

1043

8974
L 11/2
N 7/2/5
966-4
SEP 1966
WASHINGTON, KANSAS

NOMINATION

Y4
.L 11/2
N 7/2/5
966-4



HEARING BEFORE THE COMMITTEE ON LABOR AND PUBLIC WELFARE UNITED STATES SENATE

EIGHTY-NINTH CONGRESS

SECOND SESSION

ON

Y H. RUTTENBERG, OF MARYLAND, TO BE AN
ASSISTANT SECRETARY OF LABOR

JUNE 2, 1966

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



Handwritten notes in the top left corner, including the number "24" and various symbols.

Handwritten notes in the top right corner, including "AY", "J. H.", "N. J.", and "4-222".

COMMITTEE ON LABOR AND PUBLIC WELFARE

LISTER HILL, Alabama, *Chairman*

WAYNE MORSE, Oregon
RALPH YARBOROUGH, Texas
JOSEPH S. CLARK, Pennsylvania
JENNINGS RANDOLPH, West Virginia
HARRISON A. WILLIAMS, Jr., New Jersey
CLAIBORNE PELL, Rhode Island
EDWARD M. KENNEDY, Massachusetts
GAYLORD NELSON, Wisconsin
ROBERT F. KENNEDY, New York

JACOB K. JAVITS, New York
WINSTON L. PROUTY, Vermont
PETER H. DOMINICK, Colorado
GEORGE MURPHY, California
PAUL J. FANNIN, Arizona
ROBERT P. GRIFFIN, Michigan

STEWART E. McCLURE, *Chief Clerk*

JOHN S. FORSYTHE, *General Counsel*

ROBERT W. BARCLAY, *Professional Staff Member*

STEPHEN KURZMAN, *Minority Counsel*

NOMINATION

THURSDAY, JUNE 2, 1966

U.S. SENATE,
COMMITTEE ON LABOR AND PUBLIC WELFARE,
Washington, D.C.

The committee met at 10 a.m., pursuant to call, in room 4232, New Senate Office Building, Senator Lister Hill (chairman of the committee) presiding.

Present: Senators Hill (presiding), Morse, Yarborough, Clark, Randolph, Williams, Pell, Nelson, Javits, Prouty, Dominick, and Fannin.

The CHAIRMAN. The committee will come to order.

Now if you will briefly tell us what your qualifications are for Assistant Secretary of Labor for Manpower.

STATEMENT OF STANLEY H. RUTTENBERG, ACCOMPANIED BY WILLARD W. WIRTZ, SECRETARY OF LABOR

Mr. WIRTZ. I would be grateful to explain there are four Assistant Secretaryships in the Department of Labor. One of those was previously Assistant Secretary for Policy Development and we decided that should be Assistant Secretary for Manpower. I have come to respect his leadership of the manpower program. The President recommended the appointment of Stanley Ruttenberg and I would like to add my endorsement of him after 3 years of association with him.

Mr. RUTTENBERG. I don't suppose there is very much I can add to the biography which you have before you and which has been distributed to the members of the committee. I think the background and record of my past experience is clear to the committee.

For 25 years, I have been a professional working within the labor movements, starting as an organizer and then associate director of research for that organization and then later as director of the Economic Policy Committee and Director of the Department of Education and Research of the CIO. After that, I was appointed director of research of the newly merged AFL-CIO. In January of 1963 I came over to the Department of Labor at Secretary Wirtz' suggestion to become Special Assistant to the Secretary for Economic Affairs. I served in that capacity for 2 years.

In January 1965, I was appointed Manpower Administrator of the Department of Labor and have been serving in that capacity for the past 15 months. As Manpower Administrator I have the responsibility for overseeing, directing, supervising, reviewing, and evaluating the performances of the Bureau of Employment Security—which includes U.S. Employment Service and the Unemployment Insurance Service—the Bureau of Apprenticeship and Training, the Neighborhood Youth Corps, as well as the Office of Financial Management and Service, and the Office of Manpower Policy, Evaluation, and Research.

If I am confirmed as Assistant Secretary of Labor I will be doing much the same job. I shall do everything in my power to implement the manpower programs under the jurisdiction of the Department of Labor without fear or favor, in the spirit of hope and fairness to all and with commonsense. I will be happy to answer any questions.

The CHAIRMAN. Would any member like to ask any questions?

Senator JAVITS. Mr. Chairman, I have a question.

The CHAIRMAN. All right, sir.

Senator JAVITS. You wrote us a letter, a week or so ago, in response to an inquiry about using the Manpower Training and Development Act to train sewing machine operators. You stated that the act did not give you authority for that training. This has been a long-standing argument with certain unions which have been adamant—the unions happen to be good friends of mine—against using the act for training in their industry.

Incidentally, I am all for your nomination; this won't cause me to be against you. But I have rather a feeling that the attitude is one of a closed corporation, and I don't think it ought to be contributed to by the United States. Therefore, I would appreciate knowing from you whether your instruction is that the law prevents any such courses under the Manpower Training and Development Act or whether this is the policy of the Department. If it is the policy of the Department, why hold to it so strictly? Why not give the Department the opportunity to say, in an appropriate case, there is no employer-sponsored training activity that will do the job, and we, therefore, are free to do it under the act?

I just want to hold a little bit of doubt over their heads. It is too much of a closed corporation.

Mr. RUTTENBERG. I think the letter to you made clear the Department's position. When the 1965 amendments were debated in the House and Senate, there was an exchange between Senators McNamara and Clark on the Senate side and Congressmen O'Hara and Holland with respect to this subject.

There is nothing in the act to prevent the training of people for the garment industries and needle trade industries. We have taken the exchange on the floor of the Senate and House and the fact there was no objection during the course of the exchange as a bases for rejecting such training.

As far as legislative history is concerned, I believe our policy is correct.

Senator CLARK. That is correct, I remember that.

Senator JAVITS. Except that there was a feeling that those in lower skill categories, the sewing machine operators should generally be trained by the industry but those in higher skill categories in the industry patternmakers and cutters and so forth, conceivably could be trained under MDTA, training in these higher skills has not been customarily undertaken by the industry.

The unions are all personal friends; I have worked with them for years. But there is so much of the aspect of a closed operation, I just felt we should not hold the policy that tight and the intent of Congress was not to hold it that tight.

Senator CLARK. If I may interrupt, the reason we didn't put it in the act was to give maximum flexibility.

Senator JAVITS. May I suggest that you undertake to make an inquiry into this matter and, if necessary, talk with Senators Yarborough and Clark and our House colleagues. Look into the practical situation, bearing in mind what I have stated, and see whether you can then give us some definitive statement of policy by the Department of Labor which will deal more adequately with the situation.

Mr. RUTTENBERG. I will be glad to do that. I just want to make one comment quickly. We have in various parts of the country approved sewing machine operator programs—there have not been very many, but there have been a few and we can give you a list of them if you like.

The CHAIRMAN. Any further questions?

Senator PELL. To clarify my own thinking, will the Neighborhood Youth Corps administration remain under with your supervision?

Mr. RUTTENBERG. Yes.

Senator PELL. And will it continue to report to you?

Mr. RUTTENBERG. Right.

Senator PELL. Will there be a greater development of liaison with the OEO? Does Mr. Howard work directly with Mr. Shriver's office or through you and then to Shriver's office?

Mr. RUTTENBERG. The Director of OEO has delegated this authority to the Secretary of Labor. In that capacity, Jack Howard reports through the Department of Labor to the Director of OEO.

Senator PELL. The Secretary directs through you to Mr. Howard?

Mr. RUTTENBERG. That is right.

Senator DOMINICK. Could you tell me, Mr. Ruttenberg, how many of the OEO programs are being administered by the Labor Department?

Mr. RUTTENBERG. Just one. The Neighborhood Youth Corps.

Senator DOMINICK. Does work training come under the Labor Department?

Mr. RUTTENBERG. Work training, sir, is the legal language for the Neighborhood Youth Corps. That is title 1-b.

Senator DOMINICK. The Job Corps?

Mr. RUTTENBERG. No, that is operated solely and exclusively by the Office of Economic Opportunity. We have a contract with the Job Corps to provide the selection and referral of males to the Job Corps and have arrangements for using the U.S. Employment Service to place those individuals who complete their training.

We don't, however, administer the program. We only handle the selection and placement of Job Corps people.

Senator DOMINICK. Who in the Labor Department then chooses those who are going to go to the Job Corps?

Mr. RUTTENBERG. This is determined jointly by the Office of Economic Opportunity and the Secretary of Labor. There are joint regulations on this. Employment Service Offices, some 2,000 around the United States, using the procedure and those regulations, select individuals fitting the criteria. Those names then are referred to the Job Corps. The Job Corps makes the final decision on which of these individuals shall be selected and enrolled.

Senator DOMINICK. Perhaps I am being somewhat obtuse on this but let me see if I can put it in a step-by-step method. First of all, it is my understanding that Mr. Shriver, as Director or whoever he delegated it to in his organization, plus the Secretary of Labor and his delegate, determine the rules or regulations by which young people will be recruited for the Job Corps.

Mr. RUTTENBERG. Yes.

Senator DOMINICK. Who establishes the policies by which the Job Corps camps will be run?

Mr. RUTTENBERG. Sargent Shriver's office, the Office of Economic Opportunity.

Senator DOMINICK. So that the Labor Department as such chooses the men, I gather, not the women?

Mr. RUTTENBERG. The women are selected through a private nonprofit organization called "Wicks."

Senator DOMINICK. They choose the men to go into camps but the Labor Department has no control over the policies of running those camps?

Mr. RUTTENBERG. None whatsoever. That is right.

Senator DOMINICK. Then when the young men graduate, if they do, from the Job Corps camps, they are put back under the Labor Department for placement?

Mr. RUTTENBERG. In the main, that is true. There are certain placement activities carried on by the Job Corps with large nationwide corporations. In the main, however, after the individual completes his Job Corps training, he comes back to the U.S. Employment Service which attempts to place him in a job.

Senator DOMINICK. So the Labor Department, who recruits the young men for training, had no control over the way their training is directed?

Mr. RUTTENBERG. That is right. We operate only as contractor for the Job Corps to select, refer, and place.

Senator DOMINICK. Yet the Secretary of Labor does have a part in determining the criteria by which these young men will be chosen?

Mr. RUTTENBERG. Yes, this is done jointly by the Director of OEO and the Secretary of Labor.

Senator DOMINICK. Assuming the Job Corps was transferred to the Labor Department, I am talking of the administration of the camps and the training programs conducted, how much additional work would that impose on the Labor Department?

Mr. RUTTENBERG. I am afraid that this is a rather "iffy" question. I think it would be better if I did not respond to it at this point. We have not considered that as a possibility. We have not really reviewed the problem and have assumed that the Job Corps will continue in the Office of Economic Opportunity and be administered there.

Senator DOMINICK. You, as head of Manpower, Administrator and Assistant Secretary of Labor, would have jurisdiction in the event this would come over to the Labor Department?

Mr. RUTTENBERG. Yes, I assume so, if that ever happened. The Job Corps being a Manpower program would be a part of the Manpower Administration. No one in the Department of Labor is making any such suggestion.

Senator DOMINICK. How many so-called graduates are there now?

Mr. RUTTENBERG. 5,090 as of June 1, 1966.

Senator DOMINICK. What success have you had in placing graduates of the Job Corps camps in jobs?

Mr. RUTTENBERG. Of these 5,090 graduates, 1,266 are known by Job Corps to be currently employed. An additional 588 were inducted into the Armed Forces, and 263 returned to school. It is highly probable that these data understate actual accomplishment.

We understand that Job Corps is currently compiling data concerning the characteristics of and the outcomes for their graduates. The Bureau of Employment Security is initiating a report which will indicate services provided by the Employment Service to Job Corps graduates and dropouts. These two developments will make it possible to provide more definitive data than are currently available.

Senator PROUTY. I would like to have that and also of that 4,000, if that is a correct figure—

Mr. RUTTENBERG. I think I am low.

Senator PROUTY. How many of these are actually in productive jobs at the present time?

Mr. RUTTENBERG. I will be glad to give you a report on that.

Senator DOMINICK. If you could help us, I would like to get a copy of that report and I would like to know how long those who have been placed were in the Job Corps camps?

Mr. RUTTENBERG. The average young person spends 9 months in the camp. This is based on the total group of Job Corpsmen.

Senator DOMINICK. This would be very helpful.

The CHAIRMAN. Any further questions?

Senator YARBOROUGH. I have noted the biographical sketch and—

Senator DOMINICK. Excuse me, I have not finished.

Did I understand, Mr. Ruttенberg, that the Labor Department was also administering the work training programs?

Mr. RUTTENBERG. There is always a confusion of terminology, vis-a-vis work training programs, Senator Dominick. In the Economic Opportunity Act, work training is title 1-b. Work training has come to be publicly identified as the Neighborhood Youth Corps. If you are thinking of work experience, that is title 5 of the Economic Opportunity Act.

Senator DOMINICK. That is the work-study program?

Mr. RUTTENBERG. Work-study is title 1-c which is college students and that is administered by the Department of Health, Education, and Welfare.

Senator DOMINICK. That was transferred to HEW last year. Title 5 is VISTA?

Mr. RUTTENBERG. No, it is the work and training of ADC. The training for work of unemployed parents of dependent children—this is delegated by OEO to the Public Assistance Office of HEW.

Senator DOMINICK. Work training of the Neighborhood Youth Corps, is this a community action program?

Mr. RUTTENBERG. No; it is not a community action program. But the Neighborhood Youth Corps programs in any city where there is a community action agency works closely with the community action agencies.

Senator DOMINICK. What responsibility does the Labor Department have in the Neighborhood Youth Corps?

Mr. RUTTENBERG. Full and complete responsibility for the administration of the program. The determination or allocation of the amount of funds is determined by the Director of OEO.

Senator DOMINICK. So that the OEO has control of the funds and you have control of the program?

Mr. RUTTENBERG. That is right, sir, except that once the funds are allocated, then we have control of the funds. Once the decision is made as to how much of the fiscal year program will be assigned to the Neighborhood Youth Corps, that money is then allocated to the Department of Labor and from that point we have control.

Senator DOMINICK. Does OEO have authority to change the allocation during the course of a year?

Mr. RUTTENBERG. Yes, they have that authority. As a matter of fact, during the course of this fiscal year, they have increased on two different occasions, the amount of the allocation to the Department of Labor for the Neighborhood Youth Corps.

Senator DOMINICK. And in like manner could decrease it?

Mr. RUTTENBERG. I assume in like manner they could.

Senator DOMINICK. So in effect whatever programs you determine are advisable for the Neighborhood Youth Corps are subject to the discretion of the OEO on the allocation of funds?

Mr. RUTTENBERG. Once the funds are allocated the approval of the projects and the allocation of funds to the contractors for the projects rests solely and exclusively with the Department of Labor. It is only the original allocation of funds that is in question.

Senator DOMINICK. I thought you said they retained jurisdiction to change the funds?

Mr. RUTTENBERG. No, only the original allocation.

You would have to make this determination in advance. It couldn't be done during the course of the quarter very easily.

Senator DOMINICK. Well, if you were doing the administration of the program and determination what programs should be put into effect, would there be any harm in also applying the funds to be distributed if Congress should determine this, to put this in the hands of the Labor Department as well?

Wouldn't this make for more efficient determination?

Mr. RUTTENBERG. I think that is an "iffy" question on which it would be better if I didn't answer.

Senator DOMINICK. I am trying to get your philosophy on this. After all, the Department of Labor has been given the authority and responsibility of running these. It would strike me it might be advisable to put the control of the funds in the same hands of the group that are administering.

Mr. RUTTENBERG. Generally speaking, Senator Dominick, there have not been any kind of a problem between the Department of Labor and OEO which would lead us to conclude it would be wise policy to transfer the original control of the funds.

Senator DOMINICK. I yield to Senator Prouty.

Senator PROUTY. You mentioned earlier roughly there are 4,000 graduates—

Mr. RUTTENBERG. We want to check that figure. It is about 4,000 I am told by people from OEO.

Senator PROUTY. What I would like to have done, without placing an impossible burden on any of you, I wonder if we could take those 4,000—I care nothing about their names—go right down the list—

determine what their educational backgrounds were before they entered the corps—what they had been doing prior to joining the corps—how long they were there—the type of training they were given in the camps—where they are employed now—for how long and what they are doing.

That is a large assignment, I admit, but that is one way to find out how effective this has been over the years.

Mr. RUTTENBERG. The only data available concerning educational and vocational backgrounds of Job Corpsmen relate to the total group. These data indicate that 69 percent of corpsmen dropped out of school before reaching the 10th grade, 13 percent dropped out of school while in the 10th grade, and 11.1 percent dropped out of school after completing the 10th grade but prior to graduation. Only 6.9 percent are high school graduates.

About 56 percent of Job Corpsmen had had previous employment in entry level unskilled jobs. The average wage for all corpsmen who worked at all before entry into the Job Corps was \$0.43 per hour.

Job Corps training includes work-experience programs teaching the youth to work with and for people. The training also includes skill training in occupations for which there is a current or anticipated demand. The skill training ranges from maintenance occupations, such as landscaping and custodial work, to relatively high-level skilled occupations, such as auto repairman, television and radio repairman, office machine repairman, clerical and secretarial and data processing occupations.

Senator CLARK. Will the Senator yield?

Senator PROUTY. Yes.

Senator CLARK. I hope in due course we can assume the amendments to OEO will be the subject of hearings before the Subcommittee on Manpower Employment and Poverty. It seems we could discuss these matters there better than here.

Senator PROUTY. That may be true, but I thought it could be brought up so that they could get the report and have it available for those hearings.

Mr. RUTTENBERG. We will do that, Senator.

Senator DOMINICK. Is it my understanding that the Neighborhood Youth Corps and Job Corps are the only two OEO programs that the Department of Labor is connected with?

Mr. RUTTENBERG. We are connected with the Job Corps only to that extent discussed earlier. We do jointly work with the community action agencies in jointly funding projects in local communities. For example, the manpower component of a community action program may have been funded under the Manpower Training and Development Act while the rest of the community action projects will be funded by the Office of Economic Opportunity.

We could cite examples where this has occurred in the District of Columbia. There has been joint funding of the community action agency. There has been joint funding in many areas around the United States. For example, neighborhood centers that are established under the community action agency frequently have in them an Employment Service Counselor, out-stationed from the employment office in the neighborhood community action stations. We work closely with them in this kind of situation.

Senator DOMINICK. Well, there are three programs then that you are dealing with, Job Corps, Neighborhood Youth Corps and the community action programs?

Mr. RUTTENBERG. I think also we would say that we work closely with them and the Office of Education in title 2-b of the Economic Opportunity Act, which is adult education. There the program is delegated by OEO to the Office of Education and we work closely in joint funding of skill and occupational training projects.

Senator DOMINICK. You say you work closely. You don't have any primary responsibility by way of funding administration, recruitment administration, any connection in that?

Mr. RUTTENBERG. No, not in connection with title 2-b.

Senator DOMINICK. Do you have a coordination committee that meets with the OEO regularly?

Mr. RUTTENBERG. Yes, we have a working committee that meets once a week that discusses joint programs of the community action agencies to tie in various aspects of the manpower development and training program or various aspects of our youth opportunity centers.

We have three people in the Manpower Administration whose sole job it is to be in continuous daily liaison with various offices of the Office of Economic Opportunity. We have a very close working relationship with them.

Senator DOMINICK. Thank you. That is all for the moment.

Senator FANNIN. I would like to ask Mr. Ruttenberg a few questions.

What programs do you have that would place special emphasis on the employment of Indians or Indian training?

Mr. RUTTENBERG. We have through the Manpower Development and Training Act funded training programs on Indian reservations.

Senator FANNIN. Are you in favor of expanding those programs?

Mr. RUTTENBERG. As a matter of fact, we have ongoing discussions with the Bureau of Indian Affairs this week.

Senator FANNIN. We know there has been special emphasis on the other areas and I am concerned with the employment of the Indians and training of our Indian citizens. Why hasn't greater emphasis been placed on these programs? There is the greatest unemployment in the United States.

Mr. RUTTENBERG. Greater is always a question of relevance. We have placed a fair amount of emphasis on training on Indian reservations. We have looked upon the proper use of manpower training and development funds, and programs in different areas to take care of disadvantaged citizens as well as on Indian reservations.

Senator FANNIN. You have not made the same effort as you have with other citizens. I speak very frankly, as far as the colored people are concerned, you place a far greater emphasis than on our Mexican Americans or our Indian people. Still, we have greater unemployment, better than 50 percent unemployment on the Indian reservations and I can't understand why you would neglect these areas and concentrate on other areas where the need is not nearly as great.

Mr. RUTTENBERG. Just this week we have been dealing with the Bureau of Indian Affairs of the Department of Interior and discussing how we could better utilize Manpower Development and Training Act training funds on Indian reservations and we are trying to step up the program now.

Senator FANNIN. You say trying to step up the program. Would you state it is your desire to expand these programs?

Mr. RUTTENBERG. It is our desire to expand the programs and we hope to do that, but by what extent is another problem.

Senator FANNIN. I am speaking of you personally.

Mr. RUTTENBERG. Yes, we are—

Senator FANNIN. No, you?

Mr. RUTTENBERG. Yes, I am, that is why I say—I use “we” editorially—I personally.

Senator FANNIN. You hope they will be expanded?

Mr. RUTTENBERG. Yes.

Senator FANNIN. To what extent?

Mr. RUTTENBERG. Dollar amounts remain to be seen. It is a question of looking at the areas more carefully and determining the kind of programs needed. After all, one must keep in mind that the law places upon us the responsibility of training with a reasonable expectation of employment. We have to take that into consideration with the establishment of a training program. There are efforts now being made to bring in industrial establishments into Indian reservations. I gather there is some on-going effort in other agencies and we would cooperate with them to see that Indians can fill those jobs.

Senator FANNIN. What about Mexican American?

Mr. RUTTENBERG. We have devoted substantial time and funds to the problem of our Mexican American citizens.

Senator FANNIN. You, of course, realize, Mexican Americans are concerned and have indicated in the last few weeks their disappointment with what has been done and have asked for a hearing with the President in this regard. Are you familiar with what is happening in that instance?

Mr. RUTTENBERG. Yes, we have dealt and are dealing with Mexican American organizations nationally. Our responsibility, as far as the Department of Labor and the manpower programs, relates to what we can do under the Manpower Development and Training Act and the effort we can put in the local employment service offices to help in the testing, placement, and referral of Mexican American citizens.

In addition, we have placed Neighborhood Youth Corps programs in Mexican American communities, I think in those areas where we have direct responsibility we have done a fairly good job. We will continue to do all that we can in this area.

Senator FANNIN. You do have flexibility in what is going to be done and I have been very disappointed with the extent of the assistance given to Indians and the extent of assistance to Mexican Americans. This, of course, is evident with the great dissatisfaction being expressed by the Mexican Americans and is continually expressed by our Indian citizens. I trust you do feel there is a great need for concentration in this particular area?

Mr. RUTTENBERG. I certainly do.

Senator FANNIN. No further questions.

Senator DOMINICK. I have one.

It is my understanding that last January, the Job Corps announced that the issuance of dropout figures from the Job Corps camps would be restricted to once every 3 months. Was this from the Labor Department or OEO policy?

Mr. RUTTENBERG. I am not familiar with that.

Senator DOMINICK. Would you in your organization have a list of those who have dropped out of the Job Corps camps?

Mr. RUTTENBERG. And effort is made to try to—there the employment services offices can help to follow up on people who drop out of the camps, yes.

Senator DOMINICK. You would have that information?

Mr. RUTTENBERG. Yes.

Senator DOMINICK. In terms of numbers and what camps they dropped out of?

Mr. RUTTENBERG. We do not have this information. It would be available in the Office of Economic Opportunity.

Senator DOMINICK. Would the Labor Department have the information?

Mr. RUTTENBERG. We have arrangements with the Job Corps to notify us whenever there are dropouts. We try to follow up when they return to their local community and find them employment.

Senator DOMINICK. The reason I ask, according to your testimony you take part in trying to establish the criteria for selecting those who go to camps and take responsibility when they graduate. It seems to me the Labor Department would have responsibility to determine those they picked under this criteria who had not made it and why.

Is it correct you do not have that information?

Mr. RUTTENBERG. The extent to which someone drops out of a Job Corps camp 500 miles away from where he was selected and returns to his home, we would follow up. But if he goes some place else we would not be able to follow him and provide services.

Senator DOMINICK. You don't get reports from the camps?

Mr. RUTTENBERG. Yes, we get these reports in the local employment offices.

Senator DOMINICK. How much effort would it be for you to give me the Labor Department's information on how many people will have dropped out of Job Corps camps, is this going to be difficult for you? I can get it from OEO but as long as you are responsible for the criteria, at least in part, you should be able to get it.

Mr. RUTTENBERG. I will be glad to give you the information. The responsibility is largely with the Job Corps where the information would be more quickly and readily available.

Senator DOMINICK. If you could give me what information you have, this would be very helpful.

Mr. RUTTENBERG. We will do that.

Senator DOMINICK. That is all I have.

The CHAIRMAN. Any further questions, gentlemen?

If not, I have a statement from Senator Brewster from Maine—I'm sorry—we had a Senator Brewster from Maine.

Senator MORSE. You have been here a long time, haven't you?

The CHAIRMAN. This is from Senator Brewster of Maryland who said he has known Mr. Rутtenberg for some years and he wholeheartedly endorses his nomination to this high post in Government.

Anything further you want to add, Secretary Wirtz?

Mr. WIRTZ. No, sir.

The CHAIRMAN. We thank you for your presence here.

Without objection, we will put this statement in the record.

(The statement of Senator Brewster follows:)

STATEMENT BY HON. DANIEL B. BREWSTER, A U.S. SENATOR
FROM THE STATE OF MARYLAND

Senator BREWSTER. Mr. Chairman, On April 13, 1966, President Johnson submitted to this Chamber his nomination of an able public servant and a distinguished citizen of the Free State of Maryland, Stanley H. Ruttenberg, to be the Assistant Secretary of Labor for Manpower.

Stanley H. Ruttenberg was born in St. Paul, Minn., on March 19, 1917. He attended public schools in Nemaocolin, Pa., high school at Massanutten Military Academy in Woodstock, Va., and college at the University of Pittsburgh. He received his B.S. degree in 1937.

He married Gertrude Bernstein on November 28, 1940. They have three children, Joel, a recent graduate of Hamlin College in St. Paul, Minn.; Ruth Ann, a freshman at the University of Wisconsin; and Charles who lives at home and is a junior high school student in the Montgomery County public schools.

After graduating from college in 1937, Stanley Ruttenberg entered the labor movement as a field representative and organizer for the CIO in the Ohio Valley.

In 1938, he was appointed assistant to the director of Hull House in Chicago, Ill.

From 1939 to 1948, except for 1943-46 when he was in the Army, he was associate director of research for the Congress of Industrial Organizations.

In 1948, he was appointed director of the Department of Education and Research of the CIO, and served in that post until the merger of the American Federation of Labor and the Congress of Industrial Organizations in December of 1955. At that time, he was appointed director of research of the newly merged AFL-CIO, and served in that post until January 1963.

From January 1963 to January 1965, Mr. Ruttenberg was Special Assistant to the Secretary of Labor for Economic Affairs.

In January 1965, he was appointed Manpower Administrator of the Department of Labor . . . and is presently serving in that capacity.

Through the years, he has participated in a number of additional public activities. He has been:

Member of the Ford Foundation-sponsored Commission on Money and Credit, 1958-61.

Member of the President's Committee to Appraise Employment and Unemployment Statistics, 1961-62.

Member of the Advisory Committee to the Import-Export Bank.

Member of the board of directors, Resources for the Future, Inc., 1952 to present.

Member of the board of directors of the National Bureau of Economic Research, 1940-41, 1948-62.

Public adviser to the General Agreement on Tariffs and Trade Negotiations, Geneva, 1956 and 1958.

Observer, Meeting of the Inter-American Economic and Social Council, Punta del Este, Uruguay, 1961.

He is a member of the American Economic Association, the American Statistical Association, and the Industrial Relations Research Association.

I have known Stan Ruttenberg for some years now and have always thought of him as a very capable, hard working, dedicated fellow American.

I am happy to have this opportunity to enter this brief statement on the record, and to tell you that I heartily endorse his nomination to this high post of government.

(The answers to questions by members of the subcommittee follow:)

ANSWERS TO QUESTIONS RAISED BY SENATE COMMITTEE MEMBERS AT
MR. STANLEY H. RUTTENBERG'S CONFIRMATION HEARING

Following are the areas of information requested from Mr. Ruttenberg by Senate committee members at his recent confirmation hearing.

1. *Question relating to policy with respect to training power sewing machine operators—MDTA*

At the inception of the MDTA program, some training was authorized for sewing machine operators. The stated intention of the statute, however, is to qualify for employment those persons who could not reasonably be expected to secure full-time employment without training. Under the terms of the law and its legislative history, the Congress made it clear that funds should not be provided for training in situations involving:

- a. highly mobile, highly competitive industries where minimal employee training is needed,
- b. those industries in which the employer has traditionally provided the necessary instruction,
- c. industries with a substantial number of experienced and able workers who are presently unemployed,
- d. a competitive advantage to one employer over another if Federal financial assistance for training purposes were provided,
- e. an effect of adding to industrial dislocation and merely transferring unemployment from one area to another.

The garment and apparel industry was specifically cited as an industry having such characteristics and one which should not be covered by the Manpower Development and Training Act. (See statements by Senators McNamara and Clark in Senate Debates, December 13, 1963, 109 Congressional Record, No. 205, pp. 23341-2, and Mr. O'Hara of the House of Representatives, Congressional Record, December 12, 1963, pp. 24258-61).

This position was confirmed in the House of Representatives' report No. 170, 89th Congress, 1st Session (page 22). However, as a result of the statements by Senator Clark on the floor of the Senate on April 9, 1965, and Congressman O'Hara on the floor of the House on April 13, 1965, our policy was revised to permit training for technical and skilled occupations, such as repair, adjustment, maintaining and rebuilding machinery, whether in the garment industry or in any other industry, for which prior training or the possession of specific skills has traditionally been a prerequisite for employment.

2. *Questions relating to Job Corps*

(These data were supplied by the Job Corps.)

a. *Number of Job Corps Graduates.*—The number of Job Corps graduates as of June 1, 1966, was 5,090.

b. *Characteristics of Job Corps Graduates.*—The only data available concerning educational and vocational backgrounds of Job Corpsmen relate to the total group.* These data indicate that 69 percent of corpsmen dropped out of school before reaching the 10th grade, 13 percent dropped out of school while in the 10th grade, and 11.1 percent dropped out of school after completing the 10th grade but prior to graduation. Only 6.9 percent are high school graduates.

c. *Experience Prior to Joining the Corps.*—About 56 percent of Job Corpsmen have had previous employment in entry level unskilled jobs. The average wage for all corpsmen who worked at all before entry into the Job Corps was \$.43 per hour.

d. *Length of Time in Job Corps.*—The average young person spends 9 months in the Job Corps camp.

* Available data with respect to items c, d, and e also relate to the total group of Job Corpsmen.

e. *Type of Training Given in the Corps.*—Job Corps training includes work-experience programs teaching the youth to work with and for people. The training also includes skill training in occupations for which there is a current or anticipated demand. The skill training ranges from maintenance occupations, such as landscaping and custodial work, to relatively high-level skilled occupations, such as auto repairman, television and radio repairman, office machine repairman, clerical and secretarial and data processing occupations.

f. *Placement of Job Corps Graduates.*—Of the Job Corps graduates, 1,266 are known by Job Corps to be currently employed. An additional 588 were inducted into the Armed Forces, and 263 returned to school. It is highly probable that these data understate actual accomplishment. Efforts to serve the remaining graduates are continuing.

We understand that Job Corps is currently compiling data concerning the characteristics of and the outcomes for their graduates. BES is initiating a report which will indicate services provided by the Employment Service to Job Corps graduates and dropouts. These two developments will make it possible to provide more definitive data than are currently available.



of the various types of work which are done in the various departments of the plant. The examination will be held in the afternoon of the 15th day of the month of June, 1915, at the plant of the American Cyanamid Company, at the following address: American Cyanamid Company, 100 West Street, New York, N. Y.

The examination will be held in the afternoon of the 15th day of the month of June, 1915, at the plant of the American Cyanamid Company, at the following address: American Cyanamid Company, 100 West Street, New York, N. Y.

The examination will be held in the afternoon of the 15th day of the month of June, 1915, at the plant of the American Cyanamid Company, at the following address: American Cyanamid Company, 100 West Street, New York, N. Y.