Legislation.

FEDERATION OF PROTESTANT WELFARE AGENCIES, INC.,
New York, N.Y., June 13, 1963.

Hon. HARRISON A. WILLIAMS,
Chairman, Senate Subcommittee on Labor,
New Senate Office Building, Washington, D.C.

MY DEAR SENATOR WILLIAMS: 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, S. 1321—H.R. 5625. 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.*

THE UNITED PRESBYTERIAN CHURCH
IN THE UNITED STATES OF AMERICA,
BOARD OF CHRISTIAN EDUCATION,
Philadelphia, Pa., June 3, 1963.

Senator HARRISON WILLIAMS, Jr.,
U.S. Senate Office Building, Washington, D.C.

DEAR SENATOR WILLIAMS: The attached statement, welcoming the development of a National Service Corps, was adopted by the 175th general assembly of the United Presbyterian Church, U.S.A., on May 21 in Des Moines, Iowa. The general assembly is the highest court of the denomination, and is made up of equal numbers of ministers and laymen who represent the 196 presbyteries, and gather once a year as the elected representatives of the United Presbyterian Church, U.S.A.

Although the general assembly does not pretend to speak for every United Presbyterian, it can be said to enunciate the official position of the United Presbyterian Church, U.S.A. Each year, through a long and careful process of study and consultation, the general assembly addresses itself to the most critical social issues which confront the church and the world, and about which the Christian community feels a sense of concern and responsibility.

Sincerely yours,

WILLIAM A. MORRISON, *General Secretary.*

A NATIONAL SERVICE CORPS

The church has continually felt called by its Lord to develop and support services and programs which attempt to minister to those in our society who are depressed, deprived, or disadvantaged. It has done this as a part of the ministry of local congregations, through special agencies officially supported by the church, by the initiative and support of churchmen for such programs and services which are community sponsored and privately supported by voluntary contributions and assistance, and through support of public programs.

However, there are massive human needs that call for a greater involvement of the extensive human resources of the Nation.

The awareness on the part of our national leaders of the vast untapped human resources, as manifested in the response to the oversea Peace Corps, helped call into being the concept of a National Service Corps.

The policies and operating procedures for a National Service Corps, suggested by the President's Study Group, if adopted and strictly adhered to, would provide a safeguard against the misuse of such a program. Its operating principles include the formation of a small, temporary, and exemplary corps to attack social and human problems. Corpsmen would be locally invited,

directed, and phased out, acting in concert with a counterpart effort by the host group.

A National Service Corps can be an important element in a comprehensive and long-range program of community development and renewal. To the extent that the program increases public awareness of need, and involves more people in the interests of human welfare, there would be even greater recognition of the need for expanded social legislation and increased efforts to achieve a more equitable measure of social justice for all.

The church recognizes the value of service in such a program, not only in its own right but also as a reminder to the church that its witness must be rooted in a deep commitment to the affairs of this world. It is a possible channel of God's preparation for, and call to, full-time church occupations.

We recommend that the 175th general assembly:

Would welcome the development of a small, temporary, and exemplary National Service Corps as a reflection of genuine concern for the welfare of all persons, and as a challenge to all citizens, to support and participate in meeting unmet community needs; and, if such a program is enacted—

(*a*) Urges United Presbyterians and their judicatories to be involved in cooperative community efforts, private and public, in assessing needs; considering the feasibility of inviting temporary assistance from a National Service Corps; developing local resources for counterpart groups; and participating in sustained and continuing community betterment;

(*b*) Commends to the consideration of United Presbyterian men, women, and youth the possibility of serving in a corps as an authentic expression of their commitment in Christ to minister to their fellow men;

(*c*) Commends individuals and community groups who have demonstrated their awareness of human need, and encourages them to support this national effort to deal with problems of human welfare in areas of critical need.

STATEMENT SUBMITTED BY THE REV. DR. W. HAROLD ROW, ON BEHALF OF THE BRETHREN SERVICE COMMISSION, GENERAL BROTHERHOOD BOARD, CHURCH OF THE BRETHREN

Mr. Chairman and members of the committee, my name is W. Harold Row. I live in Elgin, Ill., and I serve as executive secretary of the Brethren Service Commission, General Brotherhood Board, Church of the Brethren, with general offices at Elgin, Ill.

My commission and board have requested me to submit to this important committee testimony favorable to the proposed National Service Corps as contained in S. 1321.

The Brethren Service Commission represents the service ministry of the General Brotherhood Board of the Church of the Brethren, and has been involved in programs of person-to-person helpfulness for many years. The commission maintains a volunteer service program which, during the last 15 years, enrolled, trained, and placed in service work in this country and overseas more than 1,800 young people. This is a richly rewarding experience for those of us administratively related to the program as we witness the creative work being done by volunteer workers, and the personal satisfactions and insights which come to the volunteers themselves. Out of this, and related experiences with several service agencies with which we are associated, such as International Voluntary Services, Inc., Ecumenical Work Camps, and Church World Service, Inc., we were led to support the initial studies and legislation which created the Peace Corps, and we are now led to support legislation establishing a National Service Corps.

In our view, the values of the National Service Corps include the stimulation of local effort in areas of social deprivation, the cultivation of interest in social service professions, and the bringing together of resources unavailable otherwise to local communities in the solution of some of their most chronic or acute social problems.

While we welcome a greater national effort in solving problems of mental health and retardation of migratory workers, of residents in the inner city and others, we feel that it is essential that this national effort be designed as a support and encouragement of local programs rather than a replacement of them. From our experience in community development programs in Salina,

Kans.; Rocky Ford, Colo.; Modesto and Fresno, Calif.; Baltimore, Md.; Falfurrias, Tex.; Castaner, P.R.; and Washington, D.C., we have learned that it is unwise to initiate community-development programs in areas where the major responsibility must continue to rest with our own commission. It seems essential that, early in the process, responsible local groups must clearly identify both the problems needing solution and the most effective available means of solving them. Lack of local responsibility in the initiation of projects results in projects that require continuing support and resources from the commission, rather than in the development of programs which can be maintained by local agencies once our help is reduced and finally withdrawn. Errors generally occur because of mistaking our conception of a problem for the indigenous view of the situation, failure to take into account the resources within the community (It is so easy to assume that we are needed in this or that situation), and designing programs which cannot be maintained by personnel and resources permanently resident in the community.

We are particularly interested, therefore, in the references in the National Service Corps bill to "local invitation." We strongly recommend that the program be built upon local initiative and local implementation. The National Service Corps should encourage local governmental and nongovernmental agencies to undertake studies of the social problems of their areas, and to inaugurate programs designed to mobilize the resources of the community to bring solutions to these problems. The community should be encouraged to supplement its resources, where necessary, through the National Service Corps. The National Service Corps should be prepared to bring new and creative efforts to the tasks of stimulating the conscience of the community and of sharing national resources.

The principle of local direction will minimize the possibility of the National Service Corps sapping the vitality of the local voluntary efforts. A national program, independent of local programs, might seriously diminish local initiative for people to help themselves. Our country must not allow communities to go to the National Service Corps for personnel and money as an easy avoidance of their own responsibility.

We believe that the full intention of the National Service Corps can be achieved only as our society accepts the problems of one segment of society as the problems of the whole society. This calls for a full identification of the servant with those who are served.

We believe the National Service Corps should not be created by the Congress because of its potential value as a political image. A Madison Avenue approach to service activities, complete with a quick buildup and extensive press coverage, may be opportune politics, and may lead communities to believe the savior is coming in the form of Federal funds and manpower, but it has little relation to the intensely human problems which are the urgent justification for the National Service Corps. We recommend that the program start with a few projects to test out the principles and policies of the proposed National Service Corps and that growth and expansion of the program result from firsthand experience rather than because the image demands rapid expansion and success.

There is a possibility that the National Service Corps will focus on the symptoms of social maladjustment rather than on its causes. Human deprivation invokes a direct human response that makes it difficult to see beyond symptoms to underlying causes. Helpful as the immediate service may be, there is danger of such service being only a sentimental gesture, while the causes of social maladjustment remain untouched. In order to insure that the National Service Corps will not be a superficial response, the Congress must be willing to carefully survey the existing areas of deprivation in our country in order to identify their underlying causes. These causes must be attacked not only through carefully designed programs of research, grants, and the stimulation of local voluntary action but also through legislation. The great opportunity for the Congress at this time may be in legislation for justice rather than legislation for service. Certainly a government that can generate the organization of a vast space program can initiate effective educational, health, and vocational programs for deprived American citizens.

In conclusion, the Brethren Service Commission sees a great value in a national effort in a field where much private and sectarian work is already being done. In our judgment, the bill is fully adequate. However, we believe the Federal Government should carefully devise its program so that it will supple-

ment and encourage local effort and diligently avoid weakening existing programs. We recognize that this poses a significant problem in terms of the bill's implications for cooperation of local, State, and Federal Governments and the coordination of private and public agencies. The magnitude of the human problems toward which the proposed National Service Corps is addressed demands an intelligent, heroic, and comprehensive public effort in compassionate service, as well as legislative structures which provide the widest possible opportunity for the exercise of maximum freedom and justice for all persons, especially those less fortunate in communities all across the land.

Therefore, Mr. Chairman and honored members of this committee and of the Congress, on behalf of the Brethren Service Commission, I urge you to act favorably on this bill to create a National Service Corps.

JEWISH COMMUNITY CENTER OF ESSEX COUNTY,
Newark, N.J., May 28, 1963.

Hon. HARRISON A. WILLIAMS,
Senate Office Building,
Washington, D.C.

MY DEAR MR. WILLIAMS: The Jewish Community Center has 9,000 members in its Newark YM-YWHA and suburban YM-YWHA. We serve a wide range of age groups, especially teenagers, young adults, and adults. We are thoroughly familiar with the urgent need for vocational education and training to improve skills consistent with employment opportunities and for special public service programs and the establishment of a Youth Conservation Corps.

We are very pleased that the Senate has approved the youth employment opportunities bill which we earnestly hope you will support enthusiastically. The urgency of the situation must be well known to you, as it is to us in our daily experience in working with so many young people.

May we also solicit your support for the President's proposal for the establishment of a national service program which provides for a "small, carefully selected corps of men and women of all ages working under local direction with professional persons 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 or rural poverty areas." We, like many other social agencies, could be helped significantly to expand our services to the community through this valuable corps.

With much appreciation for your favorable consideration of this legislation.

Sincerely yours,

JACOB GOODSTEIN, *President.*

AMERICAN RECREATION SOCIETY, INC.,
Washington, D.C., May 28, 1963.

Hon. HARRISON A. WILLIAMS, Jr.,
Chairman, Senate Subcommittee on Migratory Labor,
Committee on Labor and Public Welfare,
U.S. Senate, New Senate Office Building,
Washington, D.C.

DEAR SENATOR WILLIAMS: The American Recreation Society strongly urges your committee's favorable actions to create a National Service Corps as outlined in S. 1321 and other bills. Our society is a professional membership organization of recreation workers who serve in various recreation services throughout the United States and with our military and Red Cross groups overseas.

We can see in this legislation some very significant help in relation to the ever-broadening leisure time needs which at present our limited resources in personnel, structures, and natural assets cannot meet. We believe that a National Service Corps can do much to help combat and prevent those things which lead to social illnesses within our society. We need volunteer assistance, but such assistance should be stimulated and guided by those who have received some training in working with volunteers. We feel that the National Service Corps program will stimulate, among other community programs, the answers to many of the needs and problems related to community recreation and, in that

respect alone, would accomplish a great deal. However, we feel that there would be many other benefits as they relate to delinquency program, programs for the aging, programs in promoting good mental health, and the encouragement of family unity.

Respectfully submitted.

RAY R. BUTLER, *Executive Director.*

STATEMENT BY THE DEPARTMENT OF CHRISTIAN ACTION AND COMMUNITY SERVICE, THE UNITED CHRISTIAN MISSIONARY SOCIETY

The oversea Peace Corps is almost 2 years old and soon the first of some 4,500 volunteers will be coming home. Few American Government sponsored programs today enjoy the almost universal acclaim that is accorded the Peace Corps. Both at home and abroad skeptics have been converted to supporters as the volunteers demonstrated that idealistic men and women with proper skills could perform useful service for the world's needy in Asia, Africa, and Latin America.

Demonstrating, as the Peace Corps did, that there is a vast reservoir of idealism and talent that can be called to humanitarian service, it was not surprising that President Kennedy should seek to recruit volunteers to attack the many pressing social problems here in the United States. His message to Congress calling for the establishment of a National Service Corps is not only a natural extension of the Peace Corps idea but also supports the already existing volunteer efforts of the churches and other voluntary agencies.

The churches have long supported work with migrants, Indians, the mentally ill and retarded, the chronically sick, the maladjusted, the aged—the entire needy portion of our population. More than most citizens, churchmen involved in these projects recognize the vast unmet needs of these people. We have supported our work in these areas of need through the voluntary giving of our members and as citizens have backed Community Chest and governmental efforts to meet our full responsibilities toward those in need.

The National Service Corps would supplement the efforts of the churches and other voluntary agencies in important areas of human welfare. It would recruit men and women with skills and idealism who would work for 1 year on locally initiated projects. The primary purpose would be to assist local communities and voluntary agencies attack major problems of human welfare. A significant element of the National Service Corps approach would be to encourage additional volunteers to work with them on a full- or part-time basis. As with the overseas Peace Corps, the domestic program undoubtedly would stimulate local volunteer activity as well as provide a training ground for young men and women who would discover future vocational opportunities.

The Department of Christian Action and Community Service, the United Christian Missionary Society, believes this worthy program deserves the support of churchmen. We urge our churches to study the President's proposal and then express their views on it to their Representatives and Senators.

STATEMENT BY THE SECRETARY OF AGRICULTURE

Mr. Chairman and members of the committee, I would like to join those who are supporting the legislation which would create a National Service Corps. Dedicated service by young people as well as by those who have retired can help people in need find ways to help themselves. Rural people in need can benefit fully as much from this type of dedicated assistance as those in urban areas.

The problems of sickness and despair and poverty are less likely to be openly exhibited by those who have spent their lives in the semisolitude of the farm and the small community than by people in urban areas. By becoming a part of a community, by identifying themselves with the people and their problems, the corpsmen through their full-time effort can help find solutions to economic problems among rural people and can demonstrate how other citizens can serve the community in an equally effective manner.

We believe that National Service corpsmen can help a great deal in our rural areas development program. Rural areas development is a program wherein

leaders of a community examine the problems of their area, appraise their resources, determine those things that need to be done in order to overcome these problems, and initiate specific actions for getting more payroll jobs, more income from tourists, or more income from recreation enterprises. At the same time they move toward more efficient family size farms in place of farms that supply inadequate incomes and do not fully employ those who live on them. In the rural areas development program, the local leadership committee is supported and helped with information, technical assistance, and services, by Department of Agriculture agencies, representatives of other Federal agencies, and by State officials, but the desire for economic improvement, the basic planning and the initial forward steps should be taken by the local leaders.

We know of the success of Peace Corps men in identifying themselves with people in foreign countries and of the guidance and assistance that has been given in taking the first steps toward economic development. We have every reason to believe the corpsmen carefully selected and carefully trained can become identified with local communities in this country to the point where they will be warmly received.

When the corpsmen can become a part of a community, they can help turn ineffective discussion about the need for a new water system, a new sewage system, a new factory, a new hospital, and a new school into a sustained drive toward at least one of these things that the community needs. Also, they can offset the feeling of pessimism so often present in an impoverished community with a feeling of optimism. Apathy and frustration can be offset by pride in accomplishment.

The Food and Agriculture Act of 1962 gave us new tools to use in revitalizing the economy of the rural areas. We can make loans to assist rural people in reshaping their areas in the same way as urban areas are reshaped by urban renewal. As has been demonstrated in the urban renewal, a basic change in the economy produces innumerable facets and factors which must be handled expeditiously. Local leaders may visualize the new economy they seek, but someone needs to carry this vision forward and relate the small pieces of progress being made to the overall program underway. Meanwhile, errands must be run, people must be contacted, contracts and proposals must be reevaluated. All of this is the type of work that in the end must be done by the local community leaders. In the formative state, however, the stimulus of carefully selected and trained corpsmen may well represent the margin between abandonment of the project and its successful completion.

The 1962 Food and Agriculture Act also provided for pilot resource conservation and development programs. These can result in the more efficient use of land and water resources for recreation, for supplying the needs of small communities, and for agricultural production. Corpsmen by being on hand to make contracts between rural people, to help with educational meetings, and to keep before the people the goal of the conservation and development plan, can greatly accelerate the completion of these programs and their contribution to the economic development of the communities.

Poor housing, lack of sanitary facilities, difficulties in obtaining basic education, and in finding proper vocational training, all are problems of the rural people. Alert corpsmen becoming identified with these people can point the way toward making the housing, training, and community facilities programs most effective in reaching those people most in need of the services.

Over half of the poverty in the United States is in rural areas. Farm and rural nonfarm families living on substandard incomes total 4.1 million. This compares with 3.9 million urban families with similar substandard incomes.

In the rural areas, there are 22 million people under 20 years of age. Over 4 million of these are in poverty-stricken families. There are almost 1 million migratory families with low incomes, inadequate homes, and little opportunity for proper education of their children.

About 800 counties in the Nation have predominantly low income. More than 25,000 small towns are involved. Younger adults have migrated to the city from many of these areas. Leadership is hard to find, and there is apathy, frustration, and fear.

In our rural-area development program in the Department of Agriculture, we are setting about revitalizing these communities so that they are again strong, viable, economic areas. We want to support the proposed legislation for National Service Corps men in order that we may have the young people and the older individuals to assist us in this effort.

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

Hon. HARRISON WILLIAMS,
Chairman, Subcommittee on Migratory Labor,
U.S. Senate, Washington, D.C.

DEAR SENATOR WILLIAMS: 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 thaat 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 graduates 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 this 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,

Mrs. MARTIN R. KING,
Chairman, Advisory Committee, Central Volunteer Bureau.

NATIONAL NEWMAN CLUB FEDERATION

The following resolution was passed by the National Executive Committee of the National Newman Club Federation at its spring meeting, April 6–7, 1963, in Cincinnati, Ohio:

Title: The National Service Corps.

Fact: At the December 1962 meeting of the United States Young Adult Council, the National Newman Club Federation issued statements in support of the National Service Corps. The National Service Corps is a program using the techniques and skills of young adults to recover the loss to our Nation from unemployment, underdevelopment, and natural and manmade conditions requiring economic, social, technical, and cultural rehabilitation. This program would utilize volunteer workers in a manner similar to the Peace Corps.

Principle: The inherent dignity of man demands that we as responsible Christians cooperate with organizations using morally correct means to promote the common good and the cause of God.

Statement: The National Executive Committee of the National Newman Club Federation endorses the efforts of the U.S. Congress to create a National Service Corps and strongly recommends the participation of Catholic students in such a National Service Corps.

Implementation: President Kennedy, majority and minority leaders of the House and Senate, chairmen of permanent House and Senate committees, chairman of the United States Young Adult Council, all federation officers and member clubs.

AMERICAN PUBLIC WELFARE ASSOCIATION,
Chicago, Ill., June 11, 1963.

Hon. HARRISON A. WILLIAMS, Jr.,
Chairman, Subcommittee on Migratory Labor, Committee on Labor and Public Welfare, U.S. Senate, Washington, D.C.

DEAR SENATOR WILLIAMS: 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 (S. 1321).

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 carrrying 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.

PROVIDENCE, R.I., *June 1, 1963.*

FREDERICK B. BLACKWELL,
Counsel, Senate Subcommittee on Labor,
New Senate Office Building Washington, D.C.

DEAR MR. BLACKWELL: I wish to file the following statement in support of legislation which proposes to establish a national service program:

Through my responsibilities and activities I am in continuous touch with older adults and have felt a growing need for the development of desirable opportunities for volunteer service. The establishment of the National Service Corps through passage of H.R. 5625–S. 1321 will serve significantly to answer the need not only for constructive and meaningful activity for retired folks, but also for combating our country's problems of poverty, ignorance, and disease.

We therefore urge prompt passage of H.R. 5625–S. 1321, and offer our professional resources to the National Service Corps to assist in the implementation of its objectives.

I respectfully request that this statement be made part of the official record of the hearings on the national service program bill.

Respectfully yours,

Dr. MARY C. MULVEY,

President, National Council of Senior Citizens Education and Research Center.

PREPARED STATEMENT OF GARRETT J. BOWMAN, AMVETS NATIONAL SERVICE DIRECTOR

Mr. Chairman and members of the subcommittee, AMVETS appreciate the opportunity to express our views on S. 1321 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 service 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 5, 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 are 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 S. 1321.

RESOLUTION ADOPTED AT THE 30TH ANNUAL CONFERENCE, U.S. CONFERENCE OF MAYORS, HONOLULU, HAWAII, JUNE 12, 1963

YOUTH OPPORTUNITIES

Whereas the young people of our Nation constitute our most valuable national resource; and

Whereas the future strength and vitality of this country depends upon the qualifications and fitness of our youth to successfully cope with the responsibilities of life; and

Whereas the number of young people under the age of majority is increasing yearly at a greater rate than the population as a whole; and

Whereas extraordinarily heavy demands have been placed upon the resources of our cities in an effort to meet the needs of our youthful citizens; and

Whereas a constant and distressing rise in school dropouts, youth unemployment, and juvenile delinquency compels the cooperation and assistance of all levels of government to find solutions for these problems; and

Whereas these problems cost the Nation billions of dollars annually which could be saved with concerted attacks on the causes of the problems: Now, therefore, be it

Resolved, That the U.S. Conference of Mayors support public and private programs designed to stop the spread of juvenile delinquency and explore new

approaches and resources in facilitating the educational, vocational, and civic training needed by our youth; and be it further

Resolved, That the conference, in pursuing these aims, support (1) establishment nationally of a Youth Conservation Corps, Home Town Youth Corps, and National Service Corps; (2) enactment of a Youth Employment Act; and (3) extension of the Juvenile Delinquency Act of 1961.

PREPARED STATEMENT OF THE AMERICAN FARM BUREAU FEDERATION, PRESENTED BY MATT TRIGGS, ASSISTANT LEGISLATIVE DIRECTOR

At the last annual meeting of the American Farm Bureau Federation the voting delegates of the member State farm bureaus unanimously approved the following policy statement:

"We vigorously oppose the establishment of a Domestic Peace Corps. It would duplicate governmental agencies already in the field and would add to an already top-heavy centralized Government. We support efforts to deal with individual and community problems through the expansion of local training facilities."

Our position in this respect is based on a conviction that it is not necessary or desirable for the Federal Government to direct every phase of human life or undertake responsibility for the solution of every individual or community problem.

The activities of private individuals, charitable, and religious institutions, local and State governments in the areas of human problems covered by the National Service Corps proposal, are innumerable and comprehensive. In addition, many Federal agencies and programs have been set up to get at the same problems. It would appear that if the Federal Government is going to assume responsibilities through the National Service Corps for such problems this will tend to induce others to step aside and let the Federal Government take over the major responsibility.

We appear to be piling program on top of program in a bewildering kaleidoscope of Federal activity in every conceivable field, with a constantly growing force of Federal agents and agencies which are absorbing a larger and larger proportion of the resources of the Nation. Thus we have had the enactment or proposed enactment of the Manpower Training Act, the Youth Conservation Corps, the Youth Employment Act, a variety of Federal aids to education, an expansion of the Area Redevelopment Act, a continuation of the public works acceleration program and other proposals.

It is asserted that a reduction in Federal taxes is needed to provide greater incentives to economic growth and employment—and at the same time a whole new phalanx of Federal spending programs is proposed. Many of the new proposals do not initially appear to involve major expenditures, but each commits us to a Federal responsibility in a new area, almost certainly to be followed by expansion of expenditures and responsibility in succeeding years.

We agree that tax reduction is needed to provide the basis for economic growth to absorb the rapidly growing labor force. But this reduction in our opinion must be accompanied by comparable reduction in Federal expenditures if we are to avoid continuation and acceleration of inflationary trends. This necessitates a rigorous reexamination of all existing Federal expenditures with an urgent sense of priority and the avoidance of new spending proposals. Federal tax policy cannot, or should not, be divorced from Federal spending policy.

We cannot find in the bill any restriction on the kind of agency, organization, or individual to which "corpsmen" might be contracted or any limitation relative to the type of work to which "corpsmen" might be assigned. The asserted purposes of the preamble that the program is designed to "open new opportunities for full-time service, working with those Americans in great need; to illuminate those needs so as to expand the attack on deprivation in the United States; to motivate many more citizens to volunteer their services in their own communities * * * and to inspire more people to choose professions that serve their fellow citizens" are so broad as to include virtually any kind of activity. The authority of the bill to require contributions by cooperating agencies leaves the determination of whether or not contribution shall be required or the amount of such contribution to the sole discretion of the administrator. The "corpsmen" would be provided such living, travel, housing, medical care, subsistance, clothing,

and training as might be determined to be desirable. The bill would constitute a "blank check" to the administrator to assign such workers for virtually any purpose and to virtually any person he, in his discretion, might decide.

We therefore respectfully recommend that S. 1321 not be approved.

PREPARED STATEMENT OF NATIONAL COUNCIL OF JEWISH WOMEN, INC.

The National Council of Jewish Women, a voluntary organization with membership of 123,000 in 329 affiliated local units is happy to testify in support of the National Service Corps. We have a long history of providing help through appropriate volunteer services to the less fortunate members of the community—the sick, elderly, children with special needs.

At our biennial convention last March, our delegates 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."

We are not in any position to testify to the particular administrative structure proposed in S. 1321. However, because of our experience, we are able to testify to the effectiveness of properly planned and organized volunteer service, and to the need for even greater numbers of volunteers to participate in new and expanded service projects. We are particularly hopeful that the National Service Corps will be able to reach into areas of relatively sparse population where welfare and educational service of all kinds are minimal. We are more than willing to offer the cooperation of our experience and our womanpower to make this program a success.

The National Council of Jewish Women, throughout its 70 years of experience, has seen and helped meet the need for supplementary assistance in many areas of health, education, and welfare. Volunteers—citizens with skills acquired professionally or developed through training—have broadened and deepened the extent of services rendered and have, in innumerable instances, initiated new forms of services lacking in a community. Through demonstration or long-term programs, NCJW has pointed up needs, encouraged community backing, and helped in the attainment of beneficial communitywide projects. At present we estimate that about 25,000 council volunteers are working in various community projects.

Let us tell you about a group of volunteers whose service has stimulated both an increase of professional work and additional voluntary activity. As far back as 1920, council volunteers in one community began visiting patients in mental hospitals—a revolutionary thing, for at that time, mental patients were put away and forgotten. A large scale, planned program grew out of this, operated under hospital auspices. The council women then sought new ways to assist. Working with skilled professionals, they developed recreational and leisure time programs for the patients, taking them to parks, on picnics, or helping them plan and participate in musical activities. Their latest activity is a clothing center where patients can "shop" for clothing in which they will look especially well when going some place special—for entertainment, home for a weekend, or possibly to a job interview prior to discharge. Undertaken as a citywide operation, our volunteers solicited and collected clothing, obtained donations of racks, signs and shelves from stores, and cooperation from cleaners to clean the clothing when needed. Many volunteers sorted and stored the clothing in a room at the hospital. Patients can choose a dress, a suit with the help and friendly advice of the volunteers.

This pattern of volunteer service, of meeting needs as they appear, developing services, and moving on to new programs and activities has been a highly fruitful and successful way of working in our organization. As we understand the

intent of the National Service Corps, a similar pattern is proposed. If it is well planned and administered, it should provide new avenues of service for many other community volunteers outside the corps.

Such a program can enable the young to serve the old, the able to aid the handicapped, the strong to aid the ill, and completing the cycle, the older citizen to help the younger one. Each in his turn may be giver and receiver as service also enriches the lives of the teachers.

Just such an idea is behind the senior service program now being inaugurated by the National Council of Jewish Women. Ours is a plan for volunteer service to enable the elderly—only 6 percent of whom attend gold age clubs and centers to use their lifelong experience and skills in service to the community, and particularly in teaching skills to young people.

It is evident that the skills and resources of the elderly can be of vital importance to the community itself and in meeting human needs. Recognizing this and utilizing their abilities help these older people to feel constructive, and to remain actively contributing members of their communities. Some of our programs will operate as corps—with their own identity—some through volunteer bureaus and others in clubs and centers. The senior service program now taking place in the Brooklyn section's council center for older adults is of particular interest because it is devoted to enabling the elderly to teach their skills to the young.

Voluntary efforts to meet critical needs of families and children in the United States are to be encouraged, when initiated by private agencies or as in this case, as the outgrowth of national legislation. We endorse the National Service Corps as set forth in S. 1321.

PREPARED STATEMENT OF THE INDIAN RIGHTS ASSOCIATION, PHILADELPHIA, PA.

At its regular meeting on March 6, 1963, the board of directors of the Indian Rights Association gave further consideration to the proposal for a National Service Corps. It was the sense of the board that a National Service Corps could be of great service to the Indian people.

Technical assistance is one of the important services that can be rendered the Indians in the development of resources which they own or have available to them including the rather new field of recreation for profit. Technical assistance is also urgently needed in such areas as homebuilding, the development of sanitation facilities, in the construction of community buildings and improvements, in health education and in child care.

National Service Corps work could probably be coordinated very helpfully with Youth Conservation Corps projects manned by Indian youth. The possibilities for usefulness of the work of a National Service Corps are endless.

PREPARED STATEMENT OF NATIONAL COUNCIL FOR THE SPANISH SPEAKING, SAN ANTONIO, TEX.

THE NATIONAL SERVICE CORPS—ITS SERVICE NEEDED FOR DISADVANTAGED CITIZENS

Society is measured not by what it does for the affluent and strong but by what it makes possible for the poorest and weakest of its members. In particular it is judged by what it does to prevent poverty and needless suffering. Those to whom society should direct its efforts may be generally termed as "disadvantaged citizens" because almost without exception they live on the fringes of society and are the recipients of almost no social assistance since they do not relate to the overall community.

Among the disadvantaged persons we find those with cultural problems and educational disabilities which prevent them from becoming useful and productive citizens in our highly competitive society. Among this group are found many minorities living in the United States. While I recognize the problems of various minorities I will, in particular, stress in this statement the problems of the Spanish-speaking minority.

Strangely enough the Spanish-speaking minority is either forgotten or taken for granted and when we speak in areas of civil rights, unemployment, job discrimination, etc., we immediately solidify our thinking only in respect to the Negro and forget that the same applies to other groups, among them the Spanish speaking. In the United States today the Spanish-speaking population is about 8 million, composed mostly of Mexican-Americans, Puerto Ricans, and Cubans.

It is a fast-growing population as it doubled in the past 10 years. This is also a minority which will grow faster than any other minority in the United States because it has the highest natural fertility rate in the United States and is bolstered by the highest in-migration today of any ethnic group in the United States.

The demographic characteristics of the population (housing, employment, education, income, and occupation), when compared to the nonwhites and Anglos, reveal that the Spanish speaking, in general, are less well off than the nonwhites and very much worse off than the Anglos.

The increase of the Spanish-speaking population in the United States during the last 10 years, judging from the persons of Spanish surnames listed in the 1960 census report for the five Southwestern States, is as follows: Arizona increased 51 percent; California, 88 percent; Colorado, 33 percent; New Mexico, 8 percent; and Texas, 37 percent. Moreover, it must be noted that there are at least 5,000 new residents each month arriving from Mexico into the United States and this new immigrant group is in dire need of immediate help and assistance. The new immigrants, almost to a person, have come to the United States because of social and economic oppression in Mexico and they come to the United States, for the most part, without any formal education, with no knowledge of the English language and no concept of the American way of life and how one must survive and exist in our affluent society.

There are people who claim that the Spanish speaking are not industrious or ambitious and do not take to education but these fail to review for themselves the history of this population in the United States. The general situation is this: we find a people who came to this country in the early 1600's and 1700's who established a folk society based on European tradition; who were isolated geographically and, therefore, culturally from the Western civilization; who lived a relatively slow life based on agriculture and the seasons; who had no particular need for education as we know it today; who when conquered were not assisted by the conquerors to make an adjustment into the new society; and who, when forced with the competition of the dominant society, could do little but withdraw into further isolation. When educational facilities were finally established the Spanish-Americans could not be expected to flock to the institutions since essentially these were not an integral part of their culture. Even today, although facilities are generally adequate, the consequences of long historical tradition are evident.

The biggest problem today in the Spanish-speaking community in regard to education is the dropout problem. In the United States, formal education has been considered important for enlightened citizenship and in recent years education has also become the foundation for occupational opportunities and a related social and economic status. Very many reasons, among them cultural factors such as language handicaps and little value placed on educational achievement, low socioeconomic status, inadequate facilities, and a lack of enforcement of the laws by local officers, have constantly contributed to the low educational level of the Spanish speaking. The result has been that over the years Spanish-speaking children have either not attended school or have attended irregularly or have received an inferior education.

To exemplify the problem of education among the Spanish speaking, especially those 25 years of age and over, let me quote the statistics from the 1960 census for Texas: Those with Spanish surnames with 4 years or less of education, 52 percent; those with high school education or more, 11.7 percent; the nonwhite with 4 years education, or less, 23.6 percent; high school or more, 20.9 percent; the Anglo with 4 years or less, 6.3 percent; high school or more, 46.3 percent. You will note from these statistics that more than twice as many Spanish-speaking persons living in Texas, 25 years and older, have less than 4 years of education compared with the total for the nonwhite. Also, you will note that among the nonwhite almost twice as many have a high school education or more compared with those of Spanish surname.

Areas in which the national service program could be used in relation to the Spanish speaking may be summed as follows:

1. *Education.*—The Spanish speaking have had less than equal opportunity for high educational achievement. They lag behind the nonwhites and the Anglos, regardless of what measure of educational achievement is used.

2. *Housing.*—The Spanish speaking rent more than Anglos, get less for their money, and the houses they live in are more often deteriorated, dilapidated, and overcrowded without basic sanitary facilities. Either voluntarily the Spanish

speaking live among themselves. The larger the proportion of Spanish speaking in the community the worse their situation appears to be.

3. *Employment.*—From an analysis of available statistics it appears that on the average the Spanish speaking have lower incomes of the total population and just above or below the nonwhite levels. They also have larger proportions in low status occupations and higher percentages of unemployment than either the nonwhites or Anglos.

4. *Justice.*—People of low social and economic status without purse, power, and pull are disadvantaged before the law. The Spanish speaking fall into this category and for them must be added the dimension of ethnicity.

5. *Health.*—Data in this field is rather meager because many of the Spanish speaking still follow the old customs of health and maintain that the problems of health are a family affair. There is, however, some suggestion of high morbidity rates of tuberculosis and upper respiratory diseases for the population under consideration and infant mortality rates also appear to be higher. All of these conditions appear to be related to the low social and economic status of the Spanish speaking as well as to their housing situation.

6. *Cheap labor.*—The effects of the domestic and foreign agricultural labor system, the commuter worker system in border cities, and the illegal entrance for purposes of employment are among the most serious and depressing. These effects consist of (1) unfair competition for domestic laborers; (2) depression of wages; (3) exploitation of labor; (4) deprivation of civil rights of children; (5) categorical retardation in education; (6) perpetuation of a vicious social system which is detrimental to society. This problem calls for an immediate solution.

With all the interest presently focused on Latin America and the problems of Latin America it would seem that the United States would make some concentrated effort to see to it that the bulk of the Spanish-speaking population in the United States does not continue being termed "second-class citizens" and "disadvantaged citizens." The National Service Corps could well serve as the catalyst which would develop and bring about programs, find solutions, and administer remedies to a situation which has for too long been almost totally neglected. The National Council for the Spanish Speaking strongly urges the passage of the National Service Corps and at the same time pleads that should the national service program become a reality, it will not neglect the many and complex problems of the Spanish speaking.

PREPARED STATEMENT OF THE NATIONAL ASSOCIATION FOR MENTAL HEALTH, INC., PRESENTED BY PHILIP E. RYAN, EXECUTIVE DIRECTOR, JUNE 20, 1963

Hon. HARRISON A. WILLIAMS, JR.,
Chairman, Subcommittee on the National Service Corps,
U.S. Senate, Washington, D.C.

DEAR SENATOR WILLIAMS: In response to your letter of June 18, we are very pleased to submit the following statement expressing the views of the national association on the proposed National Service Corps:

The National Association for Mental Health has long called attention to the shortage of competent manpower as a major bottleneck to better care of the mentally ill. It encourages young people to explore careers in mental health. It also continues to recruit and train volunteers to meet tthe needs of the mentally ill both in hospitals and communities.

The proposed National Service Corps could be an effective device for supplying needed supporting manpower, for giving competent young people an opportunity to explore the mental health field as a possible area for life work, and for providing organizational personnel to increase substantially the number of traditional volunteers engaged in hospital and community service.

I hope this information will be helpful to you in the hearings on the National Service Corps bill, S. 1321.

PREPARED STATEMENT OF THE COUNCIL OF THE GOLDEN RING CLUBS OF SENIOR CITIZENS, NEW YORK, N.Y.

This statement is submitted for the record by the Council of Golden Ring Clubs, Mr. Adolph Held, chairman; Mr. Zalmen J. Lichtenstein, executive director; George Orth and John Columbro, board members; in support of proposed National Service Corps (bill S. 1321).

The Golden Ring Council of Senior Citizens enthusiastically supports the grand idea of establishing a National Service Corps (bill S. 1321).

The Golden Ring Council is a national organization consisting of clubs and organizations of elderly people of all walks of life. It is a nonpartisan, nonprofit, voluntary movement. Affiliated with the council are retirees of day centers, trade unions, community centers, church groups, etc.

Our organizations function on the basis of "do-it-yourself" and "pay-as-you-go" by the senior citizens themselves. Starting with everyday local gathering in the neighborhoods and ending with huge undertakings such as senior citizens rallies at Madison Square Garden, all these functions are planned, organized, and carried through by the leadership and membership of the senior citizens.

All the activities of our clubs and the huge affairs are financed by the elderly people themselves. They take pride in the fact that it is their own brain, their own heart, and their own (however meager) pocketbook, that keeps this movement in orbit.

The 17 million senior citizens all over the country can best realize how much more has to be done for the underprivileged. These people have experienced the hardships of life for the last 50 to 75 years. They are the generation of the sweatshops and cold-water flats. The senior citizens have a deep understanding and great devotion to the social values of community service and for helping their fellow citizens.

There could not be a more imaginative idea for harnessing the potential productive energies of the millions of our senior citizens for helping themeselves and their communities than through this concerted endeavor to be implemented by a National Service Corps.

The senior citizens can also be helpful in trying to solve the problems and needs of the younger generation. We dare to state that the communication between the grandparents and grandchildren is a good one, full of affection, love, and understanding. In the devastating problem of juvenile delinquency, the experience and warmth of the elderly people can be used in the battle to eliminate this social malady. Millions of retirees possess valuable educational and technical skills that can be extremely useful in the all-important retraining program to be undertaken by the Government.

There are now millions of retired people in our country and they still expect a long period of living in the autumn of their lives. For many of them, these years are empty ones, devoid of meaning and purpose. This proposed National Service Corps, with its vital community program, could fill those long retirement years with useful activities for themselves and for their fellow citizens.

The Golden Ring Council of Senior Citizens therefore urges Congress to establish the National Service Corps without delay. We say to our Representatives and Senators—give us, the millions of senior citizens—the opportunity for human endeavor, purposeful living in our later years and we will through the National Service Corps make an outstanding contribution to the health and welfare of American society.

PREPARED STATEMENT OF HON. ALBERT D. ROSELLINI, GOVERNOR, STATE OF WASHINGTON, AND CHAIRMAN, CONFERENCE OF GOVERNORS

Mr. Chairman and members of the subcommittee, I am pleased to submit this statement in support of H.R. 5625 (S. 1321), the National Service Corps bill.

I consider this bill a call to service—in the most outstanding tradition of our Nation. It is not a charity effort. It does not propose to give money to people in need. It is not simply an attempt to meet these needs by extending the efforts of several professions.

It is a broad citizen effort, and as such, it embodies America's great tradition of volunteer citizen service. It is a bill to highlight such service and dignify it further—offering national attention and support. The National Service Corps is a program to provide a new opportunity for Americans who have the ability and motivation to work with their less fortunate fellows—those who remain outside the mainstream of American life.

This program would constitute a vivid reaffirmation of national purpose. In recent years the great expression of these ideals has been the Peace Corps. The National Service Corps would be another step toward the reassertion of principles so basic to our heritage.

Is there a need for such a program in a nation known for its unprecedented standard of living? Some say there is no need. Others say that only a very

few of our people need the help this program could offer. Still others, while admitting that relatively large numbers among us are denied the basic essentials of a decent life, suggest that the States and existing Federal agencies can meet these needs.

The fact is that a shocking number of Americans are living in conditions which should shame us all. Despite the efforts of public and private agencies, local, State, and National, too many Americans are relegated to lives of misery and despair and do not participate in the great American experiment of freedom, equality, and opportunity.

In this land of abundance, 1 out of 6 of our citizens lives on a submarginal income. Inadequate education, poor health, and abandoned aspirations are the lot of these forgotten Americans. How can we forget them? Our lives are complex. We plan for tomorrow. We lose sight of those who are not moving with us. And the unfortunate among us—the poor—are becoming invisible. But one has only to look into our institutions for the mentally ill and mentally retarded, our reformatories and training schools, our institutions for the aged, at migratory labor camps and city slums, at our depressed rural areas and Indian reservations. The conditions are shocking.

By their very dimensions these are not just local or State problems. They are national problems. No single agency or group, no single level of government can alone alleviate or correct these conditions. No group of technicians and no amount of money will find the magic formula to make the American dream a reality for the deprived. In this battle many resources are needed, and they must come from untapped segments of the American community.

Repeatedly, we have demonstrated our Nation's ability to uphold its heritage in time of war. And we are right now engaged in a great national effort to achieve peace throughout the world. Certainly, we should not fear an exemplary national effort addressed to helping our own—to help those among us in greatest need to help themselves. To develop a great new movement on behalf of those who, through no fault of their own, cannot help themselves.

I believe that the National Service Corps would be such an exemplary undertaking, and could provide a new, vitally needed service. It could become the link between people in need and resources which are not now reaching them. Too many people who could benefit from help, who could become self-sustaining, do not know what services are available. Many more, because of certain handicaps, cannot take adavntage of available services. For instance, we cannot give job retraining to people who cannot read and write. But a National Service Corps could help teach basic literacy skills so that more people could take advantage of the Manpower Retraining Act.

Corps men, living and working with the people in need, could help them better use the resources of all levels of government, thus increasing the effectiveness of existing programs.

This important service is one reason the National Conference of Governors is interested in this program. In January, the executive committee of the conference met with the Attorney General. Our committee on public health and welfare has proposed to the conference a resolution endorsing a National Service Corps, and in July, the resolution will be considered by the conference.

As a Governor and as chairman of the conference of Governors, I call for a new cooperative effort. By working together, we can extend the impact of all our work. No matter how capable and well-intentioned the men and women in the National Service Corps are, they will not perform miracles. Their work must be supported by the efforts of others. Corpsmen efforts should be reinforced by human and material resources of public and private agencies and groups throughout the United States. In turn, the National Service Corps should participate in projects reinforcing and extending the best policies and practices of local and State programs.

I think it highly desirable that interested State agencies consult with the National Service Corps in the consideration of project proposals which affect their work. I endorse the provisions of section 2 which provide for such cooperation and consultation. The National Service Corps will want the assistance of State agencies if it to assess accurately potentials for service and if it is to avoid pitfalls. State agencies could help to evaluate projects and their relationship to existing or projected programs. And, of fundamental importance, the concerned State agencies could examine their own ability to support proposed projects. Since eventually, corps men will be phased out, the assistance and support of State agencies will be a valuable ingredient in building up resources to assist their withdrawal.

There is still another reason for the National Service Corps to consult appropriate State agencies. With a limited number of corpsmen and projects, the National Service Corps must select projects which will be demonstrations, stimulating many other efforts beyond those in which it can participate directly. Its work must be an example and a challenge. States have a basic interest in, and commitment to the extension of such efforts. The National Service Corps will find State agencies valuable friends who will help to extend the work of corps men far beyond projects in which they are directly involved.

The State of Washington participated in the initial work of the study group by submitting a project model, covering a number of State services, one of which was mental health.

Experience in operating 10-week study programs for undergraduate students has convinced our State division of mental health that "volunteer work units are valuable to both the patients and the institution, as well as the individuals involved."

We have requested corpsmen for two types of projects in mental institutions—those to supplement and expand existing services, and those to demonstrate new services.

To supplement and expand existing services, corpsmen would be assigned to several clinical departments such as nursing, social service, psychology, occupational, recreational, and industrial therapy.

To demonstrate new services, corpsmen could help develop halfway houses, employment and recreation outlets, and adult education programs.

What makes the National Service Corps so significant is its person-to-person quality. As such, it will not be a consultant program nor a technical assistance program. In the model developed by the State of Washington, men and women of the Corps would live in the same communities as the persons with whom they would work. And they would not be giving service to these people; they would be working with them on a day-to-day basis.

This is the vital link which can be provided by a National Service Corps.
Only by a program such as this one can our most destitute and demoralized people be afforded the kind of assistance and example which will enable and motivate them to help themselves. And by so doing the men and women in the Corps can succeed in challenging others to give of themselves in such work.

The illiterate does not know how to learn. Someone whom he trusts must show him. In this country, we still have over 8 million functional illiterates.

Many of our Indians live in shacks, shanties, or tents—entire families in one room. Someone whom the Indian trusts and respects must help and teach them how to build a house.

The mentally retarded child and the mentally ill need to know that someone cares. Individuals working with them, gaining their trust and friendship, can help to bring them out of their isolation.

Certainly, the opportunities for the National Service Corps are great. And the human ingredient to be offered by the men and women of the Corps is currently in great shortage.

As proposed, the Corps would be limited to 5,000 men and women. Of course, these great problems will not all be solved by this handful of people. Many more men and women and material resources are needed. But even 50,000 corpsmen would not solve our problems. The basic promise of the Corps is, by doing its job, to stimulate and challenge others to commit themselves to expand the attack on these problems. Consequently, what really matters is the quality of the Corps—its vision and its ability to participate and enhance other programs addressing these pressing domestic problems.

In seeking the cooperation and counsel of the States, the Corps will enrich our efforts by pointing the way. It will provide a vehicle for our citizens to participate in State and local programs.

There is no danger of competition. The need is too great.

I urge your support of this most important and inspiring measure.

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.

ALABAMA LEAGUE OF AGING CITIZENS, INC.,
Montgomery, Ala., June 22, 1963.

Senator HARRISON A. WILLIAMS, Jr.,
Chairman, Subcommittee on National Service Corps,
Senate Office Building, Washington, D.C.

DEAR SENATOR WILLIAMS: My organization is the Alabama League of Aging Citizens, Inc., cosponsor of the joint legislative committee for 10 pension and senior citizens organizations in our State. These aged citizens reside in all 67 counties of Alabama. Some live on farms, or in small towns, others live in large cities such as Birmingham, Mobile, or Montgomery.

About 2 percent of the aged citizens of Alabama are reasonably well to do. However, 98 percent are quite poor. Poverty, disease, and low morale exists among the great majority of these old people. It would be impossible, in a few words, to describe their suffering, misery, and helplessness.

The greatest problem that confronts us in seeking an answer to the problems of the aged is that their needs are not always the same. For example, some of our fine old folks need employment to make an extra dollar to supplement their meager income and something to do to occupy their minds and souls. Some may need only understanding which may be provided by some type of guidance counseling service. Others need only a friend.

By establishing the National Service Corps, the Federal Government can pry open the door to a more useful life for millions of men and women who are now doomed to idle loneliness and utter dependence on charity. What is done or is not done in the next few years will have far-reaching effects on every one of us, regardless of age. Wise action now can help make the later years of all Americans meaningful and truly the harvest years of their lives.

We spend millions of our tax dollars each year to help foreign countries, so why not help our own taxpayers with their problems. The role of the Federal Government is not adequate and there is a great need to make it possible for older people, who are able to work to continue their productive lives. This can be accomplished through the National Service Corps. There is a great need to remove the fear of destruction in the later years of our aged citizens and to stimulate the construction of better opportunities in life for them.

It has been the position of the Alabama League of Aging Citizens that all people over the age 55 should as a matter of right receive equal consideration and opportunity for employment. It is an obligation of a democratic government to make certain that the spector of fear which hovers over the housetops of our Nation's aged citizens be removed.

Thousands on relief rolls could be self-supporting and it will take a practical ingenuity on the part of the Federal and State governments to stop some of the handouts and start rooting out some of the real freeloaders. We believe in the concept that adequate public assistance should be available to all who have a genuine need for it. We believe emphasis should be put on rehabilitation so that our more unfortunate citizens may become self-supporting.

Approximately 106,000 old people in Alabama are depending entirely on welfare checks every month through no fault of their own. There are some on relief who could be self-supporting if they got the opportunity and the right kind of help and stimulation from Federal and State agencies. However, these cases must be handled individually with patience and ingenuity. The Federal Government cannot deal with these problems by simply adopting a harsh and inflexible set of rules. That kind of shotgun approach will hurt innocent people and may miss the real freeloaders altogether. The 1961 White House Conference

on Aging gave major attention to the need for adequate opportunities as well as services for the aged.

The officers and members of the league and joint legislative committee most seriously urge the passage of Senate bill 1321. Its passage would be the humanitarian thing to do, and it will go a long way in protecting our most precious resource. The enactment of that measure would not only go a long way in helping to preserve our society, but it would mean that freedom and a better life might flourish for all in our society. If we reject this bill, we reject the aged citizens of America and we allow precious human lives to be tragically and needlessly wasted. This bill, regardless of expenditure, will not be a liability to our society, it will be an investment for the best interest of our old people and the Nation.

Very truly yours,

RUBIN M. HANAN,
President.
J. W. HEUSTESS,
General Secretary.

STATEMENT OF HON. IVAN ALLEN, MAYOR OF ATLANTA, GA.

Although most of the needs to which National Service Corps men might address themselves in the Atlanta area are the responsibility of the Fulton County administration, I have been greatly impressed by the philosophy underlying this proposed program and its great potential. I can think of no more effective and challenging way to call the attention of this Nation to some of our most pressing pieces of unfinished business. That many Americans are willing to give a full year of their lives to unremunerated service to their less fortunate countrymen will not only dramatize our remaining pockets of human need but will demonstrate that we as a people have the determination and the ability to eliminate those needs. I am particularly interested in the challenge and opportunity which such a program would provide for our retired citizens whose skills and vitality must not go unused. I strongly urge prompt enactment into law of S. 1321 which would authorize a National Service Corps.

STATEMENT OF DR. ETHEL PERCY ANDRUS, PRESIDENT, NATIONAL RETIRED TEACHERS ASSOCIATION AND AMERICAN ASSOCIATION OF RETIRED PERSONS

It is my privilege as president of the National Retired Teachers Association and the American Association of Retired Persons to submit to your committee, for inclusion in the printed hearings, the position of our two organizations in behalf of S. 1321, the National Service Corps Act. The National Retired Teachers Association consists entirely of persons who have retired from teaching. Total membership for the present year numbers approximately 250,000. Membership in the American Association of Retired Persons is open to any retired person, age 55 or over, and total membership numbers approximately 450,000. National, State, and local or chapter officers of the two organizations number between 500 and 600 persons.

In December 1962, in cooperation with a number of other membership organizations, we made a limited but representative survey of our member interest in the Service Corps concept under development at that time.

The character and significance of the responses to our questionnaire may be best understood if we report here that a substantial proportion of our members are retired from many years of service in one profession or occupation. Many are retired teachers, principals, and school superintendents. Many are retired from a lifetime of service in municipal, county, State, or Federal employment. Others have devoted their employed years to professional practice in the fields of police work, social service, law, medicine, the Red Cross, safety or fire protection.

Persons who have chosen and followed one of the above-named occupations tend, we suspect, to be endowed with a rather sensitive social conscience. If such is the case the results of our survey may not be representative of the total population of older persons. Furthermore, before I report the findings of the survey, I must point out that our questionnaire was submitted to our local, chapter, State, and national officers chosen or elected by their fellow members. The results therefore show the interests and preferences of group leaders and not necessarily the concerns of the total aged population.

After this explanation I will restate the findings which we communicated to the President's Study Group on February 4 of this year.

We received approximately 800 replies. Seventy-nine percent of our responses endorsed the Service Corps concept. Forty-eight percent indicated an interest in participating in a voluntary Service Corps. Women outnumbered men 2 to 1 in both the total number who indicated a belief in the Service Corps concept and in the percentage who indicated a willingness to serve.

The interest of our organizations, the National Retired Teachers Association and the American Association of Retired Persons, is not limited to the current proposal. In recent years we have been approached on more than one occasion by penal and other institutions seeking lists or sources of persons who might be available for voluntary community assistance.

During the months intervening between our 1961 and 1962 national conventions the philosophy in support of some voluntary service program was gradually taking practical form. On June 21, 1962, the NRTA–AARP Annual Convention assembled in Denver adopted the following resolution:

"We shall initiate and develop the idea of a senior Service Corps for volunteer services through our associations and by our members. Volunteer service is the gift we can bring to veterans hospitals, local hospitals and nursing home programs, Red Cross activities, church activities, and community activities."

We believe that clear-cut congressional policy should be written into the Service Corps Act to describe and delimit its scope. Such a statement should specifically declare that it is the intent of Congress to preserve and respect the independence and autonomy of existing voluntary religious, charitable, and similar organizations. It should also expressly state that the proposed Service Corps administration shall be conducted along lines of service to the communities which shall not be in conflict with, or in competition with, existing voluntary agencies and organizations.

The Service Corps Act should include a clear and specific statement of intent that the period of service available to a community shall be of a temporary and not permanent duration. In further conformity with the concept of a short-term service the stated purpose should include a requirement of training local talent to assume and carry on the needed community services after a limited number of years or months.

With the foregoing suggestions, we assure you, Mr. Chairman, of our wholehearted approval of the concept of voluntary service organized and made available as proposed in your bill. We assure you our full support and cooperation. We shall exert every reasonable effort toward assisting in the enactment of the National Service Corps Act of 1963. Furthermore we shall be prepared to cooperate in implementing the legislation if and when it is passed by the Congress.

JUNE 27, 1963.

Re National Service Corps bill (S. 1321).

Hon. HARRISON WILLIAMS,
Chairman, Subcommittee on the National Service Corps,
Committee on Labor and Public Welfare, U.S. Senate, Washington, D.C.

DEAR SENATOR WILLIAMS: In the course of the hearings on the National Service Corps bill, a number of questions have been raised concerning the personnel and administration of the National Service Corps. Senator Javits has emphasized that, in his judgment, this must be an elite corps of top personnel (transcript of hearings, May 29, 1963, pp. 87, 94).

As part of its review of the feasibility and desirability of a national service program the Study Group has given major attention to these questions. Our conclusion, as I stated in testimony before the subcommittee, is that the National Service Corps, if it is to achieve its objective, must enlist the service of highly competent, mature, and dedicated personnel. There must also be provision for the same level of top-caliber personnel to administer the Corps.

The "Information" booklet prepared for the Congress by the Study Group presents in chapter X a more detailed statement of our findings with respect to

the administration of the Corps. You will note at page X–2 a chart indicating the proposed administrative organization.

In the judgment of the Study Group the Corps will require 17 supergrade positions in addition to the Director and Deputy Director provided for in section 4 of the bill, in order to assure the top-caliber personnel necessary to provide this leadership and administration. The 17 supergrades would be divided as follows:

GS–18	2	GS–17	5	GS–16	10

Consistent with the congressional policy stated in the act of October 4, 1961 (75 Stat. 785), the bill does not contain an allotment of these needed top positions. As indicated in the "Information" booklet, 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 President's Study Group, has indicated that he is prepared to provide for the justified supergrade needs of the Corps, upon its establishment by the Congress, from this reserve.

Sincerely yours,

WILLIAM R. ANDERSON,
Staff Director of the President's Study Group on a National Service Program and Presidential Consultant.

Director: Statutory.
Deputy Director: Statutory.

NATIONAL COUNCIL OF SENIOR CITIZENS, INC.,
Washington, D.C., June 26, 1963.

Senator HARRISON A. WILLIAMS,
Chairman, Subcommittee on Migratory Labor,
Washington, D.C.

DEAR SENATOR WILLIAMS: I am enclosing a copy of a resolution on the National Service Corps which was adopted unanimously by the more than 1,500 delegates attending our second annual convention on June 13–14, 1963.

Sincerely,

AIME J. FORAND, *President.*

RESOLUTION ON NATIONAL SERVICE CORPS

Whereas over 8 million Americans have less than 5 years of schooling, a third of our youth become school dropouts, about 5½ million suffer mental retardation; and

Whereas the job to be done in our urban slums in combating poverty and deprivation is monumental; and

Whereas the American Indians on the reservations, cut off from the mainstream of national life, suffer from malnutrition, inadequate sanitation, and lack of educational opportunity; and

Whereas about a quarter million children of migrant workers need both social work and eductaional aid—and their parents also need such help; and

Whereas about 2,000 job opportunities for senior citizens would be created thus permitting them to serve in an advisory capacity in the never-ending role of helping one's fellow man and serving one's country; and

Whereas said job opportunities will in no way conflict with or take away employment from union members: therefore be it

Hereby resolved, That the National Council of Senior Citizens support bills S. 1321 and H.R. 5625 introduced by Senator Harrison Williams and Congressman Frank Thompson, of New Jersey, which bills would initially authorize the appropriation of $5 million to set up a National Service Corps—better known as the Domestic Peace Corps—which would address itself to work with the sick, the poor, the uneducated, the physically handicapped, the mentally retarded, the elderly and the disadvantaged.

UNITED STATES CONFERENCE OF MAYORS,
Washington, D.C., June 25, 1963.

Hon. HARRISON A. WILLIAMS, Jr.,
Chairman, Subcommittee on National Service Corps,
Senate Committee on Labor and Public Welfare,
Senate Office Building, Washington, D.C.

DEAR MR. CHAIRMAN: I regret very much that the convening of the 30th Annual Conference of Mayors prevented the personal appearance of a mayor representing the United States Conference of Mayors before your subcommittee to endorse the pending proposals to create a National Service Corps.

As the newly elected president of the United States Conference of Mayors, it is indeed my pleasure to assure you and your colleagues that the United States Conference of Mayors enthusiastically endorses this legislation. The executive committee of the conference had an opportunity to study this legislation in some detail early this year. And at our recently concluded annual conference, mayors from throughout the country had an opportunity to discuss the proposal.

I understand the staff of the conference has alread forwarded the resolution adopted for inclusion in the hearings, but I did want to add this personal note of endorsement for the conference and in my own capacity as mayor of the city of Fresno.

Very truly yours,

ARTHUR L. SELLAND, *President.*

EDUCATIONAL TESTING SERVICE,
COOPERATIVE TEST DIVISION,
Princeton, N.J., June 26, 1963.

Senator HARRISON A. 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 to 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 would 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 commu-

nity, 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.

CHAMBER OF COMMERCE OF THE UNITED STATES,
Washington, D.C., June 13, 1963.

Hon. HARRISON A. WILLIAMS, Jr.,
Chairman, Migratory Labor Subcommittee, Labor and Public Welfare Committee, U.S. Senate, Washington, D.C.

DEAR MR. CHAIRMAN: Attached are the views of the Chamber of Commerce of the United States with reference to Domestic Peace Corps legislation. I would appreciate it if you would make this statement a part of the record of your current hearings.

Sincerely,

THERON J. RICE.

STATEMENT OF THE CHAMBER OF COMMERCE OF THE UNITED STATES ON S. 1321, THE NATIONAL SERVICE CORPS ACT

The Chamber of Commerce of the United States appreciates the privilege of commenting on the program envisioned in S. 1321, 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 viable" group is nowhere implied in S. 1321. 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 moded projetcs 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 Corps men 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 products 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 S. 1321.

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 S. 1321.

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 more vague program of S. 1321.

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 S. 1321.

CONSUMERS' LEAGUE OF NEW JERSEY,
Montclair, N.J. June 18, 1963.

Re National Service Corps, S. 1321.

Hon. HARRISON A. WILLIAMS, Jr.
Senate Office Building,
Washington, D.C.

DEAR SENATOR WILLIAMS: 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 to 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 S. 1321.

Very sincerely yours,

SUSANNA P. ZWEMER, *President.*

COUNCIL ON SOCIAL WORK EDUCATION,
New York, N.Y. June 24, 1963.

Hon. HARRISON A. WILLIAMS, Jr.
U.S. Senate,
Washington, D.C.

DEAR SENATOR WILLIAMS: The Council on Social Work Education strongly supports the establishment of a National Service Corps along the lines recommended by the President to the Congress, the essentials of which appear to be incorporated in S. 1321 on which you are now holding hearings.

The problems which this program is design to deal with are increasing in size, complexity, and urgency. They affect some of the most vulnerable groups in our society whose future services to the Nation we cannot afford to jeopardize through further neglect. In our opinion the legislation recommended offers opportunity to develop practical and constructive measures for dealing with these problems, provided there is adequate financing and if the administration is properly organized and staffed.

We urge that the Congress respond to the challenge which the President has provided in recommending this legislation by enacting S. 1321 during this session.

Sincerely yours,

ERNEST F. WHITE, *Executive Director.*

THE COUNCIL FOR EXCEPTIONAL CHILDREN,
Washington, D.C., June 21, 1963.

Hon. HARRISON A. WILLIAMS,
U.S. Senate, Washington, D.C.

DEAR SENATOR WILLIAMS: The purpose of this letter is to indicate the position of the Council for Exceptional Children with regard to the National Service Corps bill S. 1321. We are requesting that you place this, as a matter of record, in the hearings which are now in progress.

The Council for Exceptional Children has observed the value of volunteer workers in various programs for the education of exceptional children. Many of the materials which are produced in braille for the education of blind children have been brought about by volunteer workers. Many of these people spent not only their time, but also considerable money on the production of these materials.

We have also been impressed with the degree of cooperation of volunteer workers in certain parts of the country such as Tennessee, in assisting in the testing of the hearing of schoolchildren to try to find those who, because of hearing losses, require special educational attention.

Many of the classes for the mentally retarded, for the cerebral palsied, and other types of handicapped children, have been benefited through volunteer services presented to them in many ways.

It is our opinion that the passage of Senate bill 1321 would greatly enhance the provision of volunteer services as they are needed in various phases of our national life. Since the bill provides for the expenses of volunteers, and for a modest remuneration to them, it will also make it possible for many more people to participate in a volunteer program who otherwise might be unable to do so. We are particularly impressed with the possibilities which might open for newly trained students to obtain valuable experience prior to entering their permanent careers. These, and other considerations lead us to conclude that the passage of

S. 1321 would be in the national interest and would greatly enhance the programs toward which the services envisioned might apply.

Thank you very much for the consideration of this statement for the record.

Sincerely,

WILLIAM C. GEER, *Executive Secretary.*

TESTIMONY ON SENATE BILL 1321 SUBMITTED BY JOSEPH C. DENNISTON, M.D., SUPERINTENDENT OF CLOVER BOTTOM HOSPITAL AND SCHOOL, DONELSON, TENN.

Mr. Chairman and members of the committee, I am Dr. Joseph C. Denniston, superintendent of a State-supported institution serving as residence for 1,400 mentally retarded individuals.

My curriculum vitae includes the fact that I am a diplomate of the American Board of Pediatrics; fellow of the American Academy of Pediatrics; clinical instructor of pediatrics at both Vanderbilt University Medical School and Meharry Medical College; former clinical director of the Pineland Hospital and Training School, Pownal, Maine; scientific societies and civic organization memberships are numerous but irrelevant to my testimony.

I am neither the parent nor relative of any mentally retarded individual. My motivation is neither for political nor personal gain. I represent that segment of our Nation's population whose retardation precludes their own testimony. During the past decade tremendous strides have been achieved in the social, psychological, educational, and medical sciences. Research studies in all of these areas have established beyond the shadow of a doubt that there remains a tremendous potential of available human manpower lying dormant among this segment of our population.

The retardate asks neither your pity nor charity, but merely the opportunity to develop his limited talents to the fullest.

Throughout our Nation most State institutions continue to remain overcrowded, understaffed, and underbudgeted. In the past, legislative action has been sporadic, inadequate, and in many cases unrealistic. This has been occasioned by a lack of understanding, not only by the legislators, but by an uninformed public as well. State legislators faced with limited financial resources and multitude of service demands have channeled little into any program which did not manifest visible concrete evidence of productivity. I recognize that it is neither the responsibility of the State nor the Federal Government to furnish all the needs of this group of handicapped. Local communities can and must contribute their fair share toward the solution of this problem.

State institutions seek, solicit, beg, and borrow volunteer workers. Like many similar undertakings there are but few loyal and dedicated workers who will respond in a consistent and uniform manner. Demands by other community services offering more pleasant and less arduous roles have diverted a considerable amount of such talent into other channels. Misinformation and "old witches' tales" concerning the subject of retardation has critically impaired recruitment programs. It is my firm conviction that by the establishment of a National Service Corps many of the long-neglected needs of our retarded population can be fulfilled. It is important to stress that not all indivduals in our democracy can achieve intellectual success. When this is not possible, we must discover and develop whatever limited talents they possess. I am confident everyone will admit that we are in serious need of assistance in the procuring of dedicated personnel in State institutions. There are some who advocate that this is strictly a problem of the individual States. One cannot buy dedicated personnel with money. The fact that they are dedicated eliminates the purchase of their services. It has been suggested that every State develop its own National Service Corps. I offer several objections to this. Economically it is unsound to establish 50 separate National Service Corps when one corps could more appropriately serve this purpose. Certainly by developing one center with the total limitation of corpsmen to 5,000 seems logical. When a group of assigned corpsmen have completed a particular project they would be transferred to similar duties in the same or another State. These same groups could be utilized to develop projects in various States based on a priority of need. With such a philosophy in mind, I should like to outline for you a few of the many areas in which I am confident that members of the National Service Corps could vastly improve current programing in State institutions.

It is essential to point out that in no instance would any corpsmen be utilized to replace any employees or volunteer groups. Their assignment would be to establish and develop services not currently available. In every area outlined, it is anticipated that volunteer workers will be stimulated to assume the responsibility rightfully theirs and replace such corpsmen who would in turn be assigned to similar projects in other institutions. Upon completion of their tour of duty such corpsmen would prove to be extremely valuable citizens in their local communities in helping organize and establish similar projects. In the event that local volunteer groups fail to respond, I am confident that State legislators would initiate appropriate action to procure regular employees as replacements. This confidence is based upon the outstanding success achieved by similarly proposed programs in many European countries.

AREAS IN CRITICAL NEED

A. Recreation

State institutions for the mentally retarded employ an average of three to five full-time recreational workers to service the needs of 1,000 to 1,500 residents. By way of contrast, citizens in local communities frequently compete for the privilege and honor of coaching little league baseball teams where membership may comprise only 20 players. Corpsmen with athletic backgrounds or interest could be assigned to individual units housing from 50 to 100 residents to plan, develop, and program intramural indoor and outdoor recreational activities. In such a role the corpsmen would be simultaneously offering occupational therapy, improving the physical welfare of the resident, and offering him day-to-day life experiences of a competitive nature. We are confident that when local communities become cognizant of the vast improvement that can follow such activity they will assume the role of corpsmen.

B. Arts and crafts

Corpsmen with experience and training in the arts and crafts including leatherwork, shoe repairing, basket weaving, machinery, printing, painting, ceramics, and carpentry can instruct such skills to our retarded. Training of this nature would improve the retardate's self-esteem, confidence, and develop feelings of worthiness in addition to offering him a visible means of partial self-support. I remain aware of the magnificent role currently being played by our vocational rehabilitation services. It is important to stress that vocational rehabilitation services demand that specific criteria be met for eligibility and the majority of retardates are thus unable to qualify. It is my conviction that members of the National Service Corps could develop the dormant talents of many of these retardates to such the degree that they can and will meet the vocational rehabilitation qualifications. An excellent example of this is our recent finding of a severely retarded young man who expressed an interest in painting. This talent fostered by a local volunteer art group resulted in his winning first award in a national art show. If his potential continues along these lines, we feel confident that he may shortly be self-supporting.

C. Education (teacher assistance)

Corpsmen with an appropriate educational background could assist teachers in State institutions for the mentally retarded, both trainable and educable classroom instruction. This would permit individual tutoring and an opportunity to develop limited talents. Corpsmen could obtain firsthand information in methods of teaching our retarded, which in civilian life would be extremely useful in helping local communities to develop similar programs.

1. *Home economics.*—Corpsmen with training in home economic courses could teach these skills to our retardates for two purposes; (1) Upon eventual return to community living such individuals might thus be able to care for themselves; and (2) such training could be productive of domestic employment in local communities.

D. Maintenance

Corpsmen with training in such occupations as plumbing, painting, papering, carpentry, and welding could instruct residents in these trades. This could either prepare such residents for future community job placements or improve their skills to the point that vocational rehabilitation services might be procured.

E. Farm areas

Corpsmen with experience in landscaping, care of shrubbery, trees, flowers, and lawns could instruct residents in such skills so that they can become either partially or totally self-supporting. Corpsmen, for example, with civilian experience in floral shops or greenhouse operations could train residents in these areas and assist them in procuring placement in local and appropriate communities. Corpsmen with farm experience could instruct residents in such operations as planting, fertilizing, cultivating, and harvesting of farm produce. With appropriate experience in such areas residents might be placed on local farms where there remains a demand for such services.

Corpsmen with training in beef or dairy cattle operation could train residents in the day-to-day management of dairy and beef cattle so that they could be placed in local communities for such service. May I point out a very unusual area in which there is a definite shortage of employment. I refer specifically to grooms to care for saddle-bred, standardbred, and thoroughbred horses. The functions of a groom consist primarily of the watering and feeding of horses, as well as cleaning of stalls. Such skills require little intellectual expectations and yet are financially quite rewarding. Corpsmen who had been engaged in horse training, breeding, or the operation of riding academies could teach residents in this type of employment. On this particular subject I speak from personal experience since we currently have residents placed with stables who are now self-supporting citizens and no longer State charges.

F. Social service assistance

The shortage of social service personnel remains a serious problem in our democracy. The recruitment program lags far behind the demands for such services. Corpsmen with sufficient educational requirements would not only be of great assistance to all State institutions, but by their experience might be stimulated into entering such a professional field as a career. In State institutions for the retarded there are innumerable capacities for individuals possessing such skills. The primary role that I project as to the National Service Corps concerns that of "big brother" or "big sister." Such corpsmen would be assigned to individual residential units, housing from 50 to 100 retardates, to serve as representative and liaison between the residents, the institution, and the family unit. These corpsmen would assist in residents' correspondence, counseling, personal problems, and teaching the management of day-to-day living experiences while stimulating the development of local volunteer services to take over this role. In addition corpsmen would instruct our male residents in such social skills as manners, poise, appropriate clothing, and personal hygiene.

G. Motel management services

Corpsmen with training in motel management might offer residents services in janitorial and housekeeping skills. Such preparation would allow them to procure employment in local facilities where demands for such trained services are common.

H. Teachers of charm and modeling school

Female members of the National Service Corps with training and experience in charm and modeling would be assigned to individual residential halls for the purposes of instructing our female residents in personal hygiene, makeup, hairdo, clothing, poise, and manners. This proposal follows the observations made by the vocational rehabilitation services that retardates fail most frequently in community placement because of the lack of social graces and not upon their work performance.

I. Religious services

Corpsmen with training and experience in religious education could assist chaplains of State institutions in offering small group instruction. Many chaplains of State hospitals are frustrated by their inability to offer adequate and sufficient religious training.

J. Administrative services

Corpsmen with broad administrative and personal management experience might serve as public relation personnel in State institutions. Such corpsmen would act as liaison between State institutions, local community groups, newspapers, radio, television, and civic organizations to disseminate information concerning the problems and needs of our mentally retarded population and thus awaken local communities to action.

K. Play therapy for the severely retarded

Corpsmen could be assigned for individual play therapy with our severely bedridden, mentally retarded residents. Our European contemporaries are placing great emphasis on such therapy with the bedridden, severely retarded groups. Their findings indicate that there is indeed a great potential in this heretofore forgotten group. In the past they have been practically abandoned as rehabilitation prospects. Much to our surprise isolated findings across our Nation now point out the vast improvements which have been observed when such retardates are actively stimulated in play sessions.

L. Music services

Corpsmen with a musical background could work with residents in developing an appreciation of music. In my own experience there is no form of entertainment that has proven of any greater therapeutic value to the retarded than music.

SUMMARY

As superintendent of a State hospital, for 1,400 mentally retarded, I am confident that the establishment of a National Service Corps would offer the retarded their greatest potential for the fullest development of their limited skills. Many of the long neglected needs of this handicapped group could be fulfilled so that the retarded could achieve his rightful place in our democratic society. I urge your support of a National Service Corps so that State institutions can fulfill the recommendations achieved during the past decade in social, psychological, educational, and medical sciences. Their findings project the great need for such services.

It is to be emphasized that corpsmen would not be used to replace employees or volunteer groups but to develop services not currently available. I am confident that local volunteer groups will respond in a truly American and dedicated manner to the example of the corpsmen.

I encourage the ideation that when individuals are unable to achieve academic success that we develop, to the fullest, whatever potential they possess so that they may have a much more meaningful and happy life.

ST. LOUIS, MO., *June 25, 1963.*

Hon. HARRISON A. WILLIAMS, Jr.,
Chairman, Subcommittee on the National Service Corps,
U.S. Senate, Washington, D.C.:

Sorry your letter arrived too late for me to write detailed letter. The Golden Age & Senior Citizens Club of the United States fully support and endorse the passage of the Senate bill (S. 1321) establishing a National Service Corps.

ANTHONY SALAMONE,
Chairman, Advisory Council, Golden Age & Senior Citizens Club.

STATEMENT OF MILTON GREENBLATT, M.D., SUPERINTENDENT, BOSTON STATE HOSPITAL, AND PROFESSOR OF PSYCHIATRY, TUFTS UNIVERSITY SCHOOL OF MEDICINE

My attitude toward the National Service Corps idea is shaped by more than two decades of experience in the mental health field at the research and administrative level, together with 8 years of participation in the student volunteer program in mental hospitals.

Briefly, the project that has engaged my interest and participation springs out of the Harvard-Radcliffe student volunteer program that began 8 years ago when undergraduates in the Boston area first undertook to give regular service to patients on the back wards of the Metropolitan State Hospital in Waltham, Mass., and has since been followed by 60 to 70 similar demonstrations in other colleges and universities throughout the Nation. The initiative, strength, and daring demonstrated by these students, as well as the benefits accruing to patients and to the hospital from their enthusiasm, friendship and interesting innovations in patient care have attracted much attention and acclaim from universities, the newspapers, national magazines, and distinguished professionals.

From personal relationships established with patients on the wards, the student volunteers realized that progress toward discharge for many of the patients was hopelessly arrested because of lack of a bridge from hospital to community—a transitional facility. Three years ago, the students originated the idea of a

cooperative halfway house with patients and students living together in a family-type arrangement, attended by a house mother and father and supervised by psychiatrists and a board of managers. This project, unique in the annals of medicine, is known as Wellmet, Inc. We have come to appreciate that for mentally ill individuals with no home to go to, or whose home is unsuitable for them, Wellmet possesses therapeutic advantages unequalled by any other known facility. In the warm environment of the home, patients are under almost constant supervision and attention and are offered a rich assortment of therapeutic roles and opportunities in sharpest contrast with the conditions of a custodial ward.

The student volunteer program demonstrated that with youthful vigor and creativity and warm feeling for the patient—and plain hard work—these young people have made reasonably comfortable places for living out of cold, desolate, and barren back wards, and they have formed friendships with patients who have been destitute for decades.

They have helped patients to adapt in the community who otherwise would have remained static in the custodial situation.

They have brought a new spirit of practical social action into the academic community.

They have improved their own view of the human condition by direct sharing of the stress and suffering of sick individuals.

They have crystallized their ideas about their future occupational career destinies.

They have invigorated the whole volunteer movement by demonstrating to senior volunteer associates their interest in the most severely ill and their relative lack of pessimism and defeatism.

They have set up the extraordinary halfway house, mentioned above, for further rehabilitation.

The utilization of the native spiritual force and altruistic potential latent in the student citizenry have been amply illustrated by this project. There has been no serious threat to the professionals working in the mental hospital system, such as social workers, occupational therapists, psychologists and psychiatrists. In fact, after an initial brief period of adjustment, they have been delighted to work with the students, as the latter have extended the efficiency of their treatment of patients.

The Government-sponsored Joint Commission on Mental Illness and Health has thoroughly emphasized the need for us to bring nonprofessionals into the mental health orbit. Volunteering is already a fairly well-established and accepted element in the mental hospital. Some support and legitimation of the volunteer movement by the Federal Government, plus additional leadership afforded by Service Corpsmen, would add a remarkable increment to the strength and effectiveness of the nonprofessional volunteer working in the mental hospital, the institution for the retarded, the community mental health center, and in the community itself.

STATEMENT OF JACOB CLAYMAN, ADMINISTRATIVE DIRECTOR, INDUSTRIAL UNION DEPARTMENT, AFL–CIO, ON S. 1321, TO PROVIDE FOR A NATIONAL SERVICE CORPS

My name is Jacob Clayman. I am administrative director of the Industrial Union Department (IUD), AFL–CIO. The IUD represents the interests of individual workers within the AFL–CIO and before the public. It is comprised of 59 unions with an industrial worker membership of 6 million.

Members of our unions live in and around the great urban centers that make up industrial America. These complexes generally are slum ridden at their cores or suffer significant urban blight.

Social services available to the millions who live in disadvantaged America are woefully inadequate. Even in our lower middle-income, white-collar suburbs, there is massive neglect of our youth and of the aged. The current civil rights struggle in this Nation reflects in part the neglect of minority groups condemned to racial ghettos in our big citiees and subjected to second-class opportunity as well as second-class citizenship.

Some of our members and their families are included among the disadvantaged. With the exception of a handful of the wealthy able to insulate themselves from the consequences, the entire Nation is adversely affected by today's unsolved social and economic problems.

The latest figures on unemployment give added emphasis to the need of our youth for help. One in three of Negro out-of-school youth is jobless. One in six

of white youth is in the same predicament. Over 18 percent of America's teenagers not attending school are jobless.

The rate of unemployment for 1962 school dropouts last October was 29 percent, twice as great as for those who had finished high school the preceding June. Behind the threatening dropout rate, there are tragic stories of broken homes, cultural trauma, and the waste of slum living.

Too many young people are dropping out of school because they can see little advantage in continuing. These boys and girls are the excluded and the unwanted of the coming generation. In their view, going to school is a losing proposition.

If Johnny can't read or become interested in learning how, often it's because he simply isn't motivated. Somehow—some way—we must show Johnny that we care and that because we care there will be opportunity for him to make a useful contribution to our society.

A Domestic Peace Corps of 5,000 cannot solve the stay-in-school problems of this Nation or get millions of now disorinted youth on the right track. But a highly motivated National Service Corps can lead the way and provide significant help in this and other areas.

America is a land of volunteers. The middle-income American housewife often gives selflessly of her time in local community activity—hospital work, social services, and other essential activity. But much volunteer work is sporadic. Essentially, middle-income volunteer social work takes place in the middle-income community. A National Service Corps of dedicated, full-time volunteers is needed to blaze new trails and to help improve the organization of social work in this Nation Such a Corps can encourage massive participation and give depth and focus to volunteer activity on all levels.

Equally important, a National Service Corps would help to induce thousands to take up social work as a career. I might say here that the whole concept of social work is changing. Yesterday's do-goodism is being replaced with an effort to get at the root-causes of our problems. True, the tensions of slum living cannot be eliminated while the slum remains. But through intelligent work with families, there can come new understanding and new effort to break the poverty cycle. Especially for the children, it is essential that such work be enlarged.

A case in point is the experiment now taking place on the East Side of New York, utilizing foundation money and enlisting both private and public cooperation. The mobilization-for-youth program is an outstanding example of what can be done.

Because of this project, slum youth of highly diverse backgrounds—Negro, Puerto Rican, Jewish, Irish, Italian, and Americans all—are running a gas station, tutoring, babysitting, operating a woodworking shop, running a cafeteria, and otherwise demonstrating that the greatest need for a productive life is opportunity and acceptance.

Over 500 boys and girls are earning wages while training in this enterprise and 180 have recently graduated into private enterprise. More than a thousand others have applied for a place in the 3-year program. If anything is proved by Mobilization for Youth it is that there is endless need and opportunity for service in this Nation and that such service is highly rewarding.

The backbone of the mobilization-for-youth project is the trained professionals who give it direction and oversee its work; without these people and their services there could be no such projects.

Many communities in this Nation would undoubtedly learn from the New York project, and others like it, and would move forward in similar endeavors if there were a catalyst within the Nation. The National Service Corps—the Domestic Peace Corps—can be such a catalytic agent and can help to make such projects productive for the community as well as those directly helped.

President Kennedy has twice called for a National Service Corps as a counterpart to this Nation's overseas Peace Corps. The overseas program has proved to be one of the Nation's most successful. It has attracted thousands of our idealistic youth who want to take practical steps to make this a better world. The Peace Corps is living proof that most of our youth are not cynical and corrupted by the easy living of the affluent world readily available to many of them.

The National Service Corps cannot and will not be a domestic carbon copy of our overseas Corps. But the experience of the latter can help to provide guidelines for progress. The domestic project will provide inspiration to many who cannot serve abroad but who are able to make a contribution in the fight against deprivation at home.

It would seem to us that the National Service Corps would arouse as much enthusiasm among the Members of the Congress as has the overseas program. American citizens now disadvantaged deserve equal consideration. Our citizens who want to serve at home and are qualified to do so deserve the same opportunities as those who have gone to far-off lands with the overseas Corps.

The wealth of this Nation has become the envy of the whole world, but it has not succeeded in hiding the want that continues to exist. It has, in fact, done the reverse. Poverty and want stand out in sharp relief against the glitter of extreme wealth that marks the other side of the American coin.

"Poverty in the midst of plenty is a paradox that must not go unchallenged in this country. Ours is the wealthiest of nations, yet one-sixth of our people 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 disabling misfortunes."

This indictment came from the President of the United States in his April 10, 1963, message to the Congress urging the establishment of the National Service Corps. The President only formulated what all of us know. In doing so he outlined areas in which National Service Corps work will be invaluable.

The President's Study Group on a National Service Corps Program has pointed out that the goals of the Corps should be to work with people in great need; motivate others to give service; dramatize human needs; and attract more Americans into helping professions.

In our view the National Service Corps will become a focal point for service that will help to move this Nation forward. There is strong support for the Corps from those who understand the Nation's needs.

The Study Group has noted that more than 8 million Americans have fewer that 5 years of schooling, and many of these are functionally illiterate. There can be no effective citizenship for many so disadvantaged unless they learn to read and write. Classes conducted by Corpsmen could help tens of thousands and be a step on the road to self-respect. For some literacy will bring motivation to get off relief rolls and become the means of finding work.

The aged now number 17 million, and their needs are monumental. Retired persons who are still active and who have adequate training and background can be used fruitfully by the Corps for work in this area. Our mental hospitals cry out for help in therapeutic work, in nursing, and in counseling. After all, 1 in 10 of our adult population has a recognizable mental problem. Hospitals for the mentally ill have only 50 percent of the staffs they need. The potential for the Corps to work fruitfully in this area is self-evident.

Over half of America's worst poverty is rural, and a good part of it is concentrated in Appalachia, the 148,000 square miles of the eastern mountain chain. Our migratory workers and their children need special help. The American Indian on the reservation badly needs assistance. Almost half the counties in the United States now lack the services of a full-time child welfare worker.

The American Psychiatric Association last December sent to the chief administrators of 672 institutions and agencies, who use the association's mental services, a questionnaire asking their view of the Service Corps. Of 237 replies tabulated, 177 were in favor. One State hospital superintendent declared: "We could use a thousand if we could support them logistically."

Organizations of American Indians and organizations devoted to the interests of these people have asked for establishment of the National Service Corps. The tribesmen of the Maricopa Reservation in Arizano have asked for Corps help so that their men can be taught how better to care for livestock and improve their crops. Women can learn how to can and preserve food and youth can learn construction and mechanical skills. Together with the University of Arizona the Maricopas have submitted a model project asking for corpsmen skilled in adult education, community development, nursing and public health, home economics, and social work.

The Domestic Peace Corps—the national service program—has been endorsed by national religious organizations of all major faiths, the Governors of 15 States, mayors of leading cities, social service agencies, the AFL–CIO, and many other State, local, and Federal agencies, as well as nongovernmental groups.

The Corps would, as the President has stressed, "provide for a carefully selected Corps of men and women of all ages who are willing to serve and whose skills and knowledge can contribute in a most valuable and practical way upon these problems of ongoing concern."

It is our understanding that those selected for service would be skilled in the fields in which they will work and that they will receive further training before starting their assignments. Those who answer the call for assignments in the Corps will be dedicated men and women of all ages who will serve out of devotion and idealism. The pay level of $75 monthly will virtually assure this.

We do not believe that those in the Service Corps will be in competition with others working in similar fields. The need is so limitless that the professional full-time workers in their fields can only welcome help. It will enhance the professional standing of the social worker, the educator, the health worker, and others whose fields will be enlarged by Service Corps work. Many who otherwise would not have done so will make such work their career upon leaving their Service Corps assignment.

Corpsmen will not be foisted upon anybody. They will go only where communities, institutions, or agencies ask for them and they will work only in projects having prior approval of the affected groups. The call for corpsmen is expected to be far greater than the supply and to this we say, "More's the pity."

Over 10,000 Americans have already expressed their interest in National Service Corps work. Once the Corps is authorized a flood of applications may be expected. Young America, in particular, wants to serve and the idea has the endorsement of our major student organizations.

We are happy to note that S. 1321 provides a National Advisory Council upon which every major sector of our national life will be represented. Organized labor will serve with great pride. We feel that the Corps will help to dramatize the need for action in many areas of national concern where we have long sought to win improvement.

Our major criticism is that S. 1321 represents too modest an effort. It is our hope, however, that the Corps will so justify itself by its spirit and work that it will be significantly enlarged in the years ahead. America needs a National Service Corps and the need will long exist. Thousands of qualified Americans are ready to serve. They should be given an opportunity.

MISSION NEIGHBORHOOD CENTERS, INC.,
San Francisco, Calif., June 21, 1693.

Senator HARRISON A. WILLIAMS, Jr.,
Chairman, Subcommittee on the National Service Corps,
U.S. Senate, Washington, D.C.

DEAR SENATOR WILLIAMS: Our agency supports, in principle, the National Service Corps bill, S. 1321.

For 2 years our agency has been conducting a project wherein we recruit older men and women for volunteer service at our centers. This has worked out extremely well and we are confident that a nationally organized program through the National Service Corps would permit the establishment of a broad-gage program throughout the country.

There are thousands of older men and women who have considerable experience and knowledge which can be applied in behalf of community improvement if a way could be found to accord such people recognition for their endeavors.

We have also used many young adults, particularly college and university students, as staff aids. There are many individuals among this group who could also contribute to their community while they are acquiring skills and training for their respective careers.

Sincerely,

IRVING M. KRIEGSFELD, *Executive Director.*

WASHINGTON, D.C., *May 21, 1963.*

Hon. HARRISON A. WILLIAMS, Jr.,
Senate Office Building, Washington, D.C.:

The board of directors of the National Association of Social Workers at its meeting in Cleveland, Ohio, endorsed S. 1321, the proposed National Service Corps. Our 37,000 members hold that this modest but vital proposal provides important promise for developing citizens' volunteer interest and support for programs for mentally ill and retarded, Indians, and migratory labor.

We urge favorable consideration of this legislation.

NORMAN B. LOURIE, *President.*

NATIONAL ASSOCIATION OF STATE MENTAL HEALTH PROGRAM DIRECTORS,
Washington, D.C., June 25, 1963.

Hon. HARRISON A. WILLIAMS, Jr.,
Chairman, Subcommittee on Migratory Labor,
U.S. Senate, Washington, D.C.

DEAR SENATOR WILLIAMS: The officers of our association have instructed me to assemble the sentiments of our State members on S. 1321 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. SCHNIBBE, *Executive Director.*

STATEMENT BY NATIONAL ASSOCIATION OF STATE MENTAL HEALTH PROGRAM DIRECTORS ON S. 1321, THE NATIONAL SERVICE CORPS ACT

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 State 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 favor 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 fellow man 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 Corps men 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 preservice 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 Corps men 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 Corps men 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 Corps men 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 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 Corps men 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 volunteer 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 volunteeers have not worked are the ones that a National Service Corps could help most, such as in 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 for 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 general 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 actually valuable to the patients we are trying to help."

State No. 12

"I would use the corps men if the Congress enacts the program."

State No. 13

"I would approve in principle the use of corps men 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 circulated 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 primary 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 enought, 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 though 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 State's 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."

NATIONAL COMMITTEE ON EMPLOYMENT OF YOUTH,
New York, N.Y., June 24, 1963.

Hon. HARRISON A. WILLIAMS, Jr.,
Chairman, Subcommittee on the National Service Corps,
U.S. Senate, Washington, D.C.

DEAR SENATOR WILLIAMS: On behalf of the National Committee on Employment of Youth, I wish to express our strong endorsement for the goals of the National Service Corps proposal. Although exclusively concerned with the immediate task of bettering job preparation and opening up new work opportunities for our growing core of unemployed youth, NCEY is also convinced of the urgent need for a national unveiling and attack on the invidious conditions in our rural and urban slums creating a chain of hopelessness, school failure and dropout, lack of marketable skills, and chronic unemployment. Should the National Service Corps do no more than open the eyes of those more fortunate to the brute facts of public squalor, it would serve an important service.

But there is much more that the corps can contribute. In my view, President Kennedy spoke directly to the American mood when he appealed to us to ask, "what you can do for your country." According to the National Social Welfare Assembly, 20 million Americans are already engaged in unpaid volunteer work. With growing leisure time, millions more will undoubtedly be willing to serve if they are properly challenged. The corps could vividly demonstrate the need for volunteer service. It could give retired persons a chance to contribute their knowledge and experience where it truly matters. It could give young people a chance to test their interests and competence in social work as a preliminary to entering careers in health, welfare, and education, where trained professionals are so sorely needed.

The time for such a program is now. The facts are clear that the preponderant numbers of our deprived population are Negro or members of other minority groups. As President Kennedy has said, the promise of gains in equal rights this year will be an empty promise if a man has no tools, no health, no money, no hope, with which to claim them. The corps would be one way of showing that we really mean to break down the morass from years of social and moral injustice.

In implementing the National Service Corps, we would urge that priority be given to areas where there are new few existing services and where the numbers of people in need far exceed the available services. We urge also that the corps contain a built-in evaluation system to assure that volunteers are performing necessary functions; supervisors are adequately trained; the project fulfills its stated purpose.

One final point. No one program, no one approach, can be expected to solve the massive social problems existing in our slums today. Without training and job opportunities for the spiraling numbers if idle youth today, the problems will inevitably worsen, creating, in Secretary of Labor Wirtz' words, "one of the most explosive social problems in the Nation's history." We therefore stress the need for the enactment of the Youth Employment Act, along with the National Service Corps. Together, they will be a hopeful beginning toward meeting the vast needs of two-fifths of our population living in poverty or deprivation in the land of plenty.

Sincerely,

ELI E. COHEN, *Executive Secretary.*

STATEMENT OF MRS. HAZEL BLANCHARD, PRESIDENT, NATIONAL EDUCATION ASSOCIATION, ON S. 1321, THE NATIONAL SERVICE CORPS ACT

The National Education Association supports S. 1321, 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 had not yet been made, it is clear that the association's elected delegates share with President Kennedy and the sponsors of S. 1321 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 school day and the parent's return from work is one important—and largely unfilled—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 education program. However, realistically, we recognize that such projects exist only rarely. Through demonstration by the National Service Corps the value of these and othr projects can be recognized as important aspects of the education program, far outweighing the costs 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.

NATIONAL POLICE CONFERENCE ON P.A.L. AND YOUTH ACTIVITIES,
Weehawken, N.J., June 21, 1963.

Hon. HARRISON A. WILLIAMS, Jr.,
Chairman, Subcommittee on the National Service Corps,
U.S. Senate, Washington, D.C.

DEAR SENATOR WILLIAMS: At the annual meeting of the National Police Conference on P.A.L. and Youth Activities, held in New York City in January 1963, a resolution was unanimously adopted and sent to the President of the United States through the Deputy Attorney General, Hon. Nicholas Katzenbach, supporting the National Service Corps bill.

Our organization feels that through the National Service Corps, the Federal Government at last will render aid to those areas in the country which are, so many times, the "breeding houses" of delinquency. Our organization has for the past 20 years, been vitally concerned with not only the delinquent children, but with causes of delinquency. As police officers, we have, many times, seen our young people turn against the law mainly because of their environment.

At the last quarterly meeting, the delegates were instructed to seek the cooperation of parents, service organizations in their community, in writing to their Congressmen and Senators, supporting this bill.

I believe that the conditions which the National Service Corps seeks to remedy are far beyond the control of the individual communities or States. Local tax burdens are heavy enough and, as you know, communities and States are loathe to place additional burdens.

I am sure that you are well aware of the rising amount of school dropouts, especially in our large urban areas. These young people who leave school for various reasons often become prey to the "Fagins" of our time. Deficiences in reading especially hinder many a young child and force him, many times, to leave school. Our city slums desperately need the type of work which can be performed by the National Service Corps.

As police officers, we are vitally concerned with the problems in our communities, which are seen by us every day of our lives. Perhaps it is because we are closer to these problems than many realize, that we are so definite in our support of this bill.

I am taking the liberty of sending a copy of this letter to Mr. William Anderson. If there is any further way that we may be able to assist the committee, please do not hesitate to contact us.

Very truly yours,

Lt. H. R. UNTEREINER, *Chairman.*

RESOLUTION OF THE NATIONAL COUNCIL OF THE PROTESTANT EPISCOPAL CHURCH

Meeting in Greenwich, Conn., on February 20, 1963, the National Council of the Protestant Episcopal Church adopted the following resolution:

"Whereas there is a desperate and growing need in many U.S. communities for greatly increased voluntary service to meet critical needs in such fields as mental health, migratory labor, redevelopment in depressed areas, and assistance to American Indians; and

"Whereas effective national action could stimulate the vast number of Americans who are willing to serve their less fortunate countrymen but have no rallying force to challenge them: Therefore, be it

"*Resolved*, That the National Council of the Protestant Episcopal Church supports the principle of a National Service Corps to enable selected citizens of every age to serve American communities in meeting their needs, thereby fostering widespread dedication to the spirit of voluntarism in the United States."

Unanimously adopted, February 20, 1963.

To be sent to the majority and minority leaders of both Houses of Congress.

STATEMENT BY HERBERT L. MOSS, O.D., CHAIRMAN, NEW JERSEY OPTOMETRIC ASSOCIATION COMMITTEE ON NATIONAL AFFAIRS, ON S. 1321

Mr. Chairman and members of the committee, my name is Herbert L. Moss. I am a practicing optometrist with offices at 115 Main Street, Woodbridge, N.J., where I have been continuously since 1939, with the exception of 3 years during World War II when I served in the Army Air Force.

In 1938 I graduated with honors from the Pennsylvania State College of Optometry, where I have served from time to time as a visiting lecturer. I am a member of the New Jersey Optometric Association (immediate past president), the American Optometric Association, and a fellow of the American Academy of Optometry. For the past 14 years I have been active in the Lions Club and have also been active in other civic organizations. I was an official delegate to the 1960 White House Conference on Children and Youth.

My statement is submitted as chairman of the Committee on National Affairs of the New Jersey Optometric Association.

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 resevations, 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 con-

tributing 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 takes God's gift of vision for granted and neglects 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 schoolchildren 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 misunderstood 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

Of 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.

Financial status

	Percent
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—86.5 percent of these people 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 (Countryside 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 onpremises services of refractionist; and
(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 offpremises 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
Able to pay fully	12.5
Able to pay partially	61.5
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 cetera. 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.

STATEMENT OF 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 pro-

vide 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.

UNITED NEIGHBORHOOD HOUSES OF NEW YORK, INC.,
New York, N.Y., June 21, 1963.

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: We welcome the opportunity to state our support for the National Service Corps bill (S. 1321) which is now before your committee.

United Neighborhood Houses is the federation of 36 settlement houses operating 53 centers in New York City.

Ever since the creation of a National Service Corps patterned after the oversea Peace Corps came under public discussion, United Neighborhood Houses and its member settlements have viewed it with enthusiasm.

We believe that such a Corps could do much to establish the concept of volunteer service by idealistic young people and able persons of retirement age as a permanent fixture in our national life. We believe it could stimulate volunteer service generally.

Above all, we are interested in the actual service that the volnuteers in such a Corps could perform in areas of need.

Obviously such service cannot substitute for urgent legislative needs in such fields as employment, housing, discrimination, and health, but we believe that National Service Corps men could help ameliorate aggravated conditions.

In the deprived urban areas where the work of our settlements is concentrated, we can see corpsmen dealing with certain aspects of juvenile delinquency, organizing self-help programs for the aged, guiding bewildered newcomers to the community resources designed to help them, assisting families displaced by urban renewal to find suitable housing, bringing handicapped children into "normal" contacts, serving as school dropout counselors, schoolwork helpers, roving recreation workers, family service aids, consumer and homemaker helpers, and the like.

We had occasion to see youthful volunteers effectively perform such functions when, in October 1962, 10 settlements in New York City participated in training a group of recruits to the oversea Peace Corps who were scheduled for urban assignment in Colombia, South America.

Certainly volunteers of similar caliber assigned to city and social agencies for a full year could accomplish much more. And their service, very likely, would extend beyond their tour of duty. Some would find a vocation in social welfare work. All would become valuable interpreters of urban social problems to their friends and neighbors and home communities. Through them an ever-widening circle of intelligent and able persons would, we believe, learn to know our urban problems and to act on them, perhaps not as volunteers but as informed citizens. These are some of the values we see in a National Service Corps.

How well they will be realized will depend on several factors, in our opinion.

First, standards of selection and training of corpsmen must be high. The pattern of screening and training developed by the Peace Corps provides an admirable guide and should be adhered to.

Second, qualified supervision must be assured. We urge that financial provision be made for such supervisory functions, so that agencies such as our own, to whom corpsmen may be assigned, are not forced to spread supervision thin or make the difficult choice of neglecting a supervisory function in some other area of program in order to fulfill supervisory responsibility to the corpsmen.

Third, the selection of projects to be undertaken by the National Service Corps must be made with the greatest care to reflect both urgency of need and

the capacity of the corpsmen. We recommend that the projected Advisory Council be intimately involved in selecting projects and in developing standards and policies for the entire program.

Looking beyond the immediate service rendered by the National Service Corps, it seems worth while to us to plan ahead for the maximum utilization of the skills acquired by corpsmen during their tour of volunteer duty. Those who decide to make social welfare work their career should be aided to find employment and advanced educational opportunities. The provision of scholarships for the latter purpose would be a wise investment.

In conclusion, we should like to cite New York City's experience with the arrival of Peace Corps trainees as an indication of the kind of response which the National Service Corps would be likely to receive in urban communities to which corpsmen are assigned. Last fall, when it was first announced that the Peace Corps would be sending volunteers into New York City to train for their oversea work, the initial newspaper reaction was to take this as a slap at conditions here. But, by the time the volunteers had completed their month-long training, two newspapers of widely different policitical persuasion, the World-Telegram and the Post, called editorially for the establishment of a Domestic Peace Corps, and the Times took the same position in a Sunday magazine article.

If the National Service Corps is administered with the same intelligence and dedication as the Peace Corps we believe it will make a valuable contribution to a healthier society.

Thank you for your consideration.

Sincerely,

HELEN M. HARRIS, *Executive Director.*

THE WORKMEN'S CIRCLE,
New York, N.Y., June 21, 1963.

Senator HARRISON A. WILLIAMS, Jr.,
Chairman, Subcommittee on the National Service Corps,
Senate Office Building, Washington, D.C.

DEAR SENATOR WILLIAMS: We are aware of the objectives of S. 1321 on the establishment of a National Service Corps. May we say that we regard the program set forth in this bill as one that offers rich promise of carrying out the Peace Corps concept among our own citizens in this country in the various communities and institutions in which skills, experience, and good will can be applied to ameliorate difficulties and solve problems.

We feel that this is a most creative form of social legislation which should be passed and implemented for the common good.

We therefore respectively urge such passage, speaking as we do in behalf of the 65,000 members of our national fraternal organization.

Sincerely yours,

JACOB T. ZUKERMAN, *President.*
BENJAMIN A. GEBINER, *Executive Secretary.*

NATIONAL MULTIPLE SCLEROSIS SOCIETY,
New York, N.Y., June 20, 1963.

Hon. HARRISON A. WILLIAMS, Jr.,
Chairman, Subcommittee, on the National Service Corps,
Senate Office Building, Washington, D.C.

DEAR SENATOR WILLIAMS: Last December the headquarters staff of the National Multiple Sclerosis Society reviewed the proposals for legislation designed to establish a National Service Corps and gave hearty endorsement to the plan.

We understand that S. 1321, calilng for such an enactment, now is before your subcommittee for hearings and we would like to restate our support of this proposed legislation.

Our country is in need of a rebirth of the volunteer spirit which motivated its founders and which caused the establishment of national voluntary health and welfare associations supported by public contributions and personal participation. We favor the National Service Corps idea because we feel that it will foster this rebirth of voluntaryism.

Sincerely yours,

SYLVIA LAWRY, *Executive Director.*

APPENDIX

INFORMATION ON A PROPOSED NATIONAL SERVICE PROGRAM

Prepared By:

THE PRESIDENT'S STUDY GROUP

on a

NATIONAL SERVICE PROGRAM

The Attorney General, Chairman
The Secretary of Agriculture
The Secretary of the Interior
The Secretary of Commerce
The Secretary of Labor
The Secretary of Health, Education, and Welfare
The Administrator of the Housing and Home Finance Agency
The Director of the Veterans Administration
The Chairman of the Civil Service Commission

The Director of the Bureau of the Budget*
The Director of the Peace Corps*

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* Members of the Study Group during the feasibility study, November 1962 to January 1963

I. INTRODUCTION

On November 17, 1962, the President established a Cabinet-level Study Group under the chairmanship of the Attorney General, and requested it "to study the feasibility of a national service program patterned after the Peace Corps." The President named these other officials to the committee:

The Secretary of the Interior
The Secretary of Labor
The Secretary of Health, Education, and Welfare
The Administrator of the Housing and Home Finance Agency
The Director of the Bureau of the Budget
The Director of the Peace Corps

Later, others were added:

The Secretary of Agriculture
The Secretary of Commerce
The Director of the Veterans Administration
The Chairman of the Civil Service Commission

The President asked the Study Group to consider all aspects of a National Service Program: areas in which the program could be most useful; probable volunteer response; the relationship of the program to public and private agencies at the Federal, State, and local levels; the relationship to related programs being considered by the Federal Government; the size and composition of a volunteer corps; training requirements; and estimated costs. (A copy of the White House statement of November 17, 1962, announcing the appointment of the Group is attached as Appendix A.)

The Study Group worked during the remainder of the fall and into early winter, and on January 14, 1963, it sent its report to the President, strongly recommending the creation of a national service program.

In his State of the Union Message on January 15, 1963, President Kennedy declared:

> "The overseas success of our Peace Corps volunteers... suggests the merit of a similar corps serving our own community needs: in mental hospitals, on Indian reservations, in centers for the aged or for young delinquents, in schools for the illiterate or the handicapped..."

On February 14th, in A Message from the President of the United States Relative to Our Nation's Youth, he added:

> "Through the years millions of Americans have served their communities through the willing donation of their time and skill to voluntary private service organizations. But in a population growing in numbers, urbanization, and the recognition of social problems, we need not only more professional personnel—more doctors, nurses, teachers, and social workers—but an even greater number of dedicated volunteers to support the professional in every area of service.
>
> "I, therefore, recommend legislation to establish a National Service Corps—a small carefully selected volunteer corps of men and women of all ages working under local direction with 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 or rural poverty areas."

At the same time the President asked the Study Group to continue its activities to coordinate the presentation by the Executive Branch of the proposed legislation establishing the Corps.

On May 6, 1963, the President appointed William R. Anderson as Presidential Consultant to head the Study Group staff.

* * *

Throughout the fall and winter (1962-1963) the Study Group discussed the purpose and goals of the National Service Program with the Departmental Secretaries, designees, and other interested individuals and groups in the nation. In addition, the size of the proposed National Service Corps was considered, and it was finally decided that in perhaps three years the number of volunteers in the field would be 5,000. The Study Group was aware that 5,000—even 50,000—Corpsmen could not alone solve the problems facing America's needy citizens, and it felt that effective solutions can be achieved only through the personal concern and involvement of millions of additional Americans working on the problems in their own communities. It was agreed that a program of modest costs would serve to stimulate the interest necessary to generate new voluntary efforts among those Americans now serving, as well as those who do not know how or where to help their fellow men help themselves.

Purposes and Goals of a National Service Corps

Undeniably the United States is the most progressive and prosperous nation on earth. No other country has been blessed with our many advantages and abundances. Our people have worked to develop a way of life which has given the average American a standard of living often more comfortable, even more luxurious than that enjoyed by the wealthiest citizens in many countries abroad. It is an accomplishment in which every American should take pride. But there is one disturbing fact: many Americans—all too many—are handicapped for one reason or another and fail to share in the standard of living and opportunity most of us enjoy.

There are places in America—Appalachia, the slums of our big cities, Indian reservations, migratory labor communities,—where Americans are suffering deprivations and hardships nearly as great as those suffered by the people of the underdeveloped areas of the world, about which so much has been written in the last few years. At the same time, our institutions for the mentally ill and retarded as well as our homes for the aged—"storage bins" as one Senate report has bitterly described them—are often the scene of some of America's most tragic stories of individual suffering. Taken together, the plight of our various groups of underprivileged citizens truly represents poverty in the midst of plenty; misery in a land of abundance.

The number of Americans living a life of hardship and suffering has been estimated at anywhere from 33 to 38 million. The catalogue of hardships facing this one-sixth of our nation is presented in Section II of the report. It does not make for very pleasant reading. The plight of these unfortunate citizens is made worse by the fact that many Americans are not aware that their underprivileged fellow-citizens even exist! The average American is rarely exposed to the suffering which exists in an economically depressed area, on an Indian reservation, in a migratory labor camp, or even in the slums of the city in which he lives. He is aware that we have institutions for the mentally ill and retarded, but assumes that their inhabitants are being well-cared for; he sees our senior citizens, but assumes that the homes from which they come are comfortable enough and that their needs are being provided for by somebody.

Numerous studies have been made of poverty in America; and although there is perhaps some disagreement on the exact number of people affected, there is general agreement on one point: that the vast majority of these unfortunate people are not poor because they want to be, but are poor because of circumstances beyond their control. The tragedy is that they cannot improve their condition by themselves. They need help to help themselves. They need to be shown the way.

However, before help for these unfortunate persons can be obtained from the only resource capable of providing it—the hundreds and thousands of Americans who have the knowledge, time, and spirit to aid their less fortunate fellow-citizens —their plight must be recognized; the hardship and suffering must be exposed to the warm light of human understanding and compassion which will stimulate help.

An unprecedented number of voluntary agencies and state, county, and city officials are constantly at work attacking the problem of poverty in America. The organized welfare organizations in this country are hard at work, but volunteers are becoming increasingly difficult to find; professional workers are in short supply, and the task they face is overwhelming.

In an effort to provide a unique supplementary approach to the problem, the President has proposed the creation of a National Service Corps, patterned after the Peace Corps. Its purpose will be to help resolve the paradox of tragic suffering and critical human need in a land of prosperity and abundance. By creating a Corps of people who will serve as examples and pathfinders, the program will attempt to bring together the vast numbers of Americans in great need with the millions of Americans able and anxious to help their fellow citizens. It will attempt to achieve this in four distinct ways:

In the first place, the National Service Corps will work with and under the supervision of local community groups, by sending Corpsmen to work with those

Americans in greatest need. The emphasis will always be on helping these citizens to help themselves, rather than attempting to do the job for them.

Aware that it cannot, by itself, solve the multitude of problems facing our underprivileged, the National Service Corps would dramatize the plight of our neediest citizens; the awareness of their plight will, in turn, inspire Americans in communities all over the country to expand their individual attacks on the forces producing deprivation and hardship in America.

At the same time, the National Service Corps will act as the vehicle through which local communities can be shown new ways and means of helping themselves. National Service Corpsmen, working full time, will by their example and inspiration, motivate many other citizens to give part-time service in their own communities.

Finally, the National Service Corps will help to encourage thousands of Americans—inspired perhaps by the gratification of helping people in distress—to choose careers in the helping professions, all of which suffer critically from a shortage of trained personnel.

At full strength, the National Service Corps will have 5,000 corpsmen in the field. Obviously 5,000 corpsmen are not enough to solve these critical problems. The President is aware that many more volunteers will be needed in addition to the many already in the field. In proposing the creation of a National Service Corps, the President is presenting a challenge to all Americans to serve at least part-time in the fight against poverty and suffering, a challenge to all existing organizations concerned with these problems, in the hope that they will find new ways to cope with their overwhelming tasks.

Will they respond? The history of voluntarism in America, from Colonial days to the Twentieth Century and through two World Wars, suggests that they will. Although the role of the volunteer may have changed from the days when an entire community rolled up its sleeves to help a newly-arrived family build its log cabin, the experience of the Peace Corps has demonstrated that the desire of an individual human being to help another less fortunate than himself is as strong as ever. In times of great national emergency, such as a war, a drought, a flood, a fire, a hurricane, Americans have demonstrated repeatedly that they still will roll up their sleeves to help those faced with hardship and suffering. But first they must be made aware of the great emergency in America today—the existence of so many suffering people in a population enjoying the greatest prosperity. The National Service Corps cannot meet this emergency alone. But it can provide the machinery through which five-sixths of a nation can ease the suffering of the other one-sixth.

II. THE NEED FOR A NATIONAL SERVICE CORPS

The Underprivileged

At the invitation of local authorities, who are seeking new solutions to old problems, members of the Study Group visited many of the areas in the country where poverty and deprivation have reached tragic proportions. What they saw was appalling. On an Indian reservation in the northwestern part of the country, canvas tents still house scores of families. The Indians also live in single-room log cabins, in one of which were two women, who appeared 65 (but who were actually 45 and 30 years old) and a baby. The older woman's husband had been taken to the hospital for an operation on a bleeding ulcer. The younger one's husband was apparently at work somewhere. The five of them -- plus some children who were at school -- live in the one-room cabin, which has only one large double bed, a small table and no chairs. The younger family has an equally small cabin of its own down the road, but because of the older man's hospitalization, the young family had moved in with the older woman to share heat, food and companionship.

Crawling around the bed, the baby was constantly crying and its stomach appeared distended from hunger. There was only a kerosene stove for heat and cooking, and the cabin was cold. Old clothes and rags were hung on the walls to cut down drafts. There were unlit kerosene lamps in the cabin; no electricity.

Outside, there were about six chickens running around; the garbage pit contained only a few used cans, which had been thoroughly emptied before being discarded.

At a southwestern migratory labor camp, on an April morning in 1963, a husband, his wife Mary, and their two boys, Johan and Henry, 14 and 15 years old, left for the fields in the truck at 4:30 a.m. because they had to travel 30 miles to the tomato field for picking. Sarah, age 11, was left at the shack with the younger children because she had a crippled arm and could not work in the fields. All day, until the trucks came back from the fields at 6 p.m., Sarah was responsible for her three younger sisters and brothers, ranging in age from a six-month-old baby to a seven-year-old child. She prepared their lunch and heated water on a two-burner oil stove. The baby was sick and took all of Sarah's attention. Pete, the four year old, who was playing on the floor near the stove, jumped up suddenly and knocked over the pan of boiling water, scalding his right leg and arm. The screams of the child attracted the attention of an elderly woman in the next row of shacks who did the best she could with home remedies. In a day or so, infection set in; finally the child was taken to the county hospital. In spite of weeks of treatment, Pete was crippled for life.

At another camp, the cotton picking was over. It had been a short season. Mechanical cotton pickers had been brought into the area. There was no work for the pickers for six weeks, and then only brief employment 300 miles west. A family of eleven had been living in their car for three months. The mother and father slept in the car and two of the children were tucked into the trunk. Included in the family was a three-month-old baby, another two years of age, and the rest

ranging from 4 to 14. The older children were two years behind their age level in school. All were suffering from malnutrition and were unbelievably dirty because of the lack of sanitary facilities. They had been without food for several days. The mother was desperately ill. Funds were exhausted. They did not know where to turn for help which they were certain would be refused because they were not residents of the area.

On an April day at a state hospital for the mentally retarded, not one child was in sight on the hospital's 600 acres of grounds. It was a beautiful sunny day and children could have been playing out of doors. Not one child was using the well-equipped gymnasium or the classroom, well-stocked with books.

The children were standing in a room, bare except for a few benches. Urine was all over the floor. Severely retarded patients were lying naked in cubicles which can best be described as kennels: an elevated mattress surrounded on three sides by high marble slabs and on the fourth by wire mesh so thick one could barely see through it. There was a device for washing patients very much like a car-wash; a spraying mechanism through which patients could be directed, so that no one need touch them.

A large ward contained 60 to 80 patients. The only toilets for them were five or six located in the middle of the room, allowing no privacy. The hospital's hard-working but insufficient staff could provide only custodial care.

In a county in the Appalachian region, there are shacks hardly fit for habitation. Despite the great efforts of many who are concerned with the plight, the needs remain critical. Large families live in two- and three-room huts. This spring, the town and river valley beyond was flooded and many homes had been temporarily abandoned.

Slum conditions believed worse than any in larger cities were seen. In these areas, buildings are decayed; generally there is no inside plumbing. Some buildings are partly toppled and, throughout, children were swarming. Adults, out of work, stand around, while a few adolsecents toss a soft ball.

Twelve percent of the county's employable adults are said to be out of work and unable to find work. Marginal farming and mining, both once heavy users of local manpower, have ceased to offer work opportunities for the bulk of men in the town. Throughout the town, coal dust is still in the air, but much of the mining has become automated. Teachers are in short supply, and illiteracy among adults is high. Many adolescents drop out of school.

Leaders in the town say it is hard to attract new industry because of the area's previous labor strife, its lack of even minimal recreation facilities, the surrounding area's continuing high rate of adult illiteracy, and the fact that much of its manpower is either untrained or trained only for the mining industry.

A. Who lives in Poverty?[1]

1. About half of the poor live in cities; one-sixth on farms.

2. Close to three-fifths are in families with six or more members.

3. More than half are in families whose chief breadwinners have eight years or less education.

4. Nearly one-third are in family units without a male family head.

Age Levels?

1. One-sixth are aged 65 and over. (In fact, more than 80 percent of those over 65 had no taxable income in 1960.)

2. Half are children under 18 years of age. (One-fourth of the children in these poor families have no father in the home.)

Employment Status?

1. About 2.5 million family heads were unemployed in March 1961; among these 43 percent lived in poverty.

2. In the United States umemployment averages 5 percent of the total labor force; and many counties in the United States have consistently had a rate more than twice the national average.

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[1]Figures cited in the remaining pages of this section come from the following sources:

- U.S. Census of the Population, 1960; Washington, D.C., 1961.
- "Poverty and Deprivation in the United States," Conference of Economic Progress, Washington, D.C., 1962.
- "Unmet Needs in a Land of Abundance," a special study prepared by L. A. Epstein for the President's Study Group on a National Service Program, December 17, 1962.
- World Almanac 1963, and Book of Facts, New York World Telegram and Sun, 1962.
- Draft Copy of Report by the President's Council on Aging, Washington, D.C., pre-dated May 14, 1963 (not published yet).
- Facts on Aging, No. 4, February 1963, U.S. Office of Aging, Department of Health, Education, and Welfare.

B. Mortality Rates

The infant mortality rate in the United States in 1959 was 26.4 deaths during the first year of life per 1,000 live births. For whites, the rate was 23.2, while for non-whites it was 44. In 11 states, the rate for non-white infants exceeded 50 deaths per 1,000 live births.

A non-white mother is four times as likely to die in childbirth as a white mother. In 1959, maternal mortality in the United States was 3.7 deaths per 10,000 live births, but the rate for white mothers was only 2.6 deaths, while that for Negroes and Indians was 10.2 deaths. In nine states, the rate exceeded 12 non-white deaths per 10,000 live births.

A non-white child born in the United States can expect to live seven years fewer than a white child.

C. Public Welfare Recipients

Of the 33 million poor in the United States, some 3 million children and about 4 million adults are receiving public assistance. In addition, about 3 to 3.5 million persons who are in financial need receive surplus food, but no cash assistance from a public agency.

Thirty-three percent of the mothers in cities over 100,000 population are indigent or medically indigent. They receive little or no prenatal care and inadequate postnatal care.

Of all children in families which received Aid to Families with Dependent Children at the end of 1961, 11 percent had a physical or mental defect.

Lack of education is a major factor contributing to dependency. While 56 percent of all women 20-54 years of age had completed high school, only 16 percent of the mothers on AFDC had done so. Of all women with less than five years of schooling, 1 in 14 is an AFDC mother; of those who completed high school or better, only 1 in 566 is an AFDC mother.

When a family receives AFDC because of the father's incapacity, 42 percent of the fathers report less than five years schooling, compared with 9 percent for all adult males; only 5 percent of these fathers report graduation from high school, compared with 40 percent of all men aged 25 and over.

D. Children in Need of Day Care

There are about 15 million children under 18 in the United States whose 8 million mothers are working. Four million of these children are under 6 years

age and 5 million are between 6 and 11. In the past decade, the number of mothers in the labor force who had children under 6 increased 56 percent.

About six out of ten children whose mothers work full-time are cared for in their own homes, usually by fathers or other relatives. About four out of ten are cared for away from home by relatives, neighbors, in group care, etc. About 400,000 children under 12 were expected to take care of themselves. There are nearly half a million mother-only families with children under 6 where the mother works.

More than one-third of the women with pre-school children (under 6) are in the labor force in four states, and the District of Columbia.

All reported licensed day care facilities in the United States (day care centers and family day care homes) can serve only about 185,000 children.

E. Educational Deficiencies

More than 8 million persons over 25 years of age have less than five years of schooling—the so-called "functional illiterates." In 1960, 8.4 percent of the population 25 or over had completed less than five years of school, while only 41.1 percent had completed high school or more.

Forty percent of pupils entering fifth grade do not graduate from high school. Nearly one-third of those entering ninth grade later become high school drop-outs.

In 1961, there were 28.4 pupils for every public elementary school teacher in the United States. In six states and the District of Columbia there were 31 pupils or more for every elementary school teacher, and many of these teachers were not fully qualified.

In October, 1960, 32 percent of the young people in the United States between 16-24 were not in school and had not completed high school. Of those age 14-24, 23 percent were not in school and had not graduated from high school. The ratio exceeded 30 percent in six states.

In 1961, 22 percent of the men given the Selective Service pre-induction exam failed the mental tests. More than 40 percent failed in six states.

F. The Mentally Retarded

About 5.4 million adults and children are mentally retarded. Thus, 3 percent of the population is significantly impaired in its ability to learn, and to adapt to the demands of society. Constant care or supervision is required by 400,000; but the mildly-retarded, whose I.Q. is 50-80, comprise about 5 million of the 5.4 million.

There are now only about 20,000 teachers for the mentally retarded but 75,000 are needed for the one-and-a-quarter million school-age retarded, who comprise 11 percent of the school-age population. Only one-fifth of the retarded are enrolled in special education programs in the public schools.

Prevalence of mental retardation is significantly higher in those groups whose incomes are low and education is limited and for whom maternal care is frequently inadequate.

G. The Mentally Ill

One in 10 of the population has a recognizable, though not necessarily disabling, mental disorder.

More than one million mental patients are treated each year in United States hospitals. Another half-million receive services in out-patient psychiatric clinics, and a substantial number are being treated by private psychiatrists.

About half of all beds used in hospitals in the United States are occupied by mental patients.

At the end of 1961, there were 604,000 patients in mental hospitals—of whom 528,000 were in public hospitals. 1959 data showed 30 percent of the resident patients in such hospitals were 65 and over; only 5 percent were under 25 years.

More than one-half of the patients in most state hospitals receive no active treatment of any kind to improve their mental condition.

H. Persons in Institutions

In 1961, there were 1,332 institutions for dependent and neglected children—with a total of 80,300 children.

About 615,000 persons 65 and over are in institutions. About 160,000 are in public prolonged-care hospitals for mental diseases; others in nursing homes, homes for the aged.

At the end of 1961, there were 23,696 prisoners in Federal institutions for adult offenders and 196,633 prisoners in State institutions. About 115,000 prisoners were in local jails and workhouses at that time. There were about 36,000 children in public training schools, and 7,000 in voluntary institutions for delinquent children.

Of the prisoners with sentences of more than one year admitted to Federal institutions in a recent year, 57 percent had only a grade school education or less, and 88 percent had not finished high school.

The number of employees responsible for educational work in State institutions for adult offenders was one per 153 prisoners at the end of 1960, and exceeded 1 per 500 in 11 states.

I. Migratory Farm Workers

Of the 3,693,000 farm wage workers in 1960, 409,000 were migrants who left their homes temporarily to work in another region or regions.

In the domestic migrant families, there are 350,000 to 450,000 children of whom about 225,000 migrate with their parents.

Of the 409,000 domestic migrants, 317,000 worked 25 days or more at farm and non-farm wage work, while 92,000 worked less than 25 days in 1960. Those migrants who worked 25 days or more earned an average of $1,016, ($819 from farm work; $197 from non-farm work) while those who were employed less than 25 days averaged only $388 for the year ($66 from farm work).

Nearly two-thirds of all domestic migrants earned less than $1,000 in 1960 from farm and non-farm work.

More than half of the migrant children are retarded educationally from one to four years. School achievement is usually under the fourth grade.

About two-thirds of all migrants aged 20 and over have not completed eighth grade. Nearly 30 percent would be classified as functionally illiterate, having less than five years of education.

J. Indians

The Indian infant death rate in 1960 was still almost twice that for all races—47 per 1,000 live births.

Life expectancy is 20 years less for the continental United States Indian population than for the rest of the country. In 1960, average life expectancy in this country was 62.3 years, while that for Indians (excluding Alaska) was only 42 years.

Leading causes of death are accidents; other leading causes include influenza and pneumonia (two and one-half times the United States rate); gastritis and enteritis (nearly seven times the United States rate), and tuberculosis (three and one-half times the United States rate).

Non-fatal diseases also are more prevalent among Indian children and adults than the rest of the population. These include: measles (incidence is four times as high among Indians as among the rest of the United States, 1961); strep throat (more than four times as high); chickenpox (two and one-half times as high); tuberculosis (nearly eight times as high); hepatitis (over five times as high); amoebic and bacillary dysentery (23 times as high); and rheumatic fever (four and one-half times as high).

Indian families average nearly six members in size, more than 50 percent larger than families in the general population. The need for better housing remains severe.

K. Alaskan Natives

Of Alaska's 226,167 people, 43,081 are considered "natives". They are of three separate racial strains: 14,444 Indians, and 28,637 Eskimos and Aleuts. Generally, the Eskimos live along the north and west coasts of the state; the Indians in the central interior and Southeast, and the Aleuts in the Aleutian Islands.

The unemployment rate in Alaska as a whole is 12.8 percent; however, the rate for natives is 25 percent. The contrast between white and native is startling in certain categories; e.g., the white rural non-farm unemployed percentage is 9.7, while that for native of the same category is 27.5. The home office of the Bureau of Indian Affairs estimates that from 50 to 70 percent of all Eskimos between the ages of 18 and 55 are permanently unemployed.

In the Wade Hampton election district, which has a native population of ca. 3,000, the median school years completed is 1.6, in the Bethel district, with a native population of over 5,000, the median school years completed is 2.0; in the Bristol Bay district, with a native population of over 2,500, the figure is 2.0. That is, these approximately 10,000 natives have not, on the average, finished the second grade.

Although 57.7 percent of all Alaskans have structurally sound housing with plumbing, only 13.1 percent of Alaskan rural natives have such housing. In the Wade Hampton election district, of the 528 occupied houses (only 34 of which are occupied by whites) 476 are either deteriorating or dilapidated; 7 have hot and cold piped water, the rest have none; none has a flush toilet; and an average of 4.5 people occupy each room.

The general health of Alaskan natives is not good. Average age at death is 30 years, as compared to 62.3 years for the United States population as a whole. This low life expectancy is attributable largely to the very high death rate among infants: Alaskan infant death rate per 1,000 live births is 76; for the United States all races, the figure is only 25.7. Most of these deaths are easily preventable, given minimum health education.

L. The Appalachian Region

The Appalachian area of the United States is an underdeveloped area covering 148,000 square miles of mountains and valleys in parts of nine states — Virginia, Maryland, Pennsylvania, West Virginia, Kentucky, North Carolina, Alabama, Georgia, and Tennessee. Some projections of Appalachia have excluded Pennsylvania and Georgia, while others have also included parts of Ohio and South Carolina.

More than 16,000,000 Americans, including a labor force of over 3,500,000, live in this area.

The "Appalachian South" contains more than 8 million people, living in 257 counties in nine states—those listed above, excluding Pennsylvania, but including

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part of South Carolina. In much of Appalachia, inter-related problems of limited education and unemployment have resulted in undernourishment, health deficiencies, substandard housing and clothing, out-migration and low social morale. 204 counties are more than two years below the national norm in number of years of schooling of adults over 25 years old; 100 counties have a family income median of less than half the national median.

In the past 12 years, more than 1,200,000 men, women, and children have moved out of the region.

The mountaineers are among more than 300,000 farm families whose tillable land averages less than 15 acres, producing less than $1,100 cash annually.

Only in the primarily urban counties containing about a quarter of the area's population do per capita incomes rise above $1,400 per year as compared with a nationwide average of over $2,200. Many rural counties show a per capita income of less than $500 annually.

In some of the areas of the Appalachian South, there is a functional illiteracy rate of over 20 percent. A large school drop-out rate is one of the contributing factors. In many counties, more than three-fourths of the young people drop out of school before completing high school.

M. The Elderly

Those over 65 years of age comprise 10 percent of the entire population (nearly 18 million persons).

Nearly 50 percent of those over 65 not in institutions had incomes below $1,000 a year.

Thirty percent of those over 65 do not receive Social Security benefits, since they did not work in covered employment. More than 2.2 million persons over 65 receive relief payments through old-age assistance.

Only three million of those over 65—about 20 percent—are employed; only two million of these work full time; the rest part time.

More than 12 million of those over 65 (about 2 out of 3) have at least one chronic ailment: high-blood pressure, arthritis, rheumatism, diabetes, heart disease, or mental illness. About half of these have some limitation on their activities due to their illness. About two million are invalids, not in institutions, but unable to get along without help from others. In addition, 800,000 of those over 65 are in institutions.

N. Puerto Rico

The Commonwealth of Puerto Rico has a population of 2,350,000.

Migration to the United States after 1945 has varied between 28,000 and 45,000 annually. Some migrants are seasonal farm laborers and return home. In New York City there are about 650,000 residents of Puerto Rican origin.

Three out of ten Puerto Ricans aged 14-24 have not completed high school and are not in school. One in five Puerto Ricans 25 years old and over has had no schooling at all.

Half the population is under 18 years of age; only five percent is over 65.

Median family income is $1,266, compared with $5,550 for the United States.

Infant mortality in Puerto Rico is almost twice as high (47.6 deaths per 1,000 live births) as in the United States (26.4 deaths).

Maternal mortality in Puerto Rico is more than double (8.1) that of the United States (3.8 deaths per 10,000 live births).

III. SHORTAGES IN THE HELPING PROFESSIONS

The need for a national service program is further emphasized by the critical shortages of personnel in the helping professions, and one of the most important goals of the Corps will be to inspire people to either take up or resume careers in these professions. A study was undertaken by the Study Group to determine the present supply of, and demand for, people in the helping professions and a summary of this study follows. Where possible, projections of these figures for 1970 were obtained.[1] A few examples follow:

A. Social Workers:

The supply of social workers does not come near to filling the present demand. In public assistance and child welfare agencies along, 34,000 additional trained workers will be needed by 1970. Yet, slightly more than 2,000 persons are being graduated yearly from schools of social work.

B. Nurses:

Women are not entering the field of professional nursing at a rate fast enough to meet replacement and growth needs, even at the present ratio of 282 nurses per 100,000. There are 504,000 registered nurses today, but if we are to meet replacement and growth needs, and raise the ratio of nurses per 100,000 to the more desirable 300, then 600,000 additional nurses will be required. It is not possible to find figures for projected demand for practical nurses and auxiliary nursing workers, but authorities in the field say there is, and will continue to be throughout the 60's, a critical shortage.

C. Physical Therapists:

8,000 physical therapists were employed in 1960, and growth and replacement demands will require that 3,000 additional physical therapists enter the field each year. In 1960 there were only 682 graduates from approved schools.

D. Occupational Therapists:

In 1960, about 6,300 occupational therapists were registered with the American Occupational Therapy Association. There is a serious shortage in this field and this shortage is expected to exist throughout the 1960's.

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[1] Statistics cited in this section were taken from the Occupational Outlook Handbook published by the United States Department of Labor, 1961.

E. Home Economists:

The shortage in this field is also acute: replacement demands in the field of teaching home economics alone require 5,000 additional recruits annually, and by 1965 there will be 10,500 new positions in the field as a whole.

* * * *

It is important to bear in mind that in many of the helping professions shortages are partially explained by the fact that so many members of the professions are women who drop out to marry and make a home. Among the elementary school teachers, 10 percent of the professionals drop out each year; among professional nurses, five percent. Thus, there exists a large reserve of trained teachers, nurses, occupational therapists, homemakers, etc., and a number of them might well respond to a call to serve part-time in their professional capacities. It is also significant that, because of great shortages in the helping professions, many institutions have resorted to using part-time personnel. For instance, of the 5,500 occupational therapists employed in hospitals in 1959, six percent were part-time.

Thus, on the one hand, there seems to be a good supply of potential part-time trained volunteers and, on the other, a willingness and desire on the part of employers to use them.

IV. RESPONSE TO THE PRESIDENT'S PROPOSAL FOR CREATING A NATIONAL SERVICE CORPS

A. Public Response

To determine the public's reaction to a National Service Program—and the willingness on the part of our citizens to serve in it—questionnaires were distributed through 84 colleges and universities, through 100 senior-citizen and non-college groups and to Peace Corps trainees and unused applicants.

Tabulation of responses to these questionnaires through February 4, 1963, showed strong support among all groups, as follows:

1. Of the 10,216 students from 65 colleges and universities responding, 88 percent favored creation of a National Service Corps, and 70 percent said that they would definitely join or consider joining such a Corps.

2. Of the 4,130 senior citizens or retired persons who responded from 79 different organizations, 82 percent thought a domestic service corps would be desirable, and 57 percent indicated they would definitely join or consider joining it.

3. Of the 606 Peace Corps Volunteers in training at 12 different sites who responded to a Peace Corps questionnaire, 19 percent said they would have had equal or greater interest in joining the National Service Corps if it had existed at the time they entered the Peace Corps; 33 percent would be willing to serve in the National Service Corps for a year after they complete their Peace Corps service; and 54 percent would have been willing to serve in the National Service Corps for a year before their Peace Corps service began, if the National Service Corps had existed.

4. Of the 353 Peace Corps applicants not used by the Peace Corps because of age, medical, family or other technical reasons, 57 percent indicated an equal or greater interest in domestic service; 55 percent indicated they would serve in the National Service Corps for a year after their Peace Corps service; and 80 percent indicated willingness to serve in the National Service Corps for a year before Peace Corps service.

The Study Group has received and replied to letters from more than 1,000 citizens offering to serve.

In November 1962, several newspapers published the results of a Gallup Poll which showed that 62 percent of those questioned favored a domestic counterpart to the overseas Peace Corps.

B. Editorial Response

Among those papers and magazines which have given serious consideration to the idea of a domestic Peace Corps, the response has been usually encouraging. Life Magazine, for instance, summed up the opinion of a great segment of the nation's press in an editorial which observed that: "The well of American idealism is still deep, especially on campuses. Why not channel it into the many undeniable pockets of great need that deface our prosperity?"

Similarly, Malcom S. Forbes, Publisher of Forbes Magazine, expressed the view of many progressive American businessmen: "The Administration's plan to set up in this country a domestic equivalent to the Peace Corps is first rate," wrote Forbes. "For a variety of reasons, many, both young and old, may not be able to undertake overseas service in the Peace Corps. We have at home, however, a wide and crying need for those idealistically motivated and with proper background to tackle the assorted specific tasks at hand. At very low cost, such idealism can be intelligently harnessed and directed for maximum effect."

C. Institutional Response

From the beginning, the Study Group assumed that a National Service Corps could not succeed, and should not even be attempted, without strong support from the organizations already working in every phase of social service. Consequently, the Study Group has corresponded with or met hundreds of leading organizations and individuals in the service fields. The response to the proposed National Service Corps on the part of organizations working in the field has been overwhelmingly enthusiastic. (For a list of organizations and individuals endorsing the proposed National Service Corps—see Appendix C.

D. Response by Organizations Proposing Specific Projects

All total, 50 project models have been submitted to the Study Group by various local and state organizations. Based on the type of people to be served, the models which have been submitted can be divided into five broad categories: (1) Migratory workers and their families; (2) Indians; (3) Residents of depressed and/or isolated rural areas; (4) Residents of urban slums; and (5) Persons under the care of institutions for the mentally ill, the mentally retarded, delinquent and/or dependent children, adult criminal offenders, the elderly, the physically handicapped and chronically ill, and the physically ill (in general hospitals).

Locations range from urban centers such as New York and Los Angeles to Indian communities in South Dakota and Arizona; from migratory labor camps in San Antonio, Texas and Fort Pierce, Fla., to community development in the District of Columbia and Upper Cumberland, Tennessee. Models were submitted by organizations in 20 states and the District of Columbia.

Sponsoring groups range from the City of New Haven to the State of Kentucky; from the Veterans Administration in Washington, D.C. to the Tribal Council of the Oglala Sioux; from the Washington Urban League to Rutgers University.

The jobs requested and skills required are impressively varied. In general, they require some specialized skill (though sometimes this skill could be acquired

in the training period); some college experience is generally requested. Jobs range from highly skilled occupations such as law and case-work in which graduate training would be necessary; to the teaching of, and health work with, migrants, for which a college degree and some knowledge of Spanish would be required; to psychological testing and camp counseling of emotionally disturbed children for which some college education would be required; to homemaker's assistant and nurse's aide for which a high school degree would be sufficient. (For a discussion of the project models, see Section VI).

The Study Group has also received a number of letters indicating interest in having corpsmen come into an area. They range from the request of the president of an Alaskan native village for one corpsman to come to the village and help it to develop its economic resources, to a letter from a county health and welfare council expressing its interest in developing a complex model for juvenile delinquents and the elderly. One rather unusual suggestion has been received: that deaf corpsmen be recruited to work with deaf patients in mental hospitals and to serve as interpreters to the hospital staff of the needs of these patients.

V. PROJECTS

A. Selection

With such an overwhelming need for a National Service Corps, it is obvious that the selection of individual projects to be undertaken by the Corps will be of extreme importance. The following statement of criteria would be used by local groups to develop projects and by the National Staff to evaluate them:

A National Service Program would:

1. Respond to Local Request

Requests for National Service Corpsmen will be made by a local or state public or private group. In addition to having the prospective host group indicate who will administer the project locally, the request should contain evidence of a desire for service by the group to be served. Finally, the request should evaluate the quality and potential support of key individuals and local groups who could be expected to cooperate with the host group.

2. Work with Those in Critical Need

The National Service Program would choose projects in which corpsmen could work with people in great need—i.e., those who, despite efforts to help themselves or because they cannot help themselves, are denied the essentials of a decent life in a generally prosperous society.

3. Cooperate with, and be Locally Supported and Supervised by, Those Concerned with the Problem

The project designed by the local group must meet the problem of critical human need. The local host organization, not the Federal Government, must be prepared to administer the project and supervise the corpsmen. Within its capability, the local community would contribute supporting resources to the project, including volunteer or other personnel with whom corpsmen would work on a cooperative basis.

4. Expect Corpsmen to Work at Meaningful Tasks Appropriate to the Qualifications of Available Corps Personnel and to the Nature of the Problem to be Addressed

The tasks must be substantive, ones which will permit the corpsmen to make a contribution to a resolution of problems. The local request must specify corpsmen's roles in the project by describing their tasks and the skills required to carry out such tasks. Further, the request, should provide assurance that the proposed project would neither duplicate nor replace existing local programs nor displace local personnel.

5. Help to call Attention to Critical Needs and Demonstrate Methods of Attacking Problems of National Concern by the Kinds of Projects Chosen

One of the primary purposes of the National Service Program would be to work on problems of national concern. By calling attention to the problems, by motivating others to serve in their own communities, by demonstrating creative ways of dealing with problems, the project should have the potential of producing a catalytic effect on the locality, the area, and the nation. Thus each project should be designed to permit eventual phase-out of national service program personnel and their replacement by local professionals or volunteers.

The following questions, derived from the above criteria should be answered by model developers as part of their proposals:

a. Respond to Local Request

(1) What is the name, address, and nature of the group making the request?

(2) What other groups have been consulted in the preparation of the project request?

(3) Does the group to be served desire this help?

(4) What evidence is there of present or potential opposition by local groups and individuals?

b. Work with Those in Critical Need

(1) Who are the people in critical need?

(2) What is the nature and extent of their need?

(3) What efforts has the community or the group made to meet these needs?

c. Cooperate with, and be Locally Supported and Supervised by, Those Concerned with the Problem

(1) Describe the proposed project, particularly how it would meet the problem of human need described above.

(2) Who would administer the project?

(3) Who would supervise the corpsmen on the job?

(4) What is the nature and extent of local supporting personnel—administrative, professional, and volunteer?

(5) Would the project duplicate or replace any existing project or personnel?

(6) What plans are there to "phase out" the project within a foreseeable time?

(7) Would the corpsmen be replaced by local part-time volunteers or full-time professional employees?

(8) Would corpsmen be expected to help recruit local counterpart personnel?

(9) What contribution would the local community or host group be prepared to make to the project? This could include provision for housing, food, transportation, medical supplies and equipment, training personnel and facilities, on-the-job training and supervision, etc.

(10) What would be the cost of the project?

(11) How do the above costs compare to that which would be paid to salaried personnel performing the same tasks?

d. Expect Corpsmen to Work at Meaningful Tasks Appropriate to the Qualifications of Available Corps Personnel and to the Nature of the Problem to be Addressed

(1) How many corpsmen are requested?

(2) What are the specific jobs they will perform? (It is assumed that the jobs will involve corpsmen in direct work with people in need.)

(3) What skill, qualifications, and training are needed for each job?

(4) How could the local sponsoring group contribute to the training?

e. By the Kinds of Projects Chosen, Help to Call Attention to Critical Needs and Demonstrate Methods of Attacking Problems of National Concern

(1) Are the problems to be addressed common to other areas or groups?

(2) Will the project stimulate increased part-time local volunteer efforts?

(3) Will the project stimulate other attacks on the problems?

B. Number of Projects

Assuming the availability of about 150 corpsmen for field assignment placement in the spring of 1964, five to eight projects could be undertaken at that time.

C. Types of Initial Projects

To date, the staff has reviewed the following "target groups" to which corpsmen might be allocated in the first 18 months of a National Service Program.

1. Migratory Workers and Their Families
2. Indians
3. Residents of Urban Slums
4. Residents of Depressed and/or Isolated Rural Areas
5. Persons Under the Care of Institutions for:
   a. The mentally ill
   b. The mentally retarded
   c. Delinquent and/or dependent children
   d. Adult criminal offenders
   e. The elderly
   f. The physically handicapped and chronically ill
   g. The physically ill (general hospitals)

VI. PROJECT MODELS

As mentioned before, fifty project models have been suggested by various state and local, public and private organizations throughout the nation. To present a more specific idea of the kinds of assistance which have been requested, as well as the tasks individual corpsmen would perform, twelve of these project models are summarized below.

These project models are not necessarily the first projects the National Service Corps would undertake, but they are representative of the problems, and of solutions proposed by groups representing people in need.

For a list of fully developed models—see Appendix D. For a list of other models—see Appendix E. For a list of individuals and groups expressing interest in having National Service Corpsmen come to their areas—see Appendix F.

A. Oglala Sioux Indian Reservation Model, Pine Ridge, South Dakota

THE PROBLEMS

The Oglala Sioux form the second largest Indian tribe in the United States: 8,500 Indians. They live on the second largest reservation in the country in an area almost as large as Puerto Rico. They have enormous problems.

- More than half of the people live in old, badly-constructed one-room frame or log houses. One percent still live in tents. The South Dakota winters are not kind—the average winter temperature in 1963 was about 22 degrees, with days of minus 25 degrees not uncommon. The Indians lack construction skills.

- Maternal and child mortality rates are very high—almost four times greater for infants than for the non-Indian babies in the area. Conquerable diseases incidence is also high. The single 49-bed hospital had an average daily patient census of 54 in 1962. Home instruction in health and sanitation is badly needed.

- The children are frequently retarded culturally when they enter school at age six or seven because they have learned only the Sioux language and customs.

- Although an irrigation project was begun years ago, the Indians do not know how to complete it or utilize it. Without adequate water cattle cannot be bred or fed, and the Indians are thus unable to use these potential income-producers. Specialists in irrigation and ranching are needed.

- The annual Tribal governmental budget exceeds $400,000. But almost none of the Tribal leaders has any experience in government or business management.

- The saddest fact of all is that most of the Oglala community groups do not even realize their problems, or know their goals, or know how to start achieving the goals. There is a serious need for community development, recreation, and adult education.

HOW CORPSMEN COULD HELP

The Oglala have asked for 21 to 37 corpsmen. If this project were selected, it would be integrated into the programs of the Bureau of Indian Affairs, and administered by the Tribal Council. Supervision at the job level, where appropriate, would be by the BIA. Here are some of the jobs.

1. Housing. Corpsmen with experience in carpentry, plumbing, and electrical wiring could act as on-the-job instructors in self-help home and community building construction.

2. Home Nursing. Nurses could rotate through the community groups, teaching basic health and sanitation hygiene.

3. Nursery School. Corpsmen could help organize and run the first nursery school on the reservation. Indian children could thus learn the English language and American social customs in addition to their own.

4. Agriculture. Corpsmen could act as on-the-job instructors in repairing and using the irrigation project. In addition, Corpsmen could institute a cattle-feeding program which would create employment and make profitable use of the reservation's resources.

5. Administration. Corpsmen skilled in public administration and business management could teach their skills to both the Tribal Council and the Indian public.

6. Community Development. Corpsmen skilled in community development—adult education, vocational training, recreation—could work with the Indians to instill in them the ambition, desire, and enthusiasm to change their social and economic situation.

B. Massachusetts Mental Health Model

THE PROBLEMS

Massachusetts has made tremendous strides in providing for the mentally ill. Through the use of new drugs, treatments, and therapy, state health officials have been able to open many doors in the field of mental rehabilitation. Yet, for four out of every five patients, these doors remain tightly shut. Why? A lack of manpower to put ideas and techniques into action and a lack of ward space for decent living and care:

- In a typical back ward, 50 patients are crowded into a physical space which would normally house two typical American families;

- Total furnishings comprise 50 beds, 50 wooden chairs, 5 tables, a common toilet, and a television set;
- One psychiatrist must be responsible for the entire ward—in addition to seven other wards like it. Total patients: 350;
- The only non-patient contact the patient has is with his attendant; Therapy consist almost entirely of tranquillizing medication.

HOW CORPSMEN COULD HELP

One important solution to the manpower problem has emerged in the past 15 years: use of part-time unpaid citizens from the community. The citizen contribution has been in time, energy, and humanity, and it has brought marked improvement in the physical conditions and social environments of the wards in which the volunteers have visited. The presence of the volunteers has also accounted for basic personality change in the patients, and has provided the patients with the impetus for substantial recovery.

National Service Corpsmen could expand considerably the role of the volunteer, and increase the number of participants from the community in that role. Here are some of the jobs corpsmen could do.

1. Service Co-ordinator. The corpsmen could work directly with patients, becoming familiar with their needs and referring them into appropriate professional and volunteer therapeutic programs.

2. Project Co-ordinator. The corpsmen could establish or expand a rehabilitation project, and lead the patients into the project. Some of the possible projects include: physical education program, adult education, community service program where patients can make things for the blind and the deaf, an employment agency, training in special skills, counselling patients' families.

3. Halfway House Worker. A corpsman could live in and man a new halfway house—a transitional facility for patients who require supervision, guidance, and support while making the step back to the community.

4. Case Aid Worker. A corpsman could work individually in case relationships with patients selected by the service co-ordinator. The corpsman could also work with patients to build supportive "companionship" relationships, lead the patients into new social situations, and guide them in appropriate modes of adjustment.

C. Crawford Mountain (Tennessee) Health Model

THE PROBLEMS

On Crawford Mountain in Overton and Fentress counties in Tennessee, are six unincorporated mining camps. In this isolated and depressed region, 2,430 people are barely subsisting. The average annual family income in the two counties is about $2,000. It is less on the mountain. The median education level in the two counties is less than eight years. It is less on the mountain.

The total population of the two counties is 27,949. Yet each county has but one public health nurse. The single nurse in Overton county does visit the mountain families—for two days each month. The nearest doctor is 25 miles away, a trip that is made only when something very serious comes up. But many families cannot afford to see the doctor.

HOW CORPSMEN COULD HELP

The mountain community has requested only two corpsmen—but the project could have a tremendous impact in this rural depressed area. Here are the jobs the corpsmen could do.

1. Nurse. A nurse-corpsman would conduct a visiting-nurse program, health clinics, and an educational program. It is felt that the nurse could help prevent deaths which have occurred in the community because the people delayed the trip to the doctor. The nurse could also reduce the need for long hospitalization.

2. Health Educator. This corpsman would organize health facilities on the mountain, help develop other community facilities related to health, make people aware of the existing health facilities, and teach them how to use these facilities.

D. San Carlos Apache Indian (Arizona) Model

THE PROBLEMS

The San Carlos Apache Indian reservation spans a three-county area in east central Arizona. Over 4,800 Indians live on the rough bottomland, arid semi-desert, and forest-covered moutains that make up the reservation's 1.6 million acres.

- Seventy-five percent are unemployed (compared with the United States unemployment rate of five to six percent).
- About three-fourths of the families receive income from a tribal cattle industry—but nearly half of these families receive less than $500 annually, and another one-fourth receive from $500 to $999 annually.
- Other tribal enterprises employ seasonal workers for cotton chopping and picking, and cowboy work. This gives some the tribe a part-time income of $600.
- Almost all of the housing is substandard. Housing generally consists of one or two poorly built rooms. Inside, up to 14 persons are expected to cook, eat and sleep. The houses are cold in the winter, and so oven-like in the summer that the occupants are forced to live outside.
- Sanitation is deplorable. Water must be carried long distances. And it must be heated by outside fires for cooking, bathing and washing.

HOW CORPSMEN COULD HELP

National Service Corpsmen could demonstrate, teach and show by example ways for the San Carlos Apaches to better their standard of living. Here are some of the tasks corpsmen could perform to alleviate the tribe's chronic underdevelopment, low wages for those who do work, substandard housing, unsanitary health conditions and practices, and low educational attainment. The jobs would be integrated into programs of the Bureau of Indian Affairs.

1. General Construction Workers. Corpsmen with experience in the fields of plumbing, wiring, carpentry and masonry could assist with the construction and maintenance of self-help housing projects.

2. Adult Education Teachers. Teaching aides could instruct adults in such fields as Tribal, state and national government, academic skills and Tribal and business administration.

3. Farm Aide. A corpsman could instruct in vegetable gardening, slaughtering, small machinery maintenance and repair, and 4-H and Future Farmers of America Club projects.

4. Home Aide. Corpsmen could also work with the people in self-help housing projects in such fields as nutrition, infant care, preservation of food, home management and housekeeping practices.

E. Clover Bottom (Tennessee) Mental Retardation Model

THE PROBLEMS

Mental retardation today ranks as a major national health, social, and economic problem. It is 10 times more frequent than diabetes, 25 times more common than muscular dystrophy and 600 times more prevalent than polio.

But most state institutions for the retarded remain under-staffed, overcrowded, and can offer little more than custodial care. Budgetary limitations inhibit the training, education, rehabilitation and community living programs essential to the cure and release of many retardates. One of these state institutions, Clover Bottom Hospital and School in Donelson, Tennessee, serves 1,400 mentally retarded children. Under the jurisdiction of the State Department of Mental Health, and enjoying close working relationships with five nearby colleges, Clover Bottom is one of the under-staffed and overcrowded. It is unable to meet the total needs of its mentally-retarded patients, who span all age groups, degrees of retardation, and include both sexes.

HOW CORPSMEN COULD HELP

The Tennessee Department of Mental Health has asked for assignment of corpsmen to help meet Clover Bottom's personnel shortages. Here is what corpsmen could do.

1. Social Service Workers. Corpsmen could counsel individual and group retardates in management of day-to-day experiences, community adjustment, development of social skills (dress, manners, etc.).

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Corpsmen could also serve as "big brothers" and "big sisters" for an individual residential building, and for counselling, advising, and acting as liaison between parents, institution and patient.

2. Teaching Aides. Corpsmen, working in conjunction with the institution's regular teachers, could offer individual classroom attention and assistance in both trainable and educable classes. The corpsmen might eventually help initiate and develop programs in special classes for the mentally retarded in nearby communities.

3. Recreation Aides. Corpsmen could work with patients unable to participate in the institutions's regular physical recreation activities, develop a total recreation program for a particular residential building, teach intra-mural sports, and develop indoor activities for inclement weather.

4. Vocational Educational Instructors. Corpsmen could instruct patients in such skills as leather work, ceramics, machinery, radio-television repair and printing. Learning a trade is a vital part of the patient's rehabilitation. Without it, the patient's success as a useful, self-sufficient member of the community will be severely limited.

F. Harlan County, Kentucky, Rural Development Model

THE PROBLEMS

Harlan County, already burdened with an inordinate share of America's poverty and deprivation, was hit by the most disastrous flood in its history in March of 1963. Damage exceeded $21,000,000. Forty-nine homes were washed away and 1,500 were damaged. Two thousand school children were isolated for a time as 120 bridges were washed out, and roads were undermined and destroyed.

This natural diaster devastated an historic county in southeastern Kentucky that has suffered from man-made upheavals for too many years.

- Coal mining is the county's principal source of income. But coal production has declined and automation has been replacing workers. From 1942 to 1962, production was cut in half. Coal employment dropped from 12,500 men to 3,183 men.

- The county's 1950 population was 75,544. It lost more than 21,000 people in the next decade. Almost a quarter of its current population is unemployed. More than $6,000,000 a year is paid out in social security, public assistance, and unemployment insurance benefits.

- Twelve thousand people receive surplus farm food.

- Even before the flood hit, nearly two out of three housing units were classified as substandard.

- The youth in Harlan County suffer incalculable handicaps. Eighty-five percent are undernourished. A majority of the draft-age young men are rejected by the armed services due to bad health and illiteracy. The county has the highest percentage of juvenile delinquents in the state.

- School drop-outs are an enormous problem. Of the 13,092 youths between 6 and 18 years of age, nearly 20 percent are not enrolled in school. Nearly 60 percent dropped out of high school between 1958 and 1962. Median school years completed in the county is only eight. One-fourth of the adult population has less than a fifth-grade education and is classified as functionally illiterate. Only 18 percent of the residents have completed high school or more. And, not suprisingly, the state's last log school house can be found in Harlan County.

HOW CORPSMEN COULD HELP

The cooperative Planning Council of Harlan, Kentucky—composed of representatives from civic clubs, agencies, public officials, and institutions throughout the county—has requested National Service Corpsmen to help in the major attacks on the county's massive health, education, delinquency, unemployment and other problems.

Here are the projects and here is what corpsmen could do.

1. Improve the physical and mental health of youths—both in and out of school.

In-school youth would be helped by corpsmen working with teachers to establish good physical fitness and recreational programs, identifying mental health problems and improving mental health, and developing a desire to improve physical and mental health.

Out-of-school youth would be aided by corpsmen working with existing community leaders and agencies to help establish recreational areas and community centers; providing leadership and training in organizing youth club teams, and groups for specific purposes; and enriching the cultural background of young people by providing opportunities for them to learn music, art, etc.

These corpsmen would also contact adults to help provide leadership and build a youth program.

2. Work with recent school drop-outs and in the prevention of drop-outs.

Specific tasks would include tutoring in the academic areas of grades 7-12; counselling and guidance of youth; providing for a recreation program; teaching crafts; organizing and leading youth groups for work and play; and working with school personnel and existing agencies to enhance youth programs.

3. Develop an educational program for adults.

Corpsmen would provide instruction in adult education in such fields as elementary academic education; subsistence farming to supplement family incomes; training in vocational courses such as typing, home maintenance and renovation, pottery making, simple crafts, opportunities for senior citizens, and social work with families on specific problems.

4. Stimulate tourism and preserve the county's natural resources.

Other corpsmen are requested to work with local people and agencies in surveying the county for possible tourist attractions; helping train residents

in skills needed in building tourism; and helping develop pilot projects as tourist attractions in the scenic mountains.

G. Michigan Mental Retardation Model

THE PROBLEMS

The crippled, mentally retarded child seems destined to be cruelly neglected. His need for help is great—both before and after hospitalization.

In the Detroit, Michigan area, these children are on long waiting lists for institutional treatment. They receive virtually no services whatsoever. Most of their families are poor, and often have little understanding of how they can help their children and themselves.

Result: the retarded child is left completely unattended and uncared for. Even when the crippled, mentally retarded children are treated (frequently including surgery), they require care and training. But they usually receive little of either in their homes. It is extremely difficult for mothers to get their children to the proper state home or agency that could give them the treatments and training required.

Because of a shortage of personnel, no agency is now able to provide services in the home for the unattended retarded child. But the Michigan Department of Mental Health is convinced that non-professionals can do effective work in this vital area.

HOW CORPSMEN COULD HELP

The Michigan Department of Mental Health and the Plymouth State Home and Training School have requested corpsmen for a home visiting program. Corpsmen would visit the homes of a selected list of Detroit families with crippled, mentally retarded children.

Corpsmen can help these children who are in such desperate need. And they can also help improve the lot of the poor parents of these children—people who are plagued with a multitude of misery. The corpsmen can bring both tangible help and a vital ray of hope. Any by their efforts, they can inspire others in the Detroit area to help, and demonstrate to the nation the usefulness of non-professional work with retarded children.

Corpsmen would not have to have specific professional talents. It is more important that they be mature individuals, interested in people and able to work with the lowest socio-economic portion of the population. Here is what corpsmen can do.

1. Spend a part of each day or week working with the family of the retarded child in meal preparation.

2. Institute general health measures for better hygienic living.

3. Provide recreational and training opportunities for the children.

4. Train the family to provide simple physiotherapy techniques for the children.

H. Fresno (California) Community Center Migratory and Seasonal Farm Labor Model

THE PROBLEMS

In the southwestern part of Fresno, 2,500 people dwell in a dismal slum. More than half of these are children under the age of 19. Most of the adults are agricultural farm workers. Some work as domestics and construction laborers. About 90 percent are Negroes. Few enjoy anything approximating the kind of life that has produced the bountiful crops grown just a few blocks away.

- Half the dwelling units are classified as substandard.
- Average annual income of these families is between $2,000 and $2,500.
- About four out of five families receive welfare assistance at some time during the year.
- The high school drop-out rate is 32 percent. Reducing this rate is viewed as the key to the area's problems: the people do not possess enough basic education to benefit from adult education and vocational training. Because there is considerable population stability in this neighborhood, an increase in high school graduates would bring profound long-term benefits to the area.

HOW CORPSMEN COULD HELP

The North Avenue Community Center, a settlement house serving this area, has requested National Service Corpsmen for a club and crafts project for children in grades 8 through 12. The project would attack the root cause of poverty, illiteracy and disease by motivating the students to stay in school. And this would enable the students to acquire the vocational training and basic education necessary to break the depressed-family cycle.

The project could have catalytic effect, not only in stimulating volunteer activity in the Fresno and California area, but in providing a model for the nation. Here are the jobs corpsmen could do.

1. Corpsmen would work to develop the interest of school children in specific vocational areas while children are still in school. Club and crafts work would be provided in automobile and farm machinery maintenance and repair, irrigation skills, domestic and home-making skills, and selected trades, depending on the interest of the school and adult population.

2. Corpsmen would supply limited crafts training in addition to their counseling.

3. They would also contact and visit parents of the children participating in the program to stimulate interest in the development of trade skills by the children and themselves.

Corpsmen would not be expected to inculcate enough skills to enable the students and adults to engage in a vocation or trade. Rather, the corpsmen would create sufficient interest in the acquisition of skills so that the students will remain in school for the duration of the project—36 months. At the end of this term, it is hoped that the community will have received the necessary training facility to enable high school graduates to receive specific training in their desired field.

I. Upper Kentucky Rural Development Model (Perry, Leslie, Knott, Letcher Counties)

THE PROBLEMS

In this Appalachia region of eastern Kentucky, employment in the coal mines has declined by two-thirds since 1950. Almost one-fifth of the counties' 93,000 people were dependent on mining for a livelihood before 1950. Today, only 6,520 are employed in the mines.

As unemployment rose, wages dropped, until now, the average annual per capita income is only $1,066—less than half of the United States average.

Educational attainment in the four counties is extremely low. Median school years completed by persons over 25 years of age is only 7.6 years. More than 12,000 of the 41,000 adults are classified as functionally illiterate, below a fifth grade level. Only 2,928 adults over 25 have graduated from high school—indicating a 93 percent drop-out rate.

Health and housing problems are enormous. Ninety percent of the individual water systems are unprotected. Seventy-five percent of the population is using unsatisfactory sewage disposal facilities. More than a third of the housing was built 33 years ago. There are but six public health nurses for the four counties —a ratio of one nurse per 15,000 people.

HOW CORPSMEN COULD HELP

The Upper Kentucky River Area Development Council, in cooperation with county development councils in each of the four counties, has requested National Service Corpsmen to help tackle the area's education, health, and community development problems.

One group of corpsmen could be assigned to public and private agencies in the counties to serve in interpreting, coordinating, and stimulating programs as resource persons, consultants, and expediters. Some of their jobs might include:

1. Adult education instructor.
2. Public health specialists.
3. Business management consultant.
4. Youth development supervisor.

5. Housing and construction instructor.

6. Recreation Counselor.

The model calls for a second group of corpsmen to work in small communities on various self-help projects. They would help to stimulate local leadership and would live and work in the localities. The corpsmen might have skills that would enable them to act as public health educators, nutritionists, nurses, and teachers.

J. Washington, D.C. Urban Community Development Model

THE PROBLEMS

In Southeast Washington, D.C.—in an area bounded by Pennsylvania Avenue, St. Elizabeth's Hospital, and the Anacostia River east to the District Line—the population has increased 23 percent since 1950. Most of the increase was due to the in-migration of non-whites.

The Southeast is split into three distinct sections: one of the district's oldest Negro communities, a well-established white community, and a transition section in between the two.

With few opportunities for mutual discussion, the area has been the scene of racial strife and a harbor of criminal activity.

Many in the area are on public assistance and receive surplus food. Many mothers are unwed, and many do not receive pre-natal care.

The Southeast Neighborhood House itself is the victim of displacement and community transition. Caught in the path of a projected throughway, it had to vacate its long time home. Now furnishing staff services from scattered, borrowed quaters, the House nevertheless is attempting a large variety of projects aimed at transforming neighborhood groups into a cohesive, participating community.

HOW CORPSMEN COULD HELP

The Southeast Neighborhood House and the Washington Urban League have jointly proposed a project asking for National Service Corpsmen to help tackle the area's most pressing educational and community development problems. Here are some of the jobs corpsmen could do.

1. Corpsmen could be assigned to each of the ten schools in the area to organize special classes for the guidance of those in need. They would give instruction to all ages in basic reading and arithmetic, Negro histroy, United States Government, District of Columbia Government, arts and crafts, cooking and sewing.

2. In addition, corpsmen could give courses in adult education in such fields as credit buying, home repair, the citizen and the law, social agencies in D.C.

3. Corpsmen, working from the local center, could work with people of all ages on a block-by-block basis to basis to discuss and help resolve family, neighborhood, and other social and economic problems.

In all of these jobs, it is planned that corpsmen would gradually be replaced by local volunteers trained for specific jobs.

K. Kansas Mental Health and Juvenile Delinquency Institutional Model Project

THE PROBLEMS

Three of the eleven institutions administered by the Division of Institional Management of the Kansas State Department of Social Welfare deal with (1) persons afflicted with mental illness, (2) mental retardation, and (3) boys convicted of juvenile crimes.

The Boys Industrial School in Topeka contains 200 boys under 16 who have been committed by juvenile courts because of delinquent acts. The school provides an open re-educative community living experience for the boys to develop in them more positive social attitudes and values.

The Ozawatomie State Hospital is one of Kansas' three state mental hospitals. The hospital is a psychiatric center for the treatment of mentally ill persons over 16 years of age. Patients come from a twenty-two county area of southeastern Kansas. Average in-patient population is 1,000 persons.

Parsons State Hospital and Training Center is one of the state's three institutions for the mentally retarded. Parsons serves the entire state in a multi-discipline program designed to meet the patient's neurological, psychological, social, and cultural needs. Specialists from the Menninger Foundation serve as consultants. The goal at Parsons is to develop the mentally retarded children to the full limits of their inherent capabilities, and to return them to the community as happy, useful citizens—adjusted to their limitations and environments.

HOW CORPSMEN COULD HELP

The Division of Institutional Management of the Kansas State Department of Social Welfare has requested National Service Corpsmen to work among the three institutions mentioned above.

The project is designed to provide greatly needed personnel for person-to-person relationships with patients; to alter and improve community attitudes toward the mentally ill, the retarded and the delinquent; and to orient corpsmen toward future careers in the helping professions. Kansas has also offered to make available the highly developed treatment, training, and research facilities of the Parsons Institution as a training site for up to 50 corpsmen at a time—corpsmen who could be assigned not only in Kansas but in other states in the midwest region.

Here are some of the jobs corpsmen could do:

1. Work with patients in wards and in cottages on a one-to-one selected basis.

2. Provide companionship therapy for patients with special needs.

3. Visit patients in their homes during the period of convalescent leave.

4. Assist special education teachers with students who need individual attention.

5. Assist in work with small groups, helping with self-care training such as dressing and feeding and recreation.

6. Assist patients in the development of hobbies such as fishing and games.

7. Assist in Boy Scout Movement, and develop an "Explorer Post" at the Boys Industrial School.

8. Assist in music, occupational speech and recreation therapy, and education.

9. Serve as social work aides, carrying out specific assignments under supervision.

L. San Joaquin Valley (California) Migratory and Seasonal Farm Labor Model

THE PROBLEMS

Some of the richest farming land in the world can be found in the southern part of the San Joaquin Valley, in Tulare and Kern Counties, California.

Some of the most depressed families of migratory and seasonal farm workers in America can also be found there.

Many of the farm workers have settled permanently in the area. Typical valley communities have populations of 8,000. But during the growing season, thousands of seasonal local and migratory workers are needed for the harvest; the size of the labor force swells as much as 250 percent. These people come from all parts of the nation and settle on the fringe of the older communities or on the alkali flats or wherever they can find a patch of land. These workers boost the population of the valley towns by as much as 40 percent.

Quarters are cramped and income is low. The average farm worker's family in the area contains 5.5 persons. His health and that of his family suffer from neglect. Illiteracy, language barriers, ignorance of basic sanitation practices, cultural isolation, a sense of being unwelcome—all these things create a wide gap between the migrant and the communities' permanent citizens.

Local schools, health, and welfare agencies—already overburdened—must stretch their services and budgets to cope with the migrants' many problems.

Then, as the growing season draws to a close, competition for the dwindling jobs produces even more friction in the community.

HOW CORPSMEN COULD HELP

The State of California and a number of public and private organizations in agricultural communities of Tulare and Kern counties have requested National Service Corpsmen for a community development project. The project has three goals: to help the migratory and seasonal worker and his family to help themselves to improve their homes, neighborhoods, and grow into self-reliant citizens; to improve understanding and good relations between the farm worker and the community; and to set an example of service and demonstrate how volunteer activity may be successfully used by other communities having similar goals.

Here are some of the projects for which corpsmen have been requested:

1. Poplar. A seasonal worker's community of 2,000. Through its Improvement Committee, Chamber of Commerce and two PTA's, Poplar wants corpsmen to work primarily with youth, but also on community development.

2. Teviston. This town came into being when someone sold a worthless alkali flat to Negro farm families. It is now a community of 300 families. Through its Community Improvement Association, Teviston has requested one corpsman to help on community development.

3. Visalia. Like most of Tulare County, two-thirds of the housing in this community is substandard. Visalia has requested corpsmen skilled in the building and construction trades to help the local farm workers carry out a self-help housing construction program. The American Friends Service Committee would help with the educational and organizational phase of the project.

4. Visalia, also the site of the Sequoia Farm Labor Association, a worker-owned cooperative with 150 member farm laborers—two-thirds of Mexican-American background—wants corpsmen to teach adults such subjects as basic English, mathematics, government, citizenship requirements, credit and money management, home-making and nutrition.

5. Earlimart. Children of farm laborers comprise 75 percent of this community's school enrollment. Through a local committee, corpsmen have been requested to carry on a variety of projects, including teaching farm mothers how to purchase and prepare healthful and economical foods, home maintenance and sewing, raising and preserving much of their food; providing leadership and training in setting up child care centers for mothers who must work in the fields; instruction on setting up cooperative projects; vocational education of farm workers so they can work in more than one crop area; and helping the local schools to determine the classroom materials most useful with children of farm laborers.

6. Arvin-Lamont Farm Labor Camp and Weedpatch. Through local school, health, labor camp management, church and health-recreation councils, this migrant center which has up to 3,000 migrants in peak seasons has asked for corpsmen—including teachers—for remedial work with children who are behind in school or who have language barriers, a recreation leader who will help coordinate and lead a recreation program, particularly for children who presently are left alone while their parents work in the fields; and a community resource worker, who will help the migrants find the existing community resources in time of need.

7. Wasco. This migratory farm worker settlement has requested corpsmen to work with elementary school age students, both in school and at the migratory camp; to work in setting up a recreation program for young people, to instruct in personal and dental health, and to help teach basic English to youth's with language problems.

VII. CORPSMEN

A. Eligibility Criteria

The recruitment and selection of National Service Corps personnel would be based on the kinds of work to be done by the Corps. However, certain criteria of legal eligibility for National Service Corps service would be established, and applied to all applicants. These may be summarized as follows:

1. Membership open to any resident of the United States, Puerto Rico, our territories and our Trust Territory.

2. Minimum age, 18; no maximum age limit.

3. No minimum educational requirement; education required for specific assignments to depend on the nature of the corpsman's tasks.

4. Single and married individuals eligible. Eligible single persons include those legally divorced or separated. Married individuals both have to enlist together and possess skills usable on the same project. Under certain conditions, married couples with dependents under 18 could enlist but they must prove that the dependent will be adequately cared for, and financial resources available to the couple will be adequate to provide for the dependent's needs.

B. Selection Criteria

Those selected as corpsmen would have to possess the highest possible personal qualifications and the requisite technical preparation for the tasks they would undertake.

Final selection would be made after a period of training, during which the potential corpsman could be observed and tested for the physical and mental qualifications necessary for success in the Corps.

Technical qualifications demanded of a National Service Corps applicant would depend on the job he is to do. Whether the skill and language level required is high or low, the prior education, experience, and voluntary activities of the applicant would have to be screened to find the person with the right background for the particular task.

C. Terms of Service

The terms and conditions of service must be sufficiently flexible to attract highly competent people without demanding that they undergo undue financial hardship. As substitutes for financial rewards, corpsmen should be encouraged

by a number of alternative incentives—some written into the law, and others arranged informally with groups outside the Government.

1. Legal Terms of Service

The Act should provide for:

a. Standard term of service of one year, including training, but re-enlistment for another year to be permitted. (Re-enlistment for a 6-month term should also be considered.)

b. National Service Corps payment for transportation, training, and medical care.

c. A living allowance during service sufficient to cover food, clothing, housing, and incidentals.

d. A termination payment of up to $75 for each month served.

e. Authority to allot all or part of the termination allowance during service for continuing or emergency obligations.

f. Deferment, not exemption, from military service.

g. Credit for retirement and other purposes under Federal Civil Service laws.

h. Suspension of both interest and principal on NDEA student loans during service.

i. Coverage under Social Security and under the FECA for disabilities or sicknesses incurred during service. The termination allowance and part of the allowance would be subject to Federal income tax.

2. Academic Credit

To encourage National Service Corps service by undergraduate and graduate students, the Study Group has considered the possibility of securing academic credit from colleges for the work done by corpsmen during the training period on a college campus and for actual service for one to two years in the field.

The Peace Corps has explored this question with a number of leading United States universities, including several suggested by the National Commission for Cooperative Education, an association of colleges with formal work-study programs.

Initial explorations by the Study Group indicate that it is unlikely that any blanket policy can be obtained guaranteeing academic credit to every

corpsman for his National Service Corps training and work experience.[1] However, discussions will be continued with leaders of national and regional accrediting associations and with leading colleges to attempt to work out national or regional standards to be used by individual colleges in evaluating National Service Corps performance and granting academic credit accordingly.

3. Retired Teachers

Because of the special skills possessed by retired teachers, the Study Group undertook in mid-January a survey of their willingness and ability to serve in the National Service Corps. Fifty-seven heads of state and local teacher retirement systems were asked if they would circulate a questionnaire among retired teachers in their area,[2] if they felt that retired teachers would be willing to serve in the National Service Corps,[3] and if such service would not impede the retiree's receipt of his pension checks.[4] The response was very good.

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[1] Eight colleges—Antioch College, Brooklyn College, City College of New York, Hunter College, University of Michigan (Dearborn campus), Fenn College (Cleveland), University of Chicago, and Washington State University—indicated the possibility that they would grant academic credit, if the corpsman's work program was carefully geared to university requirements, while three colleges—Queensborough Community College (Bayside, New York); Staten Island Community College (Staten Island, New York); and Bennington College (Vermont)—indicated they might grant credit, but would have to await further details of the corpsman's work and training program before commenting. Only two colleges—Georgia Institute of Technology and Cornell University—stated they would not grant academic credit for National Service Corps service, but Cornell indicated a willingness to explore credit for training.

[2] Twenty-four of the 31 responding teacher retirement systems have agreed to circulate among their members 12,315 copies of our revised survey form, which contains a blank for the name and address of a teacher interested in applying for National Service Corps service.

[3] All but five—Arizona, Alabama, Maryland, Minneapolis and Kansas City, Missouri—(who did not comment) of the retirement system leaders indicated that some of their teacher retirees would be willing to serve in the National Service Corps.

[4] Twenty-four of the teacher retirement systems declared flatly that there were no provisions in their retirement laws which would impede National Service Corps service—by withholding or reducing teacher pension checks. These 24 are: Alabama; Arizona; Arkansas; California; Georgia; Illinois; Kansas; Kansas City, Missouri; Kentucky; Maine; Maryland; Michigan; Minneapolis, Minnesota; Missouri; New Hampshire; New Mexico; New York City; Portland, Oregon; Pennsylvania; Puerto Rico; Tennessee; Texas; West Virginia, and Wyoming.

Six systems—Alaska, Connecticut, Minnesota, North Carolina, North Dakota, and Oklahoma—indicated their recipients' pension benefits would be affected only if they taught in their own state in a job covered by the particular retirement system, while only one state—Washington—has legal restrictions that might jeopardize teacher pensions if a beneficiary taught anywhere in the United States.

4. Management-Labor Assistance

The Study Group has also gathered information on various corporation and union plans which encourage volunteer service by their top executives through pre-retirement leaves of absence and post-retirement subsidies of various kinds. Further exploration is needed of the possibility of labor and management support for National Service Corps service by retirement-age personnel.

VIII. RECRUITMENT AND SELECTION

A. Recruitment

Although no recruitment has been or will be conducted unless and until Congress authorizes the program, the Study Group has established contact with key people in labor, senior-citizen groups, colleges and universities, Federal and state agencies, and with leaders in organizations whose assistance would be needed in recruiting National Service Corps personnel.

If necessary, it would be possible to distribute up to one million questionnaires and fact books throughout the country through the Post OfficesDepartment; the Civil Service Commission; and the United States Department of Labor's Bureau of Employment Security—all of which have widespread local offices. The Study Group has also held discussions with the Advertising Council regarding its support of National Service Corps recruitment efforts.

The following steps are recommended as a procedure for recruitment of corpsmen when the Corps is in full operation. On passage of authorizing legislation, the National Service Corps will launch a recruitment drive, concentrating particularly on those groups and individuals who have the specific skills requested in incoming project requests.

Recruiting for the National Service Corps will be both general and specific.

1. General: To convey general information on the National Service Corps and opportunities for service by all age and skill groups, varying vehicles will be used including:

a. Publication of an up-to-date Recruit Fact Book, describing Corps activities, answering potential recruit questions and containing a short application form.

b. Press releases to daily and weekly newspapers.

c. Information kits and spot announcements for radio and TV.

d. Poster and billboards.

e. Articles for general circulation magazines.

f. Contact with national, state and local organizations, including women's, veterans, farm, labor, business, fraternal, civic, political, conservation, nationality, education, sports, youth, religious, and other organizations.

g. Distribution of Fact Books and application-questionnaires throughout the country through the Post Office Department, the United States Civil Service Commission and United States Employment Service—all of which have thousands of local offices.

2. Specific: The objective of National Service Corps specific recruiting will be to reach large numbers of people belonging to specific groups. This can be done through specialized literature, through speeches at conventions, conferences, and meetings, and through articles for trade papers and magazines.

Mailings will be sent out to groups listed below, requesting assistance:

a. Colleges and universities.

b. Senior Citizen groups—(public and private)—including state commissions on aging, senior citizen organizations.

c. Retired Teachers—State associations of retired teachers.

d. Trade unions—AFL-CIO Internationals, state and local central bodies, bodies, community services and education committees.

e. Agriculture—County agricultural extension agents and state (university) extension agents; 4-H Clubs; Future Farmers of America, etc.

f. Business—State and local junior chambers of commerce; civic service clubs; corporations.

g. Community—Local welfare, United Fund councils; Urban Leagues; women's organizations; key newspaper, radio, TV personnel; Mayors.

h. Professional—Medical, nursing, social work, engineering, guidance, home economics, teacher, legal, and similar professional organizations.

i. Work-Service groups—More than fifty national and state organizations which conduct work-camp and similar service programs during the summer and at other times, utilizing volunteers.

j. Peace Corps Staff—Peace Corps recruitment staff, Washington, staff and overseas staff, so they can refer applicants and PCV's to the National Service Corps.

k. Congressional offices—Washington and home offices of each Congressman and Senator.

B. Selection

Techniques similar to those developed and used successfully by the Peace Corps will be adapted to selection of National Service Corps personnel. In general, the principal devices to be used in inviting applicants to training will be: a comprehensive application-blank questionnaire, calling for a complete listing of past education, work, and volunteer activity; solicitation of detailed references from 6-20 persons who have known the applicant intimately; a detailed medical history and medical examination; and a comprehensive placement examination to measure aptitudes and attitudes.

Selection will continue throughout the training period; a Corpsmen's performance will be assessed by the instructors, by trained psychologists, and by National Service Corps and local project personnel.

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The following basic steps will be standard procedures for selection of applicants for training when the National Service Corps is in full operation.

1. Applications are scanned to screen out those who do not meet basic legal criteria for National Service Corps—minimum age, incomplete applications, etc. Form letters are sent to those who do not meet initial criteria, indicating deficiency and returning application.

2. An acknowledgment is sent to those applicants who pass preliminary screening.

3. Letters and forms requesting detailed reference information on the applicants are sent to 6-20 persons listed in the applications as past employers, teachers, etc.

4. Aptitude-placement test is administered nationally to those interested in joining National Service Corps.

5. Application, reference letters, and test results are reviewed and applicant is rated in one of five categories.

6. Those tentatively selected are sent a preliminary invitation letter.

a. Description of the project, job, and proposed training.

b. Return card to indicate "acceptance," "declination," etc., of the particular project invitation.

c. For those who "accept," a medical exam form with instructions for taking medical.

d. For those who "accept" background check and fingerprint forms to be filled out and returned.

7. CSC background check and entire folder are again evaluated by Selection personnel.

8. Final invitation to report for training issued.

IX. TRAINING

The remarks on training in this section are not to be viewed as a final blueprint; rather they represent a planning proposal.

A. The Director of Training

The director of training and his field personnel will be responsible for pre-assignment training and possibly for post-assignment training as well. He and his staff are expected to act as a liaison with the local authorities of each specific project to ensure that adequate in-assignment training is provided by those authorities.

B. The Rationale Behind a Training Program

The National Service Program will attempt to match the supply of dedicated, able men and women of all ages, selected for their personal abilities and prior training or experience, with the demand of local communities for corpsmen to work in local programs of many kinds. The prime purpose of the training program will be to increase the ability of these skilled corpsmen to perform the human and physical tasks required on their National Service Corps assignments. The training period will also afford a crucial opportunity to assess closely the qualifications of the trainees.

C. Duration

In general, it is anticipated that training programs will run from four to six weeks. The duration of the training period will depend, however, on the amount of technical preparation required by the particular group of trainees. For example, where knowledge of a foreign language (e.g., Spanish) is required, a longer training period might be necessary to increase the conversational abilities of the trainees.

D. The Three Stages of Training

Three stages of training for corpsmen are proposed: training before, during, and at the end of the assignment. The content of pre-assignment training will be developed on the assumption that the corpsmen will have a background related to the proposed project assignment. Therefore, this phase of training will generally be viewed as orientation to the assignment.

In-assignment training will vary, depending on the resources at hand and the sophistication and extent of the local supervisory setup. However, local supervisors will be responsible, at the minimum, for helping the corpsman to analyze the effects of his work and assisting him to develop strategies to increase his effectiveness.

Post-assignment training, which may not be administered by the national training staff, will involve such things as facilitating continued education or service in the area in which the corpsman worked when he returns to his home community.

E. Location of Training Sites

There are three possible approaches to the question of location of pre-assignment training: 1) such training will take place on or near the site of the project; 2) such training will be more centralized, taking place in a limited number of institutions; and 3) all training will be given at one central location—a "West Point" for all National Service Corps projects.

The first type of training (on- or near-site) is considered the only possible kind for corpsmen who will work with Indians and migrants.

The second type, which would be less costly, seems feasible for other kinds of projects. For example, corpsmen who will work in mental-care institutions need not train in the very hospital in which they will serve.

However, an essential part of the training of all corpsmen will be that they be made sensitive to the customs, habits, and expectations of the communities in which they will work—whether they are going into an urban slum neighborhood or a rural community in a depressed area. This factor must be taken into account when considering a training program of the second type.

The third type does not appear feasible or desirable for the initial training programs of the National Service Corps.

Therefore, it is felt that training for the first projects should, whenever possible, be located or on near the site of the project or should be, at the least, in the same region.

F. Institutions that will Handle Training

1. Contract or Direct?

The National Service Corps may administer its own training program or have it run by private or public institutions under contract with, the National Service Corps.

Under contract administration, largely used by the Peace Corps and other government agencies, the National Service Corps would set the general standards and negotiate the agreements under which established colleges, universities or private and public organizations would provide the faculty, facilities, and instruction to corpsmen.

2. Faculty

As part of the study of the need for a faculty to assume the training program, discussions have been held with experts in this area. Those include: Dr. Sol Tax, Chairman of the Department of Anthropology, University of California (Berkeley); professional personnel in the California State Health Department; professional personnel who could prove important resources in training for service with migratory workers and their families; and Dr. Mitchell Ginsberg, Dean of the New York School of Social Work. The faculty at the latter school is prepared to train corpsmen in a variety of service tasks in urban slum areas.

In addition, the following institutions have indicated an interest in undertaking training responsibilities:

Yeshiva University
Graduate School of Education
New York, N. Y.

Columbia School of Engineering
Columbia University
New York, N. Y.

Arizona State University
Tempe, Arizona

Community Service Foundation
Largo, Florida

American Association of
Junior Colleges
Washington, D. C.

Marquette University
Milwaukee, Wisconsin

3. Facilities of Federal Departments

To be explored in detail are the training resources available in some of the Federal departments. For instance, the Department of Agriculture has a large training section which might prove of use in the training of corpsmen to serve in rural community development projects.

G. Content of Training

The primary purpose of the training program will be to increase the ability of corpsmen to serve effectively. Some elements of the program will be constant, while others will vary with the nature of the project and the skills of the trainees. Generally, every training program will include six components, and some, a seventh:

1. Job or Professional Skill

Trainees will be given refresher work or detailed instruction in the particular job they will be required to perform, for example, teaching, nursing, social work, community development, etc. Instruction will cover both content and methods. In addition, some field experience will be included in the training program. Another element common to all training programs will be instruction and discussions in human relations.

2. American Studies

In addition to a review of United States history, geography, and political, social, and economic development, training will include discussions and lectures on:

a. Poverty and deprivation—Who, where, why, what kind.

b. Social welfare legislation—Federal, State, local programs, and Agencies.

c. Voluntary organizations—National, State, local programs, and Agencies.

3. The National Service Corps Local Project

A complete analysis and discussion of the particular project for which the trainee has been selected will be presented, including:

a. Development of the project.

b. The community in which the project is located.

c. The people in the community—their history, traditions, patterns of life, problems, expectations.

d. The local agency supervising this project—its history, structure, goals.

e. Relationships with other Government and private activities.

f. Future plans and goals of the project.

g. The corpsman's job in the project—what individual corpsmen will do.

4. National Service Corps Orientation

The role of the Corps, its relationship to the nation, the locality, the corpsmen, the local supervisors, etc., will be included. Field support of the corpsmen will also be discussed.

5. Health Care

Health care will deal with the maintenance of physical and mental health of the trainees, and methods of imparting good health habits, by example, to those being served. It may include the standard ten-hour American Red Cross first-aid course.

6. Physical Fitness and Recreation

Physical fitness and recreation will include physical conditioning exercises and games as well as recreational skills for use with children and adults.

In addition to the above components, some training programs would include a seventh element:

7. Language Training

It is expected that some projects will call for conversational skill in a foreign language, generally Spanish. For these projects, the Corps will seek to recruit and select trainees who have previously studied or spoken the foreign language. However, some refresher work in conversational Spanish or technical job terminology might be required.

H. Selection During Training

Applicants will be invited to begin training on the basis of their detailed questionnaire-application; responses to reference inquiries by those who have known them best in work, school, and community activities; the results of their aptitude-placement test, medical examination, and civil service background investigation. During the training period, the National Service Corps and training staff will have an opportunity to evaluate corpsmen through testing and interviews. Since selection continues during training, no trainee will be sworn in until he completes the training program. Only those volunteers who meet prescribed technical and personal skill criteria will be assigned to field work.

I. Training Budget

The range of annual cost per Corpsman of training would be from $300 to $450. Depending on the proximity of the training site to the project site, training costs might be reduced below current estimates. If the training is conducted at or near the project site, local facilities might be used part of the time at no cost to the Government. Local personnel could also be used as resource people.

J. Evaluation of the Training Program

If a training program is to achieve its primary goal of increasing the effectiveness of trainees, it must be evaluated and revised constantly.

During the training period, a National Service Corps training officer will visit the training site periodically to discuss progress and problems with the faculty and trainees. The training faculty will benefit from day-to-day comments by the trainees, and representatives of the host community or agency will also visit the site regularly, contributing suggestions for improvement of the training program.

At the end of the training program, trainees, faculty, the project training director, the National Service Corps training officer, the National Service Corps project officer, and the host community representative will be asked to submit evaluations of the training program to the director of training and the National Service Corps agency Director.

It is important, however, that the principal responsibility for evaluating and improving the training program—and the ultimate decisions on content and

methods of the program—be vested in the training division and the Director of the agency.

K. Leader Training

Corpsmen leaders are provided for by the National Service Corps bill, to be used in areas where local leadership lacks the skills or numbers to assume this duty initially. If they are chosen before or during training, leaders will receive training similar to that of the corpsmen with whom they will be working on the job, and will also receive special training in two areas:

1. Leadership techniques in working with volunteers.

2. Leadership responsibilities in their particular project, including relationships with corpsmen, host community officials, host agency supervisors, and National Service Corps officials; morale; mediation; reporting; instruction; and other functions of their job.

X. ADMINISTRATION

The creation of a National Service Corps in the United States, patterned after the Peace Corps, will demand the leadership of men and women of the highest qualifications and commitment to the ideals of the Corps. As with any new undertaking, an untold number of challenging tasks must be performed before corpsmen will reach the field in substantial numbers—operating techniques for the recruitment and training of volunteers must be developed; effective means for the selection of the most worthy projects must be instituted; relationships with training establishments and interested governmental and nongovernmental agencies must be worked out; and the means for serving the needs of corpsmen in the field must be established, to mention only a few of the challenges ahead.

The National Service Corps cannot afford to fail in any of these difficult and novel tasks. To assure success in each of these tasks, there can be no substitute for high calibre in the personnel performing them. Each position of leadership is a key job which has a direct bearing upon the success or failure of the Service Corps mission.

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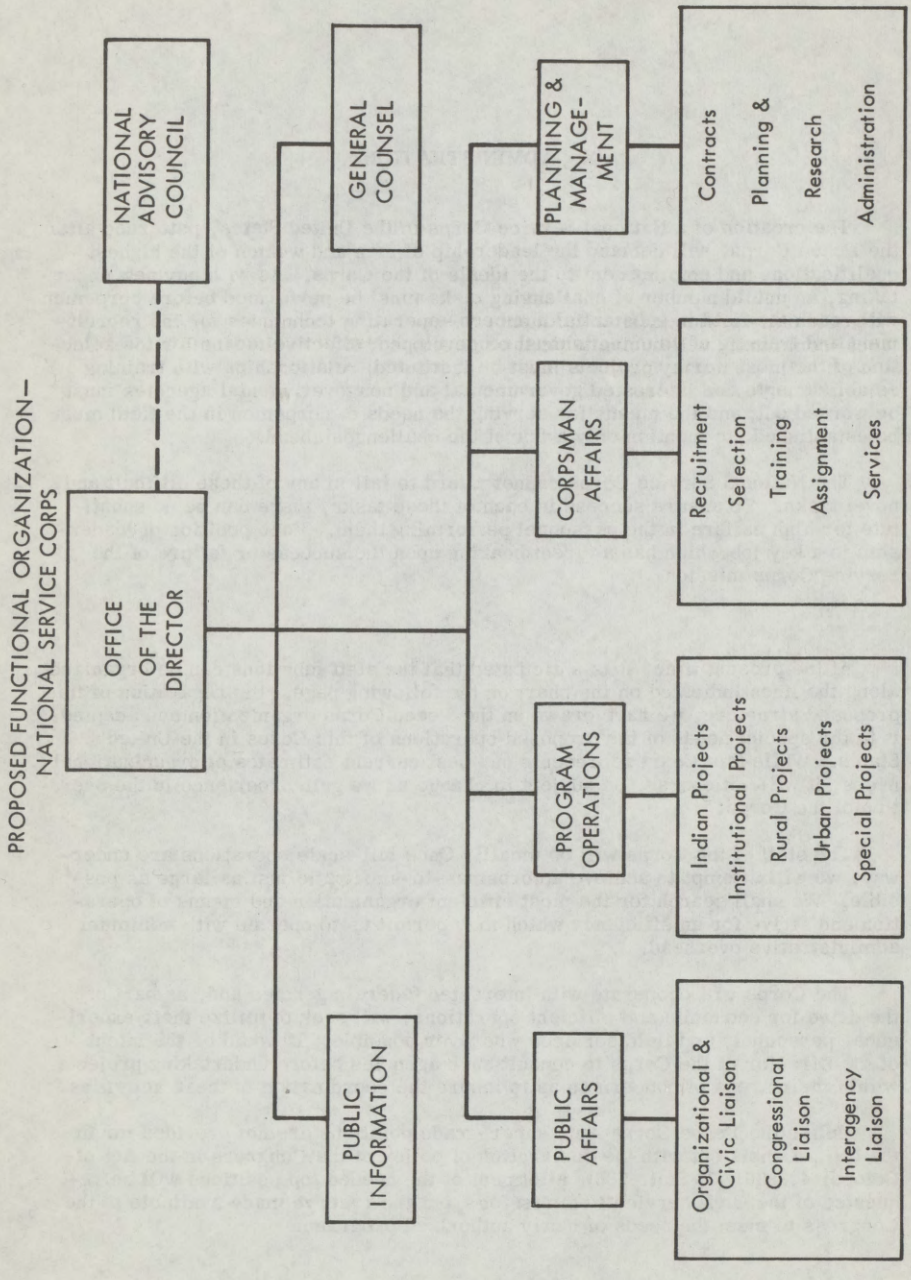
At the present time, it is anticipated that the staff functions can be organized along the lines indicated on the chart on the following page. In preparation of this proposed structure, we have drawn on the Peace Corps organization and adapted it to the special needs of the proposed operations of this Corps in the United States. While this Chart represents our best current estimates of organizational needs, it will, of course, be subject to change as we gain experience in the operation of the Corps.

The staff of the Corps will be small. Once full-scale operations are underway, we will attempt to achieve a corpsman-to-staff ratio just as large as possible. We shall search for the most efficient organization and means of operation and strive for an efficiency which may permit us to operate with minimum administrative overhead.

The Corps will cooperate with interested federal agencies and, as part of the drive for economic and efficient operations, will seek to utilize their experience, personnel, and field services wherever possible. It would be the intent of the Director of the Corps to consult such agencies before undertaking projects within their areas of concern so as to insure the coordination of these activities.

Unlike the Peace Corps Act, super-grade positions are not provided for in the bill. Consistent with the declaration of policy of the Congress in the Act of October 4, 1961 (75 Stat. 785), allotment of the needed top positions will be requested of the Civil Service Commission from the reserve made available to the Congress to meet the needs of newly authorized programs.

PROPOSED FUNCTIONAL ORGANIZATION—
NATIONAL SERVICE CORPS



The President will appoint a National Service Corps Advisory Council which will advise the Corps and meet at the call of the President. This council, consisting of 25 members, will be broadly representative of health, welfare, and rehabilitation agencies, of educational institutions, and of business, farm, labor, and other public and private organizations, as well as individuals interested in the programs and objectives of the Corps. The council will offer the Director an opportunity for informed advice on proposed programs and projects, evaluations of past undertakings, and plans for future operations.

* * * *

Basic, daily supervision of corpsmen on a project site will be the responsibility of the local requesting group. The National Service Corps will not supervise the daily project activities of its corpsmen. However, assistance to the local community will be available through the designation of corpsmen leaders. These will be mature individuals who, on general administrative matters, can perform a liaison function between local supervisors and the corpsmen.

Another element of support to the local supervisor will be the Corps' Project Officer, who will visit the project site regularly, and be on call for consultation if special or unusual situations arise on the project site.

BUDGET ESTIMATE

Since the National Service Corps is not operational, there is no operations experience on which to base budget estimates. Hence the following figures are based on projections and on estimates of persons and organizations who have had experience in the fields in which the Corps would operate. Accordingly, it may well be necessary to modify these cost estimates in the future.

Annual costs are divided into three major categories: Corpsmen allowances, Corpsmen expenses, and administrative costs. The estimates made here are based on a review of project models (for an analysis for cost estimates by project type—see Appendix G), Peace Corps experience, and the judgment of the Study Group. Present estimates on a first year build-up to 1,000 corpsmen is that the first Fiscal budget will call for $5 million. This program is based on self-help, and the Study Group expects The National Service Corps to receive support from local sponsoring groups and local supporting groups. The extent of state, community, and organization contributions to Corpsmen support will vary, but should average 10 percent of the subsistence allowance. The number of corpsmen will be limited to those who can be supported by the contribution of funds appropriated by the Congress, and state and local, public and private contributions. Although, as noted, the cost estimates may vary, this is intended as a Spartan program, and the goal of the Corps will be to operate each project, incurring as few costs as possible.

Table I

NATIONAL SERVICE PROGRAM

Estimates, 1964-1968

(In thousands of dollars)

	1964	1965	1966	1967	1968
New Obligation Authority	$5,000	$10,000	$16,000	$20,000	$20,000
Expenditures (Total)	$4,500	$ 9,500	$15,000	$19,000	$19,000
Expenditures for Personal Services	$ 700	$ 1,000	$ 1,200	$ 1,400	$ 1,400
Expenditures for all other purposes (including corpsmen costs)	$3,800	$ 8,500	$13,800	$17,600	$17,600
Man Years of Employment					
Professional	40	60	75	80	80
Administrative & Clerical	60	90	105	120	120

COSTS

The cost per corpsman for one year of service in a fully operational program is estimated at approximately $4,100. While costs from project to project will be influenced by such variables as the allowance necessary to provide for corpsmen's subsistence, estimated total cost per corpsman consists of the following approximate amounts for each component.

Table II

ANNUAL COST PER CORPSMAN*

		Amount	Per Cent of Total
A.	Corpsman Allowances	$2,710	66.2
	Corpsman Expenses	790	19.2
	Administration	600	14.6
		$4,100	100.0
B.	Direct Corpsman Costs	$3,500	85.4
	Administration	600	14.6
		$4,100	100.0

* Assuming a fully operational program.

Table III

CORPSMAN ALLOWANCES

Estimated Average Annual Cost Per Corpsman
(assumes 1,000 on duty for one year)

	Amount	Per Cent of Total Cost
Subsistence		
11 months at $6 a day	$2,010	
Less estimated 10% average local contribution	- 200	
	$1,810	44.2
Adjustment		
12 months at $75 a month	$ 900	22.0
Total Estimate of Corpsman Allowances	$2,710	66.2

FURTHER EXPLANATION OF TABLE III

Subsistence Allowance

Includes living quarters, food, laundry, project travel, personal items (e.g. haircuts, postage stamps, shaving cream, clothing, etc.)

The exact amount will vary according to project.

Living expenses will probably average about $4 a day, and personal expenses, about $2 a day.

How computed—

The subsistence allowance will be based upon the level of living costs in the community. It must provide a corpsman with the basic minimum amount necessary to meet his living expenses in the community in which he is serving. The community will be narrowly defined, e.g., the Indian reservation. Some subsistence contributions will be made by the localities (see "Community Contribution" at the end of this section).

Subsistence will not be based on local salaries and will be less than salaries for roughly comparable skills.

Adjustment Allowance

To provide returning a Corpsman with a minimum amount to assist in re-establishing himself in his community upon completion of service, or, for example, in meeting a portion of the cost of further college education.

Section 5(d) of the bill provides for payment at the termination of service or during the course of service if the President determines that this is necessary to meet the needs of dependents, to meet payments due on obligations undertaken in the past, or for other legitimate reasons.

How Computed—

$75 for each month of satisfactory service, including the training period. Credited during service for social security purposes.

Table IV

CORPSMAN EXPENSES*

(Estimated Average Annual Cost Per Corpsman)
(assumes 1,000 on duty for one year)

	Amount	Per Cent of Total Annual Cost Per Corpsman
Training 4 weeks @ $100 a week	$400	9.8
Medical	$100	2.4
Transportation (excluding on the project)	$120	2.9
Special Clothing	$ 50	1.2
Attrition (20% of: 1 month adjustment allowance ($75) training expenses ($400) transportation to training ($75) medical exams and care ($50))	$120	2.9
Total Estimate of Corpsman Expenses	$790	19.2

* For further explanations of this Table, see the following pages.

FURTHER EXPLANATIONS OF TABLE IV

Training Expenses

It is intended to contract with outside groups for the provision of housing and food for Corpsmen during training, personnel to perform the training, training facilities and materials, and other necessary materials and services. The average training period will be about four weeks.

How Computed —

A contract will be negotiated for the training involved in an approved project. The Corps will pay for the expenses noted above, following a pattern similar to that of the Peace Corps. This cost will then be averaged against the number of Corpsmen.

Medical

Includes admittance and termination, medical and dental examinations, dental care, health insurance contract, inoculations, eyeglasses and general medical care during service. Where possible, Public Health Service and Veterans Administration facilities will be utilized.

How Computed —

Actual costs of the above items will be paid by the Corps.

Transportation

Includes transportation of trainees to the training site, to the project site, and back to their residences upon completion of service.

How computed —

a. Amount not to exceed the lowest price of air transportation from residence to training site—estimated average of $50. Where appropriate, bus fare will be provided.

b. Amount not to exceed the lowest price of air transportation from project site to residence—estimated average of $50. Where appropriate, bus fare will be provided.

c. Transportation, by bus if possible, from training site to project site—estimated average of $20.

Special Clothing

Some projects will require unusual types of wearing apparel, such as special uniforms, boots, protective garments, etc.

How computed —

Each project's needs will be analyzed, and special clothing will be provided. Estimated range per year is $0 to $100.

Attrition

The cost of unsuccessful candidates for enrollment in the program. More Corpsmen must be invited to training than are required for the project because experience has shown that some will prove unacceptable for enrollment.

How Computed —

A percentage of the major costs involved; the Study Group estimates 20 per cent, based on the Peace Corps' attrition figure of 18 per cent. The 20 per cent is computed on the following items:

one month adjustment allowance	$ 75
training expenses (average)	400
transportation to training (average)	75
medical exams and care	50
	$ 600

Table V

ADMINISTRATION

Estimated Average Annual Cost Per Corpsman
(assumes 1,000 on duty for one year)

	Amount	Per Cent of Total
Administration and Support	$600	14.5

FURTHER AMPLIFICATION OF TABLE V

This includes the cost of Corps administration, staff, rental of facilities, travel, consultants, printing, and program services. The administrative cost per corpman is a function of the number of the Corpsmen on duty. Therefore, the administrative cost per Corpsman in an ongoing program must be computed as a percentage of the total cost, rather than as a dollar figure. Contracts and reimbursable agreements with existing federal agencies will be fully utilized to eliminate any overlap in functions and to reduce program costs. Using Peace Corps experience of 30 percent for administrative and program costs, and recognizing the overseas elements which require larger expenditures than ours, the Study Group anticipates that the administrative costs of The National Service Corps will not exceed 15 percent of the total cost per Corpsman. We hope the actual percentage will be less.

This percentage is of the cost of an ongoing program. It is not intended to represent the ratio during the period of development of the administrative structure.

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Project Resources

Project resources include:

1. Physical facilities in which the projects will be conducted, e.g., land, buildings.

2. Supplies or materials, e.g., blackboards, books, lumber, plows.

3. Local supervision—if new or additional local personnel direction is necessary, the local group would build this into its existing organization and finance such support.

4. Local overhead—the Corps will be geared to work with already existing organizations so as to avoid the necessity for the establishment of new local administrative groups.

The Corps will provide skilled manpower to meet critical human needs, and to give basic support for these individuals on the project site. It will be the responsibility of the Corps to assist local groups in securing the necessary resources for the conduct of the project. This assistance will be sought at the Federal, State, regional and local level through existing agencies.

Assistance for the support of projects will not be limited to Government bodies. The help of private institutions and groups that have a public service focus, or that are concerned with the problems of community self-help programs will be sought. We will also call on volunteer organizations to help meet certain elements of project resources support.

Community Contributions

It is in the area of subsistence support for corpsmen that the local community can make a most significant contribution. We do not expect cash support in this area, but "in kind" assistance will be available in many project areas. Some examples are:

a. A room in a private home at little or no cost to the Corps.

b. Living quarters on an institution's grounds at considerably less cost than comparable living quarters in the community.

c. Local arrangements for several corpsmen to share living quarters, thus cutting costs.

d. Food provided by an institution at minimum cost.

e. One meal a day provided for corpsmen by families in a community.

f. Laundry service at little or no expense to the program.

g. Availability of a truck to transport corpsmen in the project area.

h. Minimum rental fee for trailers to house corpsmen.

APPENDIX A

November 17, 1962

Office of the White House Press Secretary

THE WHITE HOUSE

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 estimated costs.

The action is the result of a long-standing interest by the President in a national service corps. It follows a favorable preliminary study compiled during the past two 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 32,000,000 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 two to five 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' two-years to a one-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.

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APPENDIX B

February 18, 1963

MEMORANDUM FOR

The Attorney General
Secretary of Agriculture
Secretary of Commerce
Secretary of Labor
Secretary of Interior
Secretary of Health, Education, and Welfare
Administrator, Housing and Home Finance Agency
Administrator, Veterans Affairs
Chairman, Civil Service Commission

I Wish to express my appreciation to you and to others who have assisted you in the preparation of your report urging the establishment of a national service program and recommending that the Congress be requested to enact appropriate enabling legislation to accomplish that purpose. As you know, last week I presented a message to the Congress urging the enactment of legislation authorizing such a program.

I am hopeful the Congress will act favorably on that recommendation in the near future, and I suggest that you continue your activities as a group to coordinate Executive Branch testimony on the proposal and to insure a readiness and capability to initiate, as quickly as practicable, any program that the Congress may authorize in this regard.

I also wish to commend the Committee on Juvenile Delinquency and Youth Crime for its efforts in assisting the study group, and request that the committee continue to give you its cooperation in this endeavor.

(S) JOHN F. KENNEDY

APPENDIX C

INSTITUTIONS AND INDIVIDUALS WHO HAVE ENDORSED THE PROPOSED NATIONAL SERVICE CORPS

Senior Citizens

Allied Senior Citizens Clubs, Inc. of California
Alabama League of Aging Citizens, Inc.
American Association of Retired Persons and National Retired Teachers Association
Chicago Senior Citizens Association
Commission on Aging—State of Michigan
Council of Senior Citizens Organizations—Schenectady County, New York
Golden Age and Senior Citizens Clubs of the U.S.A.
Golden Ring Council of Senior Citizens
National Council of Senior Citizens, Inc.
National Council of the Aging
Northeast Community Geriatric Clinic, Philadelphia
Orthodox Jewish Home for the Aged, Chicago
Senior Citizens Central Association for Philadelphia and Vicinity
Senior Citizens of America
State of California Citizens Advisory Committee on the Aging
Older and Retired Workers Department of UAW
Team, Inc.
Peninsula Volunteers, Inc., Menlo Park, California
Florida State Council for Senior Citizens, Inc.

Youth

Challenge
National Federation of Catholic College Students
National Federation of College Young Democrats
U.S. National Student Association
Young Adult Council
Young Christian Students
Americans for Democratic Action, Campus Division
American Youth Hostels
Experimenters Association
Lisle Fellowship
National Association for the Advancement of Colored People, Youth Division
North American Student Cooperative League
National Council of Catholic Youth
National Student Assembly, Young Women's Christian Association of the U.S.A.
Students for a Democratic Society
Student Religious Liberals
Workmen's Circle
World University Service
Young Christian Workers

Youth (Cont.)

National Newman Club Federation
Extension Lay Volunteers

Indians

Arrow, Inc.
Association on American Indian Affairs, Inc.
National Congress of American Indians
Indian Rights Association

Mental Health

National Association for Mental Health
National Committee Against Mental Illness
American Psychiatric Association

Latin Americans

National Council for the Spanish Speaking

Negroes

National Urban League, Inc.
Congress of Racial Equality, Inc.
National Association for the Advancement of Colored People

Veterans

American Veterans Committee
Regular Veterans Assn. of the United States
American Veterans of World War II and Korea, AMVETS

Women's Organizations

National Council of Catholic Women
National Council of Jewish Women
AFL-CIO Auxiliaries
National Council of Women of the United States

Social Service

Community Welfare Council of Dayton Area
Council on Social Work Education
Council of Jewish Federation & Welfare Funds
Florence Crittenton Association of America

Social Service (Cont.)

Mission Neighborhood Centers of San Francisco
National Association of Training Schools & Juvenile Agencies
National Association of Social Workers
National Consumers League
National Federation of Settlement and Neighborhood Centers
National Health Council
National Multiple Sclerosis
National Police Converence on P. A. L. and Youth Activities
National Social Welfare Assembly
National Travelers Aid Association
Police Athletic League, New York City
United Neighborhood Houses of New York
United Service Organizations, New York City
Volunteer Big Brother Service, Los Angeles
National Jewish Welfare Board, Inc.

City Governments

National Housing Conference
U. S. Conference of Mayors
Mayor Jerome Cavanaugh, Detroit
Mayor Charles Dail, San Diego
Mayor Richard Daley, Chicago
Mayor Richard Lee, New Haven
Mayor Arthur Selland, Fresno
Mayor James H. J. Tate, Philadelphia
Mayor Raymond R. Tucker, St. Louis
Mayor Robert Wagner, New York
Mayor John F. Collins, Boston
Former Mayor Ben West, Nashville

Agriculture

National Farmers Union
National Catholic Rural Life Conference
Pennsylvania Citizens' Committee on Migrant Labor
Soil and Water Conservation Districts Foundation
North Dakota Association of Rural Electric Cooperatives
Montana Farmers Union
Michigan Farmers Union

Labor

Executive Council AFL-CIO
Glassblowers Association
Amalgamated Meat Cutters and Butcher Workmen
District 65—Retail, Wholesale and Department Store
AFL-CIO Community Services Division
International Brotherhood of Electrical Workers

Labor (Cont.)

Amalgamated Labor Life Insurance Company
Dining Car Employees
United Steelworkers of America

Religious Groups

American Jewish Committee
American Lutheran Church
B'nai B'rith
B'nai B'rith Youth Organization
Church of the Brethren, General Brotherhood Board
Council of Jewish Federations and Welfare Funds
Disciples of Christ, United Christian Missionary Society
Friends Committee on National Legislation
Methodist Church, General Board of Christian Social Concerns
(Bishop John Wesley Lord)
Missouri Synod, The Lutheran Church
National Catholic Welfare Conference
National Conference of Catholic Charities
National Council of Catholic Men
National Council of Catholic Women
National Council of the Episcopal Church
National Jewish Welfare Board, Inc.
Synagogue Council of America
Unitarian Service Committee
United Hias Service

Education

American Association of School Librarians—A Department of NEA
American Federation of Teachers
American Personnel and Guidance Association
Council for Exceptional Children—A Department of NEA
National Association of Public School Adult Educators—A Department of NEA
National Education Association
Philadelphia Federation of Teachers
Rural Education Service Division—A Department of NEA
School Dropouts—Special Project of NEA
Southern Conference Educational Fund, Inc.
Student National Education Association

State Government

Governor William Wallace Barron, West Virginia (Chairman of Conference of Appalachian Governors)
Governor Edmund G. Brown, California (Member of Executive Committee of National Conference of Governors)
Governor John Burns, Hawaii

State Government (Cont.)

Governor Bert T. Combs, Kentucky (Member of Executive Committee of National Conference of Governors)
Governor John M. Dalton, Missouri (Member of Executive Committee of National Conference of Governors)
Governor John Dempsey, Connecticut
Governor William A. Eagan, Alaska
Governor William L. Guy, North Dakota
Governor Richard Hughes, New Jersey (Chairman of Committee on Public Health and Welfare, National Conference of Governors)
Governor Otto Kerner, Illinois
Governor John King, New Hampshire
Governor Endicott Peabody, Massachusetts
Governor John W. Reynolds, Wisconsin
Governor Albert Rosellini, Washington (Chairman of National Conference of Governors)
Governor Terry Sanford, North Carolina
Governor Matthew E. Welsh, Indiana

APPENDIX D

FULLY-DEVELOPED MODELS

Model	State
A. Migratory Workers and Their Families	
1. San Joaquin Valley Migratory Labor Model	California
2. Fresno Migratory Labor Model	California
B. Indians	
1. Oglala Sioux Tribe, Pine Ridge Reservation	South Dakota
2. San Carlos Apache Indian Reservation	Arizona
3. Gila River Indian Reservation	Arizona
C. Residents of Depressed and/or Isolated Rural Areas	
1. Upper Kentucky Community Development Model (Leslie, Knott, Perry and Letcher Counties)	Kentucky
2. Harlan County Rural Development Model	Kentucky
3. Crawford Mountain Health Model	Tennessee
4. Upper Cumberland Community Development Model	Tennessee
5. Northern New Mexico Community Development Model	New Mexico
6. Powell and Estill Counties Adult Education Model	Kentucky
D. Residents of Urban Slums	
1. District of Columbia Community Development Model	District of Columbia
2. Newark Community Development Model	New Jersey

Model	State
E. Persons Under the Care of Institutions	
1. The Mentally Ill	
a. Kansas Mental Illness Model (Also Mental Retardation Model)	Kansas
b. Massachusetts Mental Illness Model (Also Mental Retardation Model)	Massachusetts
c. Washington (State) Mental Illness Model	Washington
2. The Mentally Retarded	
a. Connecticut (New Haven Regional Center Seaside Regional Center, Waterford Southbury Training School)	Connecticut
b. Detroit Mental Retardation	Michigan
c. Clover Bottom Hospital	Tennessee
d. Washington Mental Retardation	Washington
3. Adult Criminal Offenders	
Youth and Adult Corrections Agency	California
4. The Elderly	
a. Maryland Commission on Aging	Maryland
b. UAW Retired Workers' Centers, Detroit	Michigan
5. The Physically Handicapped and Chronically Ill	
(none has been fully developed)	
6. The Physically Ill (In General Hospitals)	
(none has been fully developed)	

APPENDIX E

PARTIALLY-DEVELOPED MODELS

Model	State
A. Migratory Workers and Their Families	
1. Fort Pierce, Florida Migrant Children Model	Florida
2. Texas Migratory Labor Model (National Council for the Spanish Speaking)	Texas
3. Texas Migratory Labor Model (Texas Committee for Migrant Farm Workers)	Texas
4. Texas Migratory Labor Model (Migrant Labor Project and Bishops' Committee for Migrant Workers)	Texas
B. Indians	
1. Fort Berthold Indian Reservation	North Dakota
2. Alaska	Alaska
3. American Indian Center, Chicago Model	Illinois
C. Residents of Urban Slums	
1. Los Angeles, California Community Development Model	California
2. Los Angeles Education Model	California
3. New Haven Education Model	Connecticut
4. District of Columbia Community Development Model (DPW)	District of Columbia
5. District of Columbia Community Development Model (VA)	District of Columbia
6. Boston Community Development Model	Massachusetts
7. Hennepin County, Minnesota Community Development Model	Minnesota

	Model	State
8.	New York City Education Model	New York
9.	New York City Community Development Model	New York
10.	South El Paso, Texas Community Development Model	Texas
11.	New Haven Community Development Model	Connecticut

D. Persons Under the Care of Institutions

1. The Mentally Ill

a.	Connecticut Mental Illness	Connecticut
b.	Indiana Department of Mental Health	Indiana
c.	Project Re-Ed, Nashville and Durham	Tennessee and North Carolina
d.	Washington State Department of Health	Washington

2. The Mentally Retarded

a.	Pacific State Hospital	California
b.	Maryland Department of Mental Hygiene	Maryland
c.	Ohio Mental Retardation	Ohio

3. Delinquent and/or Dependent Children

a.	Department of the Youth Authority	California
b.	Minnesota	Minnesota
c.	Washington (State)	Washington

4. Adult Criminal Offenders

a.	Minnesota	Minnesota
b.	Washington (State)	Washington

5. The Physically Handicapped and Chronically Ill

	Comeback, Inc. Physically Handicapped Model	New York

APPENDIX F

LIST OF INDIVIDUALS AND GROUPS REQUESTING THAT THE NATIONAL SERVICE CORPS SEND VOLUNTEERS INTO THEIR AREA

A. Migratory Workers and Their Families

Name and Address	State
R. E. Kaufman, M.D. Medical Director, Migrant Project Palm Beach County Health Department 826 Evernia Street P.O. Box 29 West Palm Beach, Florida	Florida
Sam Rabinovitz, Executive Secretary Michigan Youth Commission 1447 Washington Heights Ann Arbor, Michigan	Michigan
Mrs. Betty S. Rowley 2222 Wilson Court Saint Joseph, Michigan	Michigan
Mrs. Seth Tompkins R.F.D. 1 Box 545 Traverse City, Michigan	Michigan
Dr. Richard C. Stephenson Department of Economics and Sociology Douglass College, Rutgers University New Brunswick, New Jersey	New Jersey

B. Indians

Name and Address	State
Mrs. Winona Kenyon 217 Elizabeth Barstow, California	California
Mr. Glen Leet Community Development Foundation United Nations Plaza at 46th Street New York 17, New York (Also see Letter of Intent listing for Residents of Depressed and/or Isolated Rural Areas.)	New Mexico

Name and Address	State
Joseph J. McGraw Project Manager, Cherokee Indian Lands Program Wilsey, Ham & Blair 111 Rollins Road Millbrae, California	North Carolina
Mr. Douglas Norris, Chairman Health, Education and Welfare Committee Mille Lacs County Area Development Association Milaca, Minnesota	Minnesota

C. Residents of Urban Slums

Name and Address	State
Dr. Dan Thompson Department of Obstetrics and Gynecology Emory University, School of Medicine Atlanta, Georgia (Maternity Care Model - Atlanta)	Georgia
Dr. Glenn A. Olds, President Springfield College Springfield, Massachusetts	Massachusetts
John R. Fleming, R.S. Public Health Administrator Van Buren County Health Department 226 E. Michigan Avenue Paw Paw, Michigan	Michigan
Marvin A. Rapp, President New York State Citizens' Council State University College Western Avenue Albany, New York	New York
David M. Austin, Planning Director Greater Cleveland Youth Service Planning Commission 1959 E. 79th Street Cleveland 3, Ohio	Ohio
Reverend Virgil A. Wood Diamond Hill Baptish Church 1415 Grace Street Lynchburg, Virginia	Virginia

Name and Address	State
Mr. Arthur B. Verry, ACSW President, Jamestown Area Community Council 62 Allen Street Jamestown, New York	New York
Dr. Glen E. Milligan, Executive Director American Association on Mental Deficiency 1601 West Broad Street Columbus 15, Ohio (Host Group will be anyone of the following: Columbus Federation of Settlements Family and Children Agencies Health Council Y. M. C. A. Hospital Federation United Community Council etc.)	Ohio
Dr. W. T. May, President Tennessee Psychological Association Memphis, Tennessee	Tennessee
Mr. John J. Foley Executive Director Police Athletic League, Inc. 34-1/2 East 12th Street New York 3, New York	New York
Mr. Elmer J. Tropman Executive Director Health and Welfare Association of Allegheny County 200 Ross Street Pittsburgh 19, Pennsylvania	Pennsylvania

D. Residents of Depressed and/or Isolated Rural Areas

Name and Address	State
Mr. William Rock Executive Secretary Arkansas Industrial Development Commission State Capitol Building Little Rock, Arkansas	Arkansas
Mr. Goffrey Hughes, Executive Director Southern Illinois Incorporated Carterville, Illinois	Illinois

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Name and Address	State
Glen Leet, Executive Director Community Development Foundation United Nations Plaza at 46th Street New York 17, New York	Kentucky (1/2) and Tennessee (1/2) (Southern Appalachian Mountain Area)
Honorable David Horton Justice of the Peace Calhoun County Letherbark, West Virginia	West Virginia
Honorable H. M. Fulbright County Judge Bradley County Cleveland, Tennessee (One half Residents of Urban Slums)	Tennessee
Honorable H. Leroy Pope County Judge Madison County Jackson, Tennessee (Pinson Indian Mounds Development)	Tennessee

E. Persons Under the Care of Institutions

1. The Mentally Ill

Name and Address	State
Mr. Philip E. Ryan National Association for Mental Health, Inc. 10 Columbus Circle New York 19, New York (Mr. Joseph R. Brown State Executive Director Indiana Association for Mental Health)	Indiana
Mark Mazel, ACSW Clinic Administrator Greater Lawrence Guidance Center, Inc. 217 Haverhill Street Lawrence, Massachusetts	Massachusetts
John R. Malban Hospital Administrator Hastings State Hospital Hasting, Minnesota	Minnesota

2. The Mentally Retarded

Name and Address	State
Dr. Samuel Scheinberg 1st Vice President Prince Georges County Association for Retarded Children, Inc. 5132 Baltimore Avenue Hyattsville, Maryland	Maryland
Mr. Jack Finkelstein 1113 Americana Building Houston 2, Texas	Texas
Mr. Cyrille J. Leblanc Executive Director Kennedy Center 1135 William Street Bridgeport, Connecticut	Connecticut

APPENDIX G

COST ESTIMATES BY PROJECT TYPES

The tables in Appendix "G" are designed to indicate the potential variety of project costs, which will vary as a result of many factors. The estimate for a particular type of project should not be considered definitive, since within project types, it is anticipated that wide cost differentials will occur.

TABLE A.

ESTIMATED AVERAGE ANNUAL COST PER CORPSMAN

Rural Isolated Area

Corpsman Allowances	
Subsistence 11 months @ $6 a day (possible range—$4-7 a day)	$2,010
Adjustment 12 months @ $75 a month	900
Total Allowances	$2,910
Corpsman Expenses	
Training 4 weeks @ $100 a week	$ 400
Medical	100
Transportation (excluding on the project)	120
Special Clothing	50
Attrition	120
Total Expenses	$ 790
TOTAL DIRECT CORPSMAN COST	$3,700

Special Factors

- Higher transportation costs due to possibility of movement of corpsmen from town to town.

TABLE B.

ESTIMATED AVERAGE ANNUAL COST PER CORPSMAN

Indian Reservation

Corpsman Allowances	
Subsistence 11 months @ $5 a day (possible range—$3-7 a day)	$1,675
Adjustment 12 months @ $75 a month	900
Total Allowances	$2,340
Corpsman Expenses	
Training 5 weeks @ $80 a week	$ 400
Medical	100
Transportation (excluding on the project)	120
Special Clothing	0
Attrition	120
Total Expenses	$ 740
TOTAL DIRECT CORPSMAN COSTS	$3,080

Special Factors

- Higher transportation costs for travel on reservation during project period.
- Lower training costs due to central availability of experts.
- Longer training period due to instruction in values and traditions.

TABLE C.

ESTIMATED AVERAGE ANNUAL COST PER CORPSMAN

Mental Institution

Corpsman Allowance	
Subsistence 11 months @ $4 a day (possible range—$3-5 a day)	$1,440
Adjustment 12 months @ $75 a month	900
Total Allowances	$2,340
Corpsman Expenses	
Training 4 weeks @ $75 a week	$ 300
Medical	100
Transportation (excluding on the project)	120
Attrition	120
Total Expenses	$ 640
TOTAL DIRECT CORPSMAN COSTS	$2,980

Special Factors

- Low training costs due to location on project site during latter part of training period.

TABLE D.

ESTIMATED AVERAGE ANNUAL COST PER CORPSMAN

Urban Education

Corpsman Allowance	
Subsistence 11 months @ $7 a day (possible range—$5-8 a day)	$2,345
Adjustment 12 months @ $75 a month	900
Total Allowances	$3,245
Corpsman Expenses	
Training 4 weeks @ $110 a week	$ 440
Medical	100
Transportation (excluding on the project)	120
Special Clothing	0
Attrition	120
Total Expenses	$ 780
TOTAL DIRECT CORPSMAN COSTS	$4,025

Special Factors

- Cost of transportation during time on project.
- Related support by existing agencies could reduce some costs.

TABLE E.

ESTIMATED AVERAGE ANNUAL COST PER CORPSMAN

Migrant Workers

Corpsman Allowances	
Subsistence 11 months @ $4.50 a day (possible range—$3-6 a day)	$1,508
Adjustment 12 months @ $75 a month	900
Total Allowances	$2,408
Corpsman Expenses	
Training 5 weeks at $90 a week	$ 450
Medical	100
Transportation (excluding on the project)	120
Special Clothing	75
Attrition	120
Total Expenses	$ 865
TOTAL DIRECT CORPSMAN COSTS	$3,273

Special Factors

- Project site transportation could increase costs.
- Longer training period due to need for language instruction.
- If corpsmen move with the migrants, travel costs will raise this estimate.

UNION COUNTY AFL–CIO COMMUNITY SERVICES COMMITTEE,
Elizabeth, N.J., June 26, 1963.

Hon. HARRISON A. WILLIAMS, Jr.,
U.S. Senate, Washington, D.C.

MY DEAR SENATOR WILLIAMS: The Union County AFL–CIO Council at their regular monthly meeting June 24, 1963, passed a resolution unanimously endorsing and supporting the creation of a Domestic Peace Corps. A copy of the resolution is enclosed for your information. This resolution was recommended to the council for adoption by our community services committee.

We hope that when legislation reaches your desk you will be able to take a position in support of this vitally needed legislation. Our community services committee endeavors to solve the out-of-plant problems of our members and all citizens in the health, recreation, welfare, and character building field. We are well aware of the problems many of our citizens have in our supposed affluent society. There is still too many people in New Jersey, and specifically Union County, who live on the fringes of poverty. A Domestic Peace Corps could help develop programs to help these unfortunate people to become contributors to society instead of recipients of welfare. I want to thank you for any consideration you can give our request for support of this needed legislation.

Sincerely and fraternally yours,

FRANCIS J. CONWAY,
AFL–CIO, CSAC, Labor Staff Representative.

RESOLUTION ON CREATION OF A DOMESTIC PEACE CORPS

Whereas every sixth citizen in the United States lives on submarginal income in a land of plenty and lacks either the skill, the reading ability, or motivation to make a better life for himself.

Whereas half of this group are children or just beyond childhood; 30 percent of young workers entering the labor force won't have completed high school; 25 percent of those in 12th grade have a lower reading ability than the average 9th-grade student. In 1960 32 percent of the young people in our country between the ages of 16 and 24 were not in school had not completed high school.

Whereas mental retardation is higher in low-income groups, education limited, and maternal care frequently inadequate.

Whereas 225.000 children live in families of migratory workers and move about the country with their families; about 75,000 work in the fields with their parents.

Whereas 165,000 Cubans fled to the United States—there are 15 to 20 percent of them under 20 years of age; 13,000 are unaccompanied children.

Whereas 57 percent of the Indian and Alaskan native population is under 20 years of age, these children live in environments where sanitation is inadequate and malnutrition common. Per capita income among Indians is very low.

Whereas a 1958 survey indicated about 4 million children of mothers working full time were expected to fend for themselves; there are only licensed day care facilities to serve only 185,000 children. What happens to the other 215,000 children?

Whereas 25 percent of children in families with income below taxable limits have no father in the home.

Whereas a study group formed by President Kennedy made a report to the President in January of 1963 recommending the formation of a Domestic Peace Corps.

Whereas legislation has been introduced in the National Senate and Congress calling for the funds and manpower necessary to put a Domestic Peace Corps into the field to help our many underprivileged citizens.

Whereas AFL–CIO President George Meany and the AFL–CIO Executive Council have endorsed the idea of a Domestic Peace Corps that can give heart to the poor, the illiterate, the sick, the migrant farmworker, the Indian, the very old, and the disturbed young. It can also encourage State and local community action on their behalf and stimulate volunteer services of our citizens: Therefore, be it

Resolved, That the Union County AFL–CIO Council approve and endorse the establishing of a Domestic Peace Corps to help these people with problems who are our fellow citizens; be it further

Resolved, That the Union County AFL–CIO Council communicate with Senators Harrison Williams and Clifford Case and Congresswoman Florence Dwyer and a copy of this resolution be forwarded to them; that we appeal to them for their support of legislation that will establish a Domestic Peace Corps.

UNIVERSITY OF MISSOURI,
MISSOURI STUDENTS ASSOCIATION,
Columbia, Mo., May 16, 1963.

Mr. STUART SYMINGTON,
Senate Office Building, Washington, D.C.

DEAR SIR: The Missouri Students Association Senate on May 6 and May 13 reviewed the national service program which is currently under congressional consideration and unanimously voted to support the establishment of this program. We would like to strongly urge you to and support this program in Congress.

It is our feeling that it is indeed tragic that, in a nation as affluent and as great as ours, there exists people and regions of marked poverty. Further, we believe that this program is a constructive effort to remove this blemish from our national character and more importantly make a great contribution in terms of human welfare.

Sincerely,

CHARLES ELDER, *President.*

THE NATIONAL ASSOCIATION OF TRAINING SCHOOLS
AND JUVENILE AGENCIES,
Glen Mills, Pa., June 20, 1963.

Hon. HARRISON A. WILLIAMS Jr.,
Chairman, Subcommittee on the National Service Corps,
U.S. Senate, Washington, D.C.

SIR: As there has been no formal action taken to endorse or support the Nation Service Corps bill, S. 1321, by the National Association of Training Schools and Juvenile Agencies, I cannot rightfully speak for the total membership of this organization on this matter.

Nevertheless I have discussed the subject with a number of training school administrators throughout the country and their response was unanimous in the belief that such a program is both feasible and desirable. Many correctional institutions for delinquent children are already using volunteers of all ages in various activities such as recreation, craftwork, hobbies, music, art, academic instruction, and religious training. A National Service Corps should further stimulate the use of this valuable resource.

Those of us who work with delinquent children are anxious to support any desirable plan which will help to create an interest in this type of work. I believe that a National Service Corps would be most helpful in this respect.

The constructive use of volunteers should be of great value to those institutions which are understaffed due to financial limitations. The inability to employ an adequate staff in terms of both quantity and quality is not an uncommon complaint in our field of endeavor. Encouragement and guidance in the use of volunteers certainly offer promise of assistance with this problem.

I regret that I cannot present a more formal endorsement at this time.

Yours very truly,

WINDELL W. FEWELL,
Secretary-Treasurer.

SENIOR CITIZENS OF AMERICA,
Washington, D.C., June 21, 1963.

Hon. HARRISON A. WILLIAMS, Jr.,
U.S. Senator, U.S. Senate,
Washington, D.C.

DEAR SENATOR WILLIAMS: Your communication of June 18 addressed to Dr. Joy Elmer Morgan in relation to National Service Corps bill S. 1321 has been received.

Since Dr. Morgan is out of the city until July 18 I believe he would want me to advise you that he endorses the establishment of a National Service Corps, and if he were here I think he would send you a favorable statement in regard to the bill you mention. I am sorry it is not possible to reach him in time to answer your letter personally by June 25.

Cordially yours,

MARIE S. FRY.

Senior Citizens of America

THIS WE BELIEVE

The enthusiastic nationwide response from every walk of life which has greeted the work of this organization is evidence of a widespread feeling of need. Senior Citizens of America was organized after years of observation and study of the adverse effects of premature retirement on the human personality and is based on the following convictions:

(1) That the second half of life should be richer, healthier, and happier for most people than it now is.

(2) That preparation and planning for the later years should begin early—not later than age 40.

(3) That there should be a popular clearinghouse for the growing body of knowledge and experience in gerontology and geriatrics.

(4) That many older people now put up with infirmities and handicaps which can be corrected.

(5) That better provisions should be made for the care of senior citizens who are not able to take care of themselves.

(6) That man's greatest need is to learn; that this need increases as one grows older; that older people can learn what they want and need to know.

(7) That everyone should be encouraged to look forward and to make the most of himself as long as life lasts.

(8) That the good life depends on keeping reasonably active physically, mentally, and spiritually.

(9) That there is a vast reservoir of unused talent among men and women in all walks of life who have been retired that should be used for the public good.

(10) That among some 60 million citizens over 40, including 16 million who are over 65, there are many who will gladly support a nonprofit enterprise in this field with their money, talent, and service.

Senior Citizens of America:

Is a nonprofit, scientific, educational, philanthropic organization incorporated under the laws of the District of Columbia in 1954.

Has published since January 1955, Senior Citizen—a quality magazine for mature citizens of discriminating tastes.

Conducts research into problems which concern persons in midlife and beyond.

Affiliates, charters and serves senior citizen clubs, centers, and homes.

Sponsors Senior Citizens Month during May each year.

Gives an opportunity to those who wish to make use of talent now going to waste through premature, forced retirement.

Answers inquiries from persons faced with the problem of retirement.

Keeps newspapers, magazines, radio, TV, and leaders in public life informed about activities and achievements of senior citizens.

Publishes Preretirement Manual, Employment Manual, The American Citizens Handbook, Personal Growth Leaflets and other titles widely used around the world.

Its primary emphasis is not on aging or retirement but on personal growth and community service.

Has the support of leaders in the fields of gerontology and geriatrics.

Is to adult education what the PTA is to youth education.

SCA invites your interest, membership, and support. Tell others about its work.

BOARD OF TRUSTEES

Joy Elmer Morgan, president, well-known author and lecturer, was director of publications and editor of the Journal of the National Education Association, 1920–54.

Willard E. Givens, chairman of the board of trustees, is director of education for the Scottish Rite Masons, Southern Jurisdiction, was formerly superintendent of schools in Hawaii and in San Diego and Oakland, Calif. From 1935 to 1952 he was executive secretary of the National Education Association.

Ruth G. Myer, secretary, is business manager of Civic Education Service, publisher of the American Observer and other publications, Washington, D.C.

Hilda Maehling, treasurer, was assistant secretary of the National Education Association, in charge of professional development and welfare before her re-

tirement. She now lives at 72 Briarwood Drive, Terre Haute, Ind. She is an outstanding educator and civil leader.

Hurst R. Anderson is president of the American University, noted educational, religious, and civic leader, Washington, D.C..

Walter M. Bastian, is circuit judge, U.S. Court of Appeals, Washington, D.C. a well-known civil and religious leader.

Mildred Sandison Fenner is editor of the Journal of the National Education Association, Washington, D.C.

Luther W. Youngdahl, formerly Governor of Minnesota, is judge, U.S. District Court for the District of Columbia, national leader in legal, civic, and religious fields.

SCA State directors are leaders in their various States. Many others in all walks of life take pride in having a part in this work.

All officers and some staff members give their time and talent without pay.

UNITARIAN UNIVERSALIST SERVICE COMMITTEE, INC.,
Boston, Mass., June 19, 1963.

Hon. HARRISON A. WILLIAM, Jr.,
Chairman, Subcommittee on the National Service Corps,
U.S. Senate, Washington, D.C.

DEAR SENATOR WILLIAMS: The executive staff members of the Unitarian Universalist Service Committee are heartily in support of the proposed National Service Corps. These staff members feel that such an agency will meet a measure of success comparable to the Peace Corps overseas and we hope that it will be approved by Congress and be given a chance to demonstrate its merit.

Sincerely yours.

WILLARD JOHNSON, *Executive Director.*

SCHOOL OF SOCIAL WORK,
THE UNIVERSITY OF TEXAS,
Austin, January 24, 1963.

Hon. RALPH W. YARBOROUGH,
U.S. Senate, Washington, D.C.

DEAR SENATOR YARBOROUGH: I likewise am pleased to read the strong words of support in regard to the Peace Corps which appear in your latest general newsletter. I am sure you will support in this session of Congress the development of a somewhat similar program within the United States. May I suggest that you call to the attention of appropriate officials the important contribution that professional social workers may make in the planning and execution of domestic as well as oversea projects. The effective utilization of volunteers in efforts designed to unleash the potential for human betterment which resides in people generally is not easy. Various professional skills and knowledge are needed. It is my firm conviction that the knowledge, skill, and long experience of social work in activities of this nature should be tapped.

Sincerely,

CHARLES W. LAUGHTON.

NATIONAL HEALTH COUNCIL,
New York, N.Y., June 24, 1963.

Senator HARRISON A. WILLIAMS, Jr.,
Chairman, Subcommittee on the National Service Corps, U.S. Senate, Committee on Labor and Public Welfare, Subcommittee on Migratory Labor, Washington, D.C.

DEAR SENATOR WILLIAMS: I have received your letters of May 17 and June 18, concerning the current hearings on the National Service Corps bill, S. 1321.

The National Health Council had a longstanding policy not to support or oppose any legislative proposals. The council is primarily a conference ground for its member agencies and its actions should not commit its members to the support of or opposition to legislative proposals. We believe that legislative matters can, in most instances, be far more effectively pursued by our individual member agencies. A review of the roster of our membership, as shown on this letterhead will, I am confident, clarify the soundness of the council's position through the years.

However one of the major program activities of the National Health Council and of most of its member agencies for the past 9 years has been a program of health careers. This program has been carried out because of the mutual concern of all of the major organizations in the field of health, about the persistent shortage of trained personnel which characterizes many of the vital health professions. The council's health career program therefore has been designed to recruit young people into the health professions. Our primary focus has been high school students, since it is at this point that many persons believe that career decisions are made or, at least, choice of advanced education must be made. One of the most effective methods for interesting young people in careers has been the so-called work experience. This, as you undoubtedly know, is the method whereby students are exposed, through practical experience, to the professional atmosphere and the professional operations with which they would be concerned were they to follow training for these particular professions.

We at the National Health Council therefore have been much interested in those aspects of the proposal for the National Service Corps that would seem to indicate that the experience provided by the Corps might result in interesting more young people in engaging in careers in the health professions. The National Health Council, and I believe most of its member agencies, would welcome any program or any effort that could contribute toward expanding our interests in encouraging young people to engage in the health professions.

I hope that this letter has clarified our position in connection with the pending legislation. While we cannot, by policy, endorse or support the legislation it is certainly possible for us to indicate that we would welcome any efforts on the part of the Federal Government that would be in the direction of increasing interest in the health professions.

Sincerely,

PETER G. MEEK, *Executive Director.*

CHICAGO JOINT BOARD,
AMALGAMATED CLOTHING WORKERS OF AMERICA,
Chicago, Ill., June 21, 1963.

Senator HARRISON A. WILLIAMS, Jr.,
Chairman, Subcommittee on the National Service Corps,
Senate Office Building, Washington, D.C.

DEAR SENATOR WILLIAMS: I am writing to you on behalf of our organization to tell you that we are 100 percent behind the National Service Corps. We feel this will be a very great help to our country.

Very sincerely yours,

JOYCE D. MILLER,
President, Chicago Area Senior Citizens Association.

PROPOSAL FOR THE USE OF NATIONAL SERVICE CORPS VOLUNTEERS AT ROSEWOOD STATE HOSPITAL, OWINGS MILLS, MD.

1. COTTAGE LIFE

Social behavior, experience in daily living, table manners, attendance by personal and household duties, getting along with peers, as well as employees or seniors, are some of the most urgently needed skills to be learned by our higher grade residents. A position for cottage life director having been granted for the first time in the budget year beginning July 1, 1963, will hopefully be filled within the next few weeks or months by a competent person experienced in the direction of such a program and skilled in the behavioral sciences. The work in the individual cottages is currently being done on a voluntary basis by persons on the staff whose regular duties are in the departments of psychology, social work, teaching, or rehabilitation. These persons can spend only a very limited amount of time in their capacity of cottage administrators. Some have spent their off-duty hours in this capacity. The National Service Corps worker would have a most valuable role in assisting the administrator of the individual cottage and working under the direction of the cottage life director, particularly during the hours when the Rosewood residents are not occupied by school activities or work duties or training experiences at Rosewood. This means the hours of the late afternoon and evening as well as weekends. The corps

workers could fulfill a role for which no budgetary allowance is made at this point. He could lead the way and show the future approach toward adequate training of our residents for community placement.

Personnel in this field should have some background in behavioral sciences (social work, psychology, teaching, rehabilitation and recreation), but need not be fully trained in these fields.

2. EDUCATION PROGRAM

The magnificent and modern school building and vocational rehabilitation buildings are unused after the regular working day hours. Adult education for teenagers and young adults, not only in academic skills but also in arts and crafts, gym, swimming, or vocational fields, as represented by the vocational rehabilitation building, would be most desirable to be extended into these hours. The corps worker with a background in the above fields would contribute a valuable service, if available, after regular school hours which terminate around 3 p.m. All levels of professional people might be of help here. Full training is not required and many college graduates with an interest in working with handicapped young adults like these fall in this area. This program can be closely allied with the program suggested under No. 1.

3. PHOTOGRAPHY

Picture taking of individual patients so that their pictures can be entered as permanent record in their charts is desirable, not only for the purpose of identification but also for the purpose of visualizing progress or regress in the individual patient. Photography of buildings or programs can again demonstrate existing facilities or needs and programs. If the right person can be available, the possibility of the production of a training film for Rosewood employees could be considered. The person's skill should be in the area of photography, possibly motion picture photography, with skill in writing or editorial work. While such person would work under the direction of the director of psychiatric education, as well as the director of nursing education, the ability to properly compose a series of pictures or a motion picture from an artistic as well as educational point of view would be highly desirable.

4. SOCIAL SERVICE

A. Foster care expansion

Communities further removed from Rosewood have not been explored sufficiently for their availability of foster homes and group homes. These communities promise to be a ready source for placement of Rosewood patients. Because of the rural character of the counties further removed, the availability of simpler work assignments than in the urban area is logical. A full-time professional person has just been engaged by the Department of Social Work to organize the expansion of the foster care program in these remote areas. The need for persons with some skill in social work to locate foster homes, investigate the home for suitability as a foster home and possible followup care is most desirable and could very well be performed by the National Service Corps man under the supervision of the skilled social worker in our department.

B. Review of social situations

Patients are often admitted to Rosewood because of the collapse of their own family or the unavailability of facilities in the community from where the patient comes which would be suitable for his particular limitations. With recent impetus on the care for the retarded, changes have occurred in periods of a few months in family situations or community facilities. The community placement of patients could be greatly enhanced if a staff would be available to periodically review the social history of the patient and investigate the community and the family for possible changes. National Service Corps persons with some background in social work could, under some direction of the supervisor of foster care, function in this role. This is an activity which the social service department has not been able to enter. The availability of National Service Corps men could demonstrate the success of such a program and thus allow us to replace them in the future with staff social workers to continue the program. At this point it is not clear whether such a program would produce a sufficient number of community placements to make the employment of full-time staff persons indicated. The pilot study, supported by the National Service Corps,

could be of help in establishing such a service as part of the regular duties of the social service department.

5. HOUSEKEEPING

Housekeeping at the institution is done by a few service employees in the administrative buildings and by the regular attendants in the patient buildings. Capable patients are being trained in the duties of housekeeping under the supervision of the attendants. None of these workers are training or experienced in the scientific approach to housekeeping. Most operate on the basis of personal experience in small-scale operation of private homes. A managing housekeeper could serve as instructor for the attendants and thus help them to become more useful and systematic teachers of the retarded in the institution. The background of such a person could very well be the experience in a hotel or apartment house but would have to include the ability to instruct and supervise people. Technical know-how alone would not be sufficient.

6. PHYSICALLY HANDICAPPED PATIENTS

Several hundred physically handicapped patients located in special attractive modern buildings are being cared for by attendants. The current number of attendants allows for feeding, bathing, dressing, and some minimal additional care. The availability of National Service Corps personnel with some skill in working with hospitalized patients, either as nurses, practical nurses, physiotherapists, or allied fields would allow an attempt at mobilizing these most unfortunate bedridden patients. It is hoped that a substantial number of these currently totally bedridden patients could be permitted to spend their days in wheelchairs and that others already in wheelchairs be freed to move about with the help of small appliances, but independent of the wheelchair. Again, this project could demonstrate the effectiveness of persons available for this purpose in advancing the goals for the retarded of this particular category.

7. MOTIVATION PROGRAM

The care for the severely retarded in large groups is essentially custodial. This means that they are being maintained with regard to their physical health and supervised with regared to their physical safety. Training of this most severely retarded group must take place in terms of constant motivation toward improvement of their performances in the most basic skills, such as dressing, feeding, and toilet training. It has already been demonstrated that such intensive attention can raise the level of the severly retarded substantially. Currently there are still large numbers of young, severely retarded patients housed in single oversized buildings and cared for by few attendants in large numbers. The availability of National Service Corps personnel could allow the institution to single out all groups of severely retarded patients and through intensive attention to their habit training allow them to become more self-caring and independent of basic personal care.

8. MANAGEMENT PROBLEMS

If the National Service Corps has members with management experience, they could be utilized as individuals in specific areas of the institution. Management analysts, personnel managers, hospital managers, program analysts, or efficiency experts could be assigned to certain areas within the institution and help in an experienced way in streamlining some of the functioning of certain areas. These corps workers would have to be experts in the field of management in order to bring their managerial skill to the professional experts in the various medical and paramedical areas.

Memorandum to: Members of the congressional delegations visiting Rosewood State Hospital.
From: William R. Anderson.
Date: June 19, 1963.

For your information, I am attaching herewith reprints from the Baltimore Sun of May 12 and 13, 1963, describing conditions at Rosewood State Hospital (for the mentally retarded).

Following publication of these articles and visits to Rosewood by members of the study group staff, Dr. James A. Campbell, superintendent, submitted to

us on June 14, 1963, some suggestions on how corpsmen could be used at Rosewood. These examples of possible corpsmen roles are outlined in the excerpts from Dr. Campbell's letter which follow:

1. COTTAGE LIFE

Social behavior, experience in daily living, table manners, attendance to personal and household duties, getting along with peers as well as employees or seniors are some of the most urgently needed skills to be learned by our higher grade residents. The work in the individual cottages is currently being done on a voluntary basis by persons on the staff whose regular duties are in the departments of psychology, social work, teaching, or rehabilitation. These persons can spend only a very limited amount of time in their capacity of cottage administrators. Some have spent their off-duty hours in this capacity. The National Service Corps worker would have a most valuable role in assisting the administrator of the individual cottage and working under the direction of the cottage life director, particularly during the hours when the Rosewood residents are not occupied by school activities or work duties or training experiences at Rosewood. This means the hours of the late afternoon and evening as well as weekends. The corps worker could fulfill a role for which no budgetary allowance is made at this point. He could lead the way and show the future approach toward adequate training of our residents for community placement.

2. EDUCATION PROGRAM

The magnificent and modern school building and vocational rehabilitation building are unused after the regular working-day hours. Adult education for teenagers and young adults, not only in academic skills but also in arts and crafts, gym, swimming, or vocational rehabilitation building, would be most desirable to be extended into these hours. The corps worker with a background in the above fields would contribute a valuable service, if available, after regular school hours which terminate around 3 p.m. All levels of professional people might be of help here. Full training is not required and many college graduates with an interest in working with handicapped young adults like these fall in this area.

3. PHYSICALLY HANDICAPPED PATIENTS

Several hundred physically handicapped patients located in special attractive modern buildings are being cared for by attendants. The current number of attendants allows for feeding, bathing, dressing, and some minimal additional care. The availability of National Service Corps personnel with some skill in working with hospitalized patients, either as nurses, practical nurses, physiotherapists, or allied fields would allow an attempt at mobilizing these most unfortunate bedridden patients. It is hoped that a substantial number of these currently totally bedridden patients could be permitted to spend their days in wheelchairs and that others already in wheelchairs be freed to move about with the help of small appliances, but independent of the wheelchair. Again, this project could demonstrate the effectiveness of persons available for this purpose in advancing the goals for the retarded of this particular category.

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The care for the severely retarded in large groups is essentially custodial. This means that they are being maintained with regard to their physical health and supervised with regard to their physical safety. Training of this most severely retarded group must take place in terms of constant motivation toward improvement of their performance in the most basic skills, such as dressing, feeding, and toilet training. It has already been demonstrated that such intensive attention can raise the level of the severely retarded substantially. Currently there are still large numbers of young, severely retarded patients housed in single oversized buildings and cared for by few attendants in large numbers. The availability of National Service Corps personnel could allow the institution to single out all groups of severely retarded patients and through intensive attention to their habit training allow them to become more self-caring and independent of basic personal care.

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STAFF REPORT ON FIELD TRIP OF JUNE 14, 1963, TO OSAWATOMIE STATE HOSPITAL, KANSAS; AND THE OGLALA SIOUX RESERVATIONS, PINE RIDGE, S. DAK.

A joint group representing the Subcommittee on the National Service Corps, and the Select Subcommittee on Labor of the House Committee on Education and Labor flew to Kansas and South Dakota Friday, June 14, to view project models there for the proposed National Service Corps. The bill creating the NSC is now being heard in both subcommittees.

The group was taken to these areas by Presidential Consultant William R. Anderson, and included Senator Harrison Williams, Representatives William Avery, Dave Martin, and William Brock.

Staff members attending were Fred Blackwell, counsel, Senate Subcommittee on Migratory Labor; Robert Locke, minority counsel, Subcommittee on Migratory Labor; William White, administrative assistant to Representative Robert Taft; Robert McCord, counsel, House Subcommittee on Labor, and William Finale, Deputy Assistant Commissioner, Bureau of Indian Affairs.

Five members of the Washington press corps, whose papers represent the areas visited, were with the group.

The group was first taken to Osawatomie State Hospital near Olathe, Kans. Guided by Dr. George C. Zubowicz, superintendent of the hospital, they were shown an effective volunteer program at work with mental patients. The Kansas Division of Institutional Management, under which the State's three mental hospitals are run, has indicated it could train 100 Corpsmen. Kansas has offered to make available three of its institutions—the boys industrial school at Topeka, the Parsons State Hospital and the Osawatomie State Hospital—as training sites for National Service Corps volunteers.

The State hospitals are also interested in a group of Corpsmen to help develop a halfway house in Kansas City, for patients who have been released but need a period of readjustment before going home.

It was pointed out by Dr. Zubowicz that Kansas in 12 years had risen from the rank of 47th to 1st in the Nation in the treatment of mental illness. Much of the success of Kansas mental health program is due to the local volunteer programs in effect there, whereby people from the local community are trained to work with the patients.

One such volunteer, Frank McCarty, a 74-year-old retired electrical engineer, spends his spare hours working with several teenaged patients. In some cases McCarty can "reach" the teenager where the psychiatrist cannot. By working with the psychiatrist, McCarty has been able to appreciably speed the patient's recovery to a normal existence. A number of teenage girls from the local community, called volunteers, work at the hospital during their school vacations. They, like McCarty, are trained to work in tandem with the psychiatrists, and in this function actually carry out predetermined therapy designed to help the patient resume his place in the community.

Senator Williams said after a tour of the Kansas facilities: "We have been told and shown how very useful this institution would be for the training of our National Service Corps people. I certainly believe it. All the accomplishments made here by the highly qualified professional staff, community support, and individual voluntary service all testify to the indispensability of more and more volunteers."

Dr. Zubowicz told the group that, "Even if we received all the finances we wanted, it would not be enough. We still would need qualified personnel. The National Service Corps would provide dedicated people wanting to provide service, and we could train them here."

Dr. R. A. Haines, a staff member, said that the Kansas Welfare Department believes Kansas could be of help to the rest of the Nation in teaching and training volunteers. "We want to do our share to raise the level of mental health anyplace in the country," he said.

GROUP VISITS OGLALA SIOUX RESERVATION

The congressional group also visited the Oglala Sioux Reservation, Pine Ridge, S. Dak. The Sioux Tribal Council have submitted a model project requiring National Service Corps volunteers to help them carry it out.

Members of the tribal council, led by Chief William Whirlwind Horse, told the Congressmen why they were requesting from 21 to 37 corpsmen to work on the reservation with them:

More than 50 percent of the people live in one-room huts, without electricity or adequate heating in winter.

Maternal and child death rates and the incidence of conquerable diseases is very high.

There are no nursery schools for preschool children, who are frequently culturally retarded when they enter school.

Work in community development, recreation, and adult education are badly needed.

There are no specialists in either irrigation or cattle feeding available to work with Indians.

Although the annual tribal council budget exceeds $400,000, most of the tribal leaders have had no training in government, business, or management.

To combat the above problems, the tribal council has asked for help from National Service Corps men in the fields of housing, home nursing, nursery school teaching, community uplifting, vocational agriculture, and administration.

The group was taken by bus through three small communities within the reservation, and had an opportunity to witness the appalling misery surrounding the Indians there. They saw a 1-room house wherein 12 people lived without water, electricity, or adequate heat. They saw a junked car which provided a home for a family of three. They saw Indian men idle (average unemployment: 45 percent) halted by a lack of incentive borne out of poor education, poor health, and poor soil.

The group was told by representatives of the Bureau of Indian Affairs that "the needs are so great that failure would be almost impossible."

A description of conditions on the Pine Ridge Reservation of the Oglala Sioux is attached.

INFORMATION ON THE PINE RIDGE RESERVATION

Name: Pine Ridge Reservation.

Location: Pine Ridge, S. Dak., headquarters for the Oglala Sioux Tribe, the Bureau of Indian Affairs, and the Indian Division of the Public Helath Service is located 210 miles southwest of the State capitol at Pierre, S. Dak., and 115 miles southeast of Rapid City, S. Dak. The south reservation line is also the Nebraska-South Dakota State line. The southwest corner of the reservation is located on the Nebraska-South Dakota State line, 55 miles east of the Wyoming State line.

Principal communities: Pine Ridge, S. Dak., with a population of 1,800 is the largest town on the reservation. Other communities are Wanblee, Kyle, Allen, Wounded Knee, Manderson, Porcupine, Oglala, Martin, Batesland, Rockyford, and Red Shirt. All except the last two have post offices and are accessible by hard surface roads.

Natural characteristics: The Pine Ridge Reservation consists primarily of grazing land providing forage for beef herds and some sheep. There is also some agricultural land which is cultivated for growing crops of grain; primarily wheat, oats, barley, and rye.

The north side of the reservation consists of approximately 100,000 acres of Badlands which joins the south boundary of the Badlands National Monument. The Badlands is an area of geologic erosion that has left mesas standing 300 feet above the surrounding country and exposed formations as much as 60 million years old. These formations are a source of fossils of prehistoric animals and plants as well as semiprecious stones.

Establishment: The Great Sioux Reservation was established by an act of the 15th Congress in accordance with a treaty signed April 29, 1868. This reservation was for all seven tribes of the Dakota (Sioux) Nation. On March 2, 1889, the 25th Congress subdivided the reservation and established separate reservations for each tribe. The Pine Ridge Reservation is the largest of the seven Sioux reservations.

People: The Pine Ridge Reservation is the home of approximately 8,500 Oglala Sioux, descendants of the chiefs, Red Cloud, Crazy Horse, Black Elk, Young Man of Whose Horses They Are Afraid, American Horse, Fills the Pipe, and others.

Social: The Oglalas are a band of the Lakota branch of the Dakota (Sioux) Nation. The Oglala band was further subdivided into seven groups prior to reservation life, but this grouping is almost nonexistent today. The social structure today consists of family groups known as Tiyospiye (pronounced T'osh'pie'a). These groups are bound by blood or marriage and live as community groups.

Economy: Most of the income of the Oglala Sioux is derived from their soil and grass. Approximately 200 people work for various branches of the Federal Government and the State. Another 40 people are employed by the tribe, and approximately 250 are employed in industry on the reservation. About 175 Indian families are engaged in ranching; others work at farming and ranching pursuits. Many migrate from the reservation during the summer to find seasonal employment, mostly in farming.

Government: The Oglala Sioux Tribe is an unincorporated tribe governed by a council, consisting of 29 members; a president, vice president, treasurer, secretary, fifth member, sergeant at arms, and critic. The president, secretary, treasurer, fifth member, and the reservation superintendent form the executive committee that executes tribal business when the council is not in session. A most important branch of the tribal government is the planning commission composed of a director, chairman, and seven members. This commission has the responsibility of long-range planning for the social and economic development of the reservation.

Problems: The Oglala Sioux are disadvantaged by reason of their isolation and lack of experience inherent in the reservation system. The older people have consistently resisted any imposition of nonindigenous cultural values. However, cooperative programs and emphasis on education is providing a means whereby the Indian people may acquire sound judgments from which to make free choices of those values in the American society which they feel they wish to adopt.

Question. How many schools on the reservation?

Answer. There are six consolidated day schools. In addition, there is the Oglala Community School, which is a combination of boarding and day school, consisting of 12 classes through high school. Approximately 450 youngsters are in boarding school.

Question. What is the total school enrollment?

Answer. In the 1962-63 school year, there was a total of 2,071 children enrolled in the Government-operated schools; 621 enrolled in parochial (Catholic) schools, and approximately 200 enrolled in public schools.

Question. What do most of the people do?

Answer. Most of the people are engaged in farming and ranching, either as operators of ranches, but mostly as farmworkers. Some work for the Federal Government; some work for the tribal government; some work in commercial establishments; some work in construction trades, but many are unemployed.

Question. What is the average income?

Answer. A figure of something over $1,500 has been quoted as the average income. This may be misleading because of the relatively large amounts earned by people who own their own ranches and who work for the Federal Government. Consequently, more than half of the heads of families earn less than $900 per year and much of this consists of income from leased lands rented out to non-Indians.

Question. Is there much unemployment?

Answer. Yes. The lack of economic opportunity on the reservation is revealed by large numbers of unemployed, as much as 800 heads of families being unemployed for much of the year. This is a rate of 40 percent unemployed, as compared to the national average of approximately 5 percent.

Question. Is much of the land used by Indians?

Answer. Yes—about 52 percent of the rangeland and 5 percent of the farmland is actually used by Indian members.

Question. Is there compulsory education?

Answer. Yes. The tribe has an ordinance which requires all children to be in school until they reach the age of 18, or have completed at least the eighth grade.

Why the Oglala Sioux Need the Domestic Peace Corps To Help in Tribal Government

(By William Whirlwind Horse, president, Oglala Sioux Tribal Council)

Although terrible problems still plague the Oglala Sioux, we have made important strides in recent years. In 1935, under the Indian Reorganization Act, the tribe adopted a constitution and bylaws, creating a popularly elected tribal government. Legislative authority is vested in a tribal council of 29 persons. Executive authority rests in an executive committee of five persons, consisting

of the Superintendent of the Indian Bureau's Pine Ridge Agency, and the so-called fifth member who votes to break ties, the tribal president, secretary, and treasurer.

In 1959, realizing that we faced the most difficult and critical problems in the tribe's history, the tribal council called a mass meeting of the entire tribe to discuss our depressed conditions. By 1960, which we called the Year of the People Thinking, a planning organization program was written and adopted by the full community. The program dealt with our plans for land consolidation and utilization, employment opportunities, housing, tourism, education, and vocational training. Until I was asked to become the first chairman of the planning commission in 1959, and later elected as president of the tribe, I had been a rancher, inactive in tribal affairs.

Like myself, most of the tribal executives have had no previous training or experience in public administration or business management. We attempt to conduct our meetings without any clear knowledge of parliamentary procedure. We operate our own court and police system but our employees lack a knowledge of modern procedures. We have asked the National Service Corps to send us corpsmen skilled in public and business administration—to train our elected and appointed officials for efficient, democratic government.

We agree with President Kennedy, who, when our first housing project was dedicated last year, declared "* * * as industry, commerce, and tourist trade develop, poverty and disease can be stamped out and the people of Pine Ridge Indian Reservation can at least enjoy a standard of living comparable to that of the country as a whole."

In these self-help efforts, we believe the proposed National Service Corps can play an important part. Neither the Indian Bureau, which has heretofore lacked the funds and personnel to undertake widespread human development programs on Indian reservations, nor the tribe itself can carry out our self-improvement programs without the generous help of skilled, warmhearted Americans of all ages who have indicated a desire to join the projected domestic Peace Corps.

A few months ago, 29 American Indian teenagers visited Washington, D.C., including some from the Oglala Sioux. After meeting Peace Corps officials, they were all impressed with the program for helping hungry and destitute people throughout the world, but they shared the views of Lorraine Riggs, a Navajo from Arizona, who said: "But I think we can do more good, instead of joining the Peace Corps, by going back and helping our own people."

I look forward to the day when members of the Oglala Sioux Tribe will be able to join the National Service Corps and the Peace Corps—to share with other needy people at home and abroad the progress we aspire to achieve—with the help of the National Service Corps—in the years ahead.

Considering the short period of time in which the Oglala Sioux created and operated a tribal self-government, credit is due them for the fine job that is being done by them especially in light of the fact that a constitutional form of government was foreign to the Sioux culture prior to the Indian Reorganization Act of 1934. However it cannot be said that help, and lots of it, is not needed by them to fully enlighten tribal leaders and the people of the processes of government.

Almost none of those who have been in and out of the tribal council over the years have acquired adequate know-how of running a government properly nor have any experience or knowledge of business management. This problem is becoming more and more evident as tribal government and business expands in scope.

It has become imperative, if leaders are to be able to cope effectively with today's demands, that adult education is needed in administrative, legislative, and judicial processes of the tribal government as well as in business management. Interpreting and expressing of administrative authority, proper drafting of resolutions, parliamentary procedures, other legislative processes, court procedures, drafting complaints properly and such require a broad program of adult education to broaden the knowledge of tribal leaders. The lack of management know-how is another problem especially in view of expanding tribal operations in reservation development.

It is in these areas which corpsmen can work and train tribal leaders and help them help themselves to become better leaders.

WILLIAM WHIRLWIND HORSE.

Extracts From Comprehensive Environmental Sanitation Report

(By Public Health Service)

HOUSING

Over half of the homes on the reservation are either one-room frame or log structures. Tents provide temporary living quarters for guests for family attendance at powwows; however, about 1 percent of the families live in tents throughout the year.

Nine percent of the homes are presently sod covered. Asphalt-based roofing is fast becoming common as a replacement for sod roofs. Fixtures in a one-room dwelling typically consist of one door, two small windows, a wood range, a small table, one or two chairs, kitchen cabinet, and a double bed. A heating stove may be used, depending on the space in the room. The average square feet per person is 76.9. This is extremely substandard when compared with "Minimum Standards for Human Habitation." The requirements as set forth in this publication require 150 square feet for the first occupant and 100 square feet for each additional occupant.

FUEL

Wood is chiefly used for heating and cooking. It is cut and gathered along the banks of creeks, rivers, and in canyons. Householders travel from 1 to 8 miles in horse-drawn wagons or pickup trucks to wood sources.

LIGHTING

Only 9 percent of the premises have electricity. Kerosene lamps provide light for the majority of the homes. Some homes also use gaslamps.

WATER

Over 60 percent of the families obtain their water from wells. Because wells in this area are very costly, only a few families have wells on their own premises. The existing wells utilized are located near the general store, church, community hall, or day school.

Families living near ponds or streams use the water without disinfection. The so-called springs are barrels with both ends removed and dug into bogs beside a stream. Not one of these springs is a bacteriologically safe source.

Not one home surveyed had water under pressure in their home. The old, infirm, or those without any means of transportation pay $1 to $1.50 per 50-gallon barrel to have their water hauled from the nearest source. It may be from a creek or a river.

The melting of snow or ice, as a source of domestic water, is still a common practice. Many of the private and community wells are in a poor state of repair.

Birth and Infant Death Rates for Oglala Sioux

1960:

Births:

- At hospital: 292 (72 percent).
- Away: 76 (50 percent at home).
- Premature: 16, (6 died, 40 percent).
- Full term: 276 (75 percent of total live births).

Live births: 368.

Infant deaths: 36 (97.2 per 1,000 live births (Oglala Sioux); 26.4 per 1,000 live births, all races; 1959).[1]

Stillborns: 9.

Total births: 377 (31.4 births per 1,000 population; 24.1 births, all races, 1959).[1]

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[1] All-races figures according to 1959 reports.

Infant deaths per 1,000 live births

	Less than 21 days	1 to 6 days	7 to 27 days	Total, less than 28 days	1 to 11 months
All races [1]	10.2	6.9	2.3	19.4	7.6
Oglala Sioux	29.7	10.8	0	40.5	56.7

	Deaths under 28 days		Deaths 28 days to 1 year	
	All races [1]	Oglala Sioux	All races [1]	Oglala Sioux
1. Prematurity	4.7	21.6	0.05	0
2. Postnatal asphyxiation	4.8	9.1	.10	0
3. Diarrhea of the newborn	.1	2.7	.05	0
4. Other	2.8	5.4	.30	0
5. Respiratory distress	.1	0	2.90	27.0
6. Digestive diseases	.1	0	.70	18.9
7. Accidents	.1	2.7	.80	0
8. Other	.4	5.4	.80	5.4

[1] All-races figures according to 1959 reports.

1961:

Births:

Premature births: 15.
Full term: 306.
At hospital: 321 (80 percent).
Away from hospital: 64 (40 percent at home).
Total live births, 1961: 385.

Deaths:

Total infant deaths, 1961: 31.
Stillborn: 11.
Total births: 396.
Oglala Sioux: 32 births per 1,000.
All races: [1] 24.1 births.

Infant death rate:

Oglala Sioux: 80.6 per 1,000 live births.
All races: [1] 26.4 per 1,000 live births.

Infant deaths per 1,000 live births, breakdown by age in 1st year of life

	Less than 1 day	1 to 6 days	7 to 27 days	Total less than 28 days	1 to 11 months
All races [1]	10.2	6.9	2.3	19.4	7.6
Oglala Sioux	23.4	2.6	7.8	33.8	49.4

[1] All races figures according to 1959 reports.

Infant deaths by cause per 1,000 live births in 1st year of life

	Under 28 days		28 days to 1 year	
	All races [1]	Oglala Sioux	All races [1]	Oglala Sioux
1. Prematurity	4.7	15.6	0.05	0
2. Postnatal asphyxiation	4.8	0	.1	0
3. Diarrhea of newborn	.1	0	.05	0
4. Other	2.8	2.6	.3	0
5. Respiratory diseases	.1	7.8	2.9	28.6
6. Digestive diseases	.1	2.6	.7	13.0
7. Accident	.1	0	.8	2.6
8. Other	.4	0	.8	2.6

[1] All races figures according to 1959 reports.

[1] All-races figures according to 1959 reports.

Death rates for selected diseases of Oglala Sioux per 1,000 population compared with all races rates, 1959

[Based on 100 per 1,000 population]

	Oglala Sioux	All races
1959:		
Rate for pneumonia, excluding newborn	88.0	31.2
Rate of TB	40.0	6.5
Rate for cancer	56.0	147.4
Rate for accident	112.0	52.2
Average age of death, 1959	38.3	62.3
1960:		
Rate for pneumonia excluding newborn	136.0	31.2
Rate for TB	32.0	6.5
Rate for cancer	72.0	147.4
Rate for accident	112.0	52.2
Average age of death, 1960	43.0	62.3
1961:		
Pneumonia, excluding newborn	128.0	31.2
Rate for TB	48.0	6.5
Rate for cancer	72.0	147.4
Rate for accident	112.0	52.2
Average of death, 1961	38.1	62.3

THE BRANCH OF WELFARE

The Welfare Branch of the BIA Pine Ridge Agency, composed of four social workers and two clerks, has the major duties of extending general assistance, child welfare services, and counseling to our Indian people living on the Pine Ridge reservation. Our population is now about 2,500 families comprising nearly 9,000 people living on the reservation. The population is scattered over three large counties—Shannon, Bennett, and Washabaugh and the most distant town on the reservation is 90 miles from the agency. Part of our work includes field trips to all communities and home visits to clients within reservation boundaries.

The branch of welfare extends assistance to those ineligible for categorical assistance from State and Federal programs. We work closely with the two State departments of public welfare located at Martin and at Pine Ridge. Since the State of South Dakota and their division of child welfare largely regards the reservation as an "uncovered area," the branch of welfare provides child welfare services. Close work is required with the Oglala Sioux Tribal Court in matters involving children where neglect, desertion, delinquency, etc., are involved and upon receipt of a tribal court order, we make placements for foster home children. At the present time we have 99 children in foster homes; the homes are located both on and off reservation.

Welfare caseload and expenditures (June 1962–May 1963) at Pine Ridge

	Service cases		General assistance		Child welfare, children	Monthly total; expended, general assistance and child welfare
	Cases	Persons	Cases	Persons		
June 1962	269	723	98	255	90	$10,465.69
July 1962	237	575	125	348	98	11,506.90
August 1962	242	582	159	422	94	14,245.77
September 1962	289	745	149	384	83	13,152.50
October 1962	287	726	129	326	88	12,758.43
November 1962	288	758	143	391	89	12,802.45
December 1962	283	798	154	450	103	14,350.53
January 1963	390	1,230	183	685	102	16,704.43
February 1963	354	959	277	1,153	110	28,421.70
March 1963	320	769	311	1,304	99	31,999.23
April 1963	314	735	302	1,266	102	20,020.16
May 1963	333	847	158	494	111	15,249.01
Total	3,606	9,447	2,188	7,478	1,169	201,676.80
Monthly average	300.5	787.25	182.33	623.16	97.41	16,806.56

Other duties required of welfare personnel include the supervision of more than 400 minor children's individual Indian moneys accounts and part of the budgeting and planning with many adults with regard to the use of land sale moneys or lease income. We also approve boarding school applications for the Oglala Community Boarding School here at Pine Ridge and for other off-reservation schools which we may use, at Pierre, Flandreau, and Wahpeton, when applications involve social problems. We also have a contract with the Bureau of Catholic Missions for care of Indian children at Holy Rosary Mission, Pine Ridge. The mission contract presently calls for 110 children at a cost of $400 per school year per child. This is one of three such contracts still existing in the United States.

In the wintertime, when work is not available, our general assistance program may double during the months of January, February, and March. By April farmwork or tree planting may be in progress. Despite some acculturation many of our people cling to seasonal work on farms and ranches, returning each fall to place their children in school. With automation relentlessly increasing, seasonal labor is becoming more difficult to secure. The people we have on assistance cannot for the most part, compete with machinery and many do not have the education nor the desire to challenge the modern world.

Our concern is for the poor care and neglect of children we find, the increasing number of children born out of wedlock, the high incidence of marital breakdown which includes separations, divorces, or desertion. We are concerned over the lack of employment available locally, our knowledge that the reservation cannot support the people, the inadequacy of housing and the low standards of living. Other problems are school dropouts, our idle youths, the increase in delinquency, the replacement of the father as the head of the household and the continually increasing need for public welfare and general assistance. We are faced with multiproblemed families and are aware that we are only providing emergent services. We cannot tackle all problems alone. Our concern is then, the people and the children, and their attitudes. If apathy and anger can be found together it is here on this reservation.

By MARION TAYLOR,
Agency Social Worker.

FAMILY PREPARATION FOR PROSPECTIVE TENANTS IN LOW-RENT HOUSING

(By Bessie T. Cornelius, home demonstration agent)

In the past 6 months we have moved, or are in the final stages of moving 51 families (Indian) from substandard, overcrowded homes into new, 2-, 3-, and 4-bedroom, modern, beautifully designed and well-constructed houses. Most of these families were crowded into one- or two-room homes with relatives. These homes were for the most part unsanitary, poorly built, unsafe, and entirely unsuitable for human habitation.

To help families make the changeover as smoothly as possible it was necessary to do some very intensive work with the families. Many were not used to living in a closely knit community, people with varying backgrounds were going to live in close proximity. All had one interest in common, a great need for adequate housing.

Home visits were made to all applicants to try and get a true picture of the actual living conditions of the families involved. Homemakers were interviewed by the extension agent to help determine the family needs in order to make this important move.

Meetings were set up so interested people could get necessary information relative to the reason for low-rent housing, the requirements for tenancy in the housing, and low-rent housing policies.

Intensive training sessions in family and community relations, management of time and money, use of appliances, care and maintenance of facilities, refinishing of reclaimed furnishing and care and control of children in the housing area, took place under the direction of the extension agent with the help of specialist from South Dakota State College.

The work that has been done so far is by no means adequate. We must do a followup job so no family feels that they must meet all changes alone. An organization known as the tenant council has been formed with officers and committee chairmen elected by the tenants. Through this association it is hoped that

the people will come to regard the housing as their responsibility and will participate freely in its growth and development.

We need help to establish a sound recreation program for the young people, help to create a center for nursery school care.

There is a great need to help families with counseling in personal affairs. We cannot afford to abandon the help that can be given to self-help programs for the reclaiming and rebuilding of old furnishings so they can furnish a home with a minimum of money plus a lot of energy and guidance. We need to continue the classes and help given to families in time and money management. Above all, we need to help people develop their talents and in this way enable them to take the leadership to continue a sound program on the reservation. This is one of the most important jobs to be done here today, help develop people.

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