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HEARING BEFORE THE COMMITTEE ON LABOR AND PUBLIC WELFARE UNITED STATES SENATE NINETY-THIRD CONGRESS

SECOND SESSION
ON

BERT A. GALLEGOS, OF COLORADO, TO BE DIRECTOR OF
THE OFFICE OF ECONOMIC OPPORTUNITY

SEPTEMBER 18, 1974

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



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WEDNESDAY, SEPTEMBER 18, 1974

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

The committee met, pursuant to notice, in room 4232, Dirksen Office Building, Hon. Harrison A. Williams, Jr., chairman.

Present: Senators Williams, Kennedy, and Cranston.

Committee staff present: Joseph P. McMurray, staff director and chief legislative counsel; and John K. Scales, minority counsel.

Senator KENNEDY (presiding pro tempore). The full committee will come to order.

Senator Williams will be here momentarily. He has been delayed and requested that I open this hearing. Senator Javits, because of the Jewish holiday, is unable to be here, otherwise he would have attended because he is an extremely active and interested member of the committee.

The hearing this morning is on the nomination of Bert A. Gallegos to be Director of the Office of Economic Opportunity.

We want to welcome you to the committee, and extend our congratulations to you for receiving the nomination for this position. As you are well aware, this committee has prime responsibilities over the legislation dealing with the OEO. Many members of this committee have been extremely interested and concerned about all of these programs, and about their future. I do not know whether you would like to make any comment about your interest generally in the poverty program, but this would be appreciated. Also if you give us some of your background in this area, and tell us what you think the potentials are for this program, and what you intend to do.

As you are aware, we open these hearings in a climate where over the period of recent years the administration has effectively tried to gut the OEO. We have had a number of different Directors: Rumsfeld, Phillips, Arnett, and now yourself.

I think I speak for all the members of this committee, certainly for myself, and I believe most of the others, in saying that as members of this committee we are not prepared to see its destruction. I would be interested generally in your own views about the kinds of programs that are included in the OEO.

Before we proceed I order printed in the record at this point your biographical sketch.

[The information referred to follows:]

RESUME OF BERT A. GALLEGOS

(As a Lawyer, as a former Colorado Legislator, as a Denver School Board Member, and as a Civic Leader)

PERSONAL EDUCATION:

Bert A. Gallegos is a product of the West--coming from a prominent pioneer California, New Mexico and Colorado family that goes back to the early mission days of California. He completed his formal education in Pueblo, Colorado, where he graduated with a scholarship and was named a member of the National Honor Society. He holds degrees of Bachelor of Arts in economics and accounting (BA) from Colorado University, as well as a Bachelor of Laws degree (LLB) and a Juris Doctor degree in Law (JD) from Colorado University--plus graduate work in law, education, and business. In the past several years he has earned a degree of Master in Public Administration (MPA) from the University of Colorado. Further, he has also completed 65 semester hours of advanced courses on a degree of Doctor of Philosophy (PHD) in the fields of Political Science, Economics, Finance and International Affairs. A thesis dealing with Latin-American Development is in progress. He is a member of honorary fraternities.

PROFESSIONAL QUALIFICATIONS:

A member of the Denver, Pueblo, Colorado Bar Associations. Member of the Bar of the United States Supreme Court. Admitted to practice before all Federal courts and before various administrative and regulatory bodies. Member of Colorado Bar committees--legislative, traffic, reorganization of courts, Law Day, World Peace Through Law, and others. In the many years of Federal practice, he has handled many cases in all courts of the country.

JOB EXPERIENCE:

Prior to the active practice of law, Bert A. Gallegos was the export manager for Colorado Fuel and Iron Corporation, with extensive experience in the Latin-American sector. Also did

administrative work for the Stearns-Roger Company of Denver, Colorado. Considered one of the best informed individuals on Latin-American affairs in the western region.

EXPERIENCE AND CONTRIBUTION TO COMMUNITY:

Bert A. Gallegos has a vast record of experience and of participation in the affairs of his community--to list a few: Board of Trustees of the Denver Area Mile High United Fund, including services on important committees therein -- Auditing, Allocation, Finance, and Nominating committees; Officer and Board member of Auraria Community Center; Chairman of the all important Allocation Committee for the 114 Denver United Fund agencies; Officer and board member of the Glenarm Y. M. C. A. ; Officer and board member of the Denver Urban League and its Guild; President of Pan-American Club of Denver; Founder and President for three years of Latin-American Educational Foundation; served under Denver Mayors Newton, Nicholson, and Batterton on important City Boards, including the all important Commission on Community Relations and successfully for many years steered the delicate relations between the public and the Denver police; Officer and board member of the Denver Metropolitan Council for Community services; Officer and legal advisor for Larimer Street Vocational School and Denver Public Schools; member of Junior Chamber of Commerce of Denver; Officer and board member of Denver Visiting Nurses Association; on Governor John Love's 100 Man State Wide Committee; served as Chairman, appointed by Governor John Love, of Colorado Fair Housing Law Study Committee, which committee evolved the most successful of fair housing law in the nation; Board member and President of the Lincoln Club of Colorado; served as precinct Committeeman for many years. Member of over 50 other similar type organizations. This participation enables Bert A. Gallegos to have a deep and broad understanding of all facets of the community. More recently, in 1969, the Denver School Board appointed Bert A. Gallegos to serve on a sensitive and important committee to assist the Denver School Board on matters, particularly in the field of education, affecting the large Hispanic community in the Denver metropolitan area. For two years served as chairman of the Denver Public School Hispanic Advisory Committee. In May 1971, Bert A. Gallegos was the first person of Hispanic background to have been

elected to the Denver School Board. He was elected at large in Denver with the top vote of the many candidates running. Previously, he was the first and only person of Hispanic background to have been elected at large from Denver to the Colorado Legislature.

LEGISLATIVE AND POLITICAL EXPERIENCE:

Served and was elected from Denver County to the Colorado Legislature. Presently serving as an elected member of the Denver School Board. Committees in the Colorado Legislature: Finance, Labor, Appropriations, State Affairs--and was vice-chairman of the important judiciary committee, through which passed most of the bills for consideration. Introduced the original legislation that resulted in the revamping of Colorado's Judicial System. Sponsored legislation and is an expert in civil rights problems, and is an expert on children's and youth laws and juvenile delinquency, and mental health. Served on many study committees on the planning of projects on juvenile delinquency. Sponsored legislation to update and improve all of Colorado's educational, medical, psychiatric and penal institutions. Served as a member on the Colorado Statutes Revision Committee. Recently was nominated by President Nixon and confirmed by the U.S. Senate to serve as General Counsel in Washington, D. C. to the Office of Economic Opportunity.

In June, 1972, he was awarded a Honorary Doctor of Laws by Southern Colorado State College.

**STATEMENT OF BERT A. GALLEGOS, NOMINEE TO BE DIRECTOR OF
THE OFFICE OF ECONOMIC OPPORTUNITY**

Mr. GALLEGOS. Senator, I have an opening statement. Would it be appropriate to make that at this time? I think that in the opening statement it will certainly give my general views and my background so that you may understand my views today in light of my background. If I may, I will read the statement. I think that it will cover part of what you suggest.

Senator KENNEDY. Fine.

Mr. GALLEGOS. Mr. Chairman, members of the committee, I am grateful for this opportunity to present my credentials for your consideration. I was nominated by former President Nixon and that nomination has been reaffirmed by President Ford. I carry no one's agenda except allegiance to the law.

But I do not come as a stranger—to public life, to the poverty program, nor to this committee.

I am a lawyer by profession, having practiced for some 25 years, principally in Denver, Colo., where I spent most of my adult life. For a number of years, I was in private industry. And I served in several bar association and civic positions in Denver.

I have held two elective offices. I was honored with three terms in the Colorado House of Representatives, and, in 1971, I was the first person of Spanish heritage ever elected to the Denver School Board. My legislative and school board interests were always in education and welfare.

I have been an Assistant Director and General Counsel at OEO since March, 1972 when I was unanimously confirmed by the Senate after a hearing before this committee.

Since then, I have served under three Directors at OEO to the best of my ability, on several occasions acting as Director or Deputy Director myself.

I have served at OEO dedicated to the objectives of the organization—service to the poor of our country. While disagreement has arisen over OEO's ability to accomplish that goal in the past, recent months have seen growing support for the concept of serving the poor.

When massive tornadoes struck Ohio and Indiana, OEO did what it does well—quick response to the needs of poor people through its extensive network of neighborhood centers. They knew the people and were flexible enough to provide almost immediate response.

Last winter's fuel crisis was another example of flexible response to the needs of the poor. While the entire Nation was involved in the energy crisis, there was no question the poor bore the brunt of the problem, especially in the Northeast. While funds were severely limited, small fuel depots were established; revolving loan funds enabled fuel purchases for the worst hit; and volunteers were organized within the communities to partially insulate homes of the poor.

I am the same man with very much the same views now as I was when this committee approved my nomination a little more than 2 years ago. I still believe in the law and working to reduce poverty in this country as wisely and as effectively as possible.

If I am the same as I was, OEO certainly is not. It is quite a different agency from what it was 2 years ago. In that time, we have seen it shrink from many programs down to three and, most recently, down to two—community action and economic development. Most other programs have been transferred to other operating agencies of the executive branch, with legal service going, as you know, to an independent corporation. All of them, incidentally, are being funded at the same or higher levels than they were at OEO and are consequently alive and well.

These transfers were proposed and carried out by former President Nixon with the implicit concurrence of the Congress. His other proposal—to end OEO funding of community action agencies—has twice been rejected by the Congress; the first time, last year, when an appropriation was voted to continue OEO through fiscal year 1974. The last time, this past May, when the House of Representatives voted overwhelmingly to continue Federal administrative funding of community action from a newly created entity within the Department of Health, Education, and Welfare.

This committee, as I understand it, will consider tomorrow whether to approve the House-passed bill or some other form of community action legislation.

Now my position in all of this is that whatever the Congress enacts and the President concurs in becomes the law, and I pledge to you here and now that I intend to uphold and carry out the law. What the Executive or the legislative merely proposes is not the law. What one House of the Congress approves is not the law. The law is the end result of the deliberative process which is the backbone of our form of government. And I certainly believe in that.

Until it is finally changed, the law, for OEO, is the Economic Opportunity Act of 1964, as amended. I have been and intend to continue carrying that out. That precept has guided me through the 2 months I have served as Director-designate. I have done nothing more and nothing less.

You may well ask what is my opinion on the future shape and thrust of OEO and its programs, what would I like to see as the end result of the deliberative process to which I have referred.

First let me say that I shall live with the legislative-Executive consensus. I believe that the President, like I, is awaiting the action of the Congress concerning authorization of the program. I know that the President shares the concern of all of us with this problem and is anxious that it be dealt with in a constructive way.

Between now and June 30, I would like to see the whole issue of OEO and community action and poverty programs undergo the normal and logical process of legislative and Executive scrutiny and decision. By that I mean, I think the issue should be taken up between the executive branch and Congress. Then the Congress, in thoughtful and extensive hearings, could reach a conclusion as to whether to accept, modify or reject the administration proposal. And after this thorough and orderly sequence is completed, we would then have made a joint decision on the best way to continue the Federal poverty effort.

I believe that at this time and in this way we are called upon for the best and the most complete analysis and innovation that is in all of us.

Parenthetically, I should point out that the Legal Services program has to be reauthorized under the Economic Opportunity Act while the corporation is being set up under the new statute. Otherwise the program would fall into a void between the end of the OEO authorization and the beginning of the corporation whose triggering mechanism is a long and complicated process that has yet to get underway.

I certainly pledge to do everything I can.

Mr. Chairman, members of the committee, once again, thank you. I will be happy to answer any questions.

Senator KENNEDY. Thank you very much.

You mentioned in your statement: "I believe that the President, like I, is awaiting the action of the Congress concerning authorization of the program."

Have you had any personal contact with the President or with anyone within the administration about the future of this program and the shape and the form that the administration is going to favor?

Mr. GALLEGOS. Senator Kennedy, I did have, in connection with a meeting that we had dealing with the Hispanic Heritage Week, a talk with the President in a group of about 10 other individuals.

At that time I brought forth some of my concepts on other matters, but specifically on some of the programs of OEO, and certainly expressed my views on the continuance of OEO, particularly under the act.

That is the one time I had talked to the President. However, at that meeting the President did say that he did want to talk to me very soon about specifics as to the future of OEO.

Unfortunately, that was only last week, and I have made efforts to get an appointment.

I have every assurance that I will have an opportunity to discuss the whole thing very thoroughly with the President.

Other than that, it is merely in the realm of what other people say. I have been hearing various situations, versions of the future of the agency, and, in all frankness, it would be speculation at this point.

I would hope that as soon as I do hear from the President, and am able to discuss with him, I would certainly be pleased to let the committee know.

Senator KENNEDY. Perhaps you would share with us some of those concepts in your talk to the President. Would you tell us a little about those?

Mr. GALLEGOS. Yes. These are my concepts, Senator Kennedy, that I have made in a number of talks when I have spoken to Members of Congress, to mayors, and to groups and I have been asked the same thing you are asking me. What do I think?

I could categorize it three ways. The future of OEO could go by transfer to HEW. Second, it could be an independent agency; and, third, for the immediate future the agency could continue under its present legislation, certainly for the rest of this year, and perhaps into the end of the fiscal year ending June 30, 1975.

Let me get more specific about each of these three categories.

I feel with regard to the third category, that is, allowing the agency to run under the present Economic Opportunity Act, there is some merit because of the time element. I cannot see any type of legislation coming out quickly, of course. It does require the deliberative process.

Therefore it is inevitable, regardless of what the final result will be, that the agency will continue as is for some time, certainly through the end of the year.

I see nothing improper in continuing the agency and then during that interim letting the legislative and Executive evolve their consensus as to what the legislation is going to be.

As I have gotten around in the country—I am now referring to the second proposition, that is the independent agency concept—I find a great deal of sentiment by various groups and various individuals for an independent agency for OEO, a new independent agency for OEO.

I was surprised that there was that much sentiment. I thought it would certainly be there, but I found an overwhelming sentiment.

Now, let us talk about the first category, the transfer to HEW. Two months ago I found considerable sentiment for that alternative. As of the last several weeks on the part of the people I have talked to, on the part of organizations, I find that there is less and less sentiment for that type of disposition.

This is what I gather from my talks throughout the country, in talking to literally thousands of people and addressing people with some good questions.

This is the analysis and consensus I have as to the three categories of the future of this agency.

Senator KENNEDY. I think you have given a very good summary on these three different possibilities. I am really quite interested in your own assessment of it, how you think it can best be implemented.

Do you think that the poor in this country ought to have an independent voice in pursuing their interests and fighting their battles?

Mr. GALLEGOS. I feel, Senator, that—I think particularly more so in view of what has occurred in the last year—the climate with OEO has changed from negativism toward OEO to a very positive stance for OEO.

I feel that the independent-agency type, where the problems of the poor can be very categorically focused upon without any other aspects to interfere, in my opinion will be the best way to focus on the problems of the poor.

I think, for example, the transfer to another agency, a larger agency, would have the tendency to have the problems of the poor being buried, being lost, being submerged, as it were, inevitably so in a larger agency.

I would say this, if I were in the Congress and voting, I would vote for an independent agency.

Senator KENNEDY. That is encouraging about how you would vote. I am most interested. I know you have not had the chance—and we appreciate that, and we recognize that on the record—to be able to press these provisions with the administration, but as far as I understand your answers, you think that the poor themselves are best represented by an independent agency that is pursuing their particular interests in a variety of different areas.

Mr. GALLEGOS. Yes, that is correct.

Senator KENNEDY. I think that is encouraging as far as I am concerned. I think you are aware a number of us have cosponsored legislation to maintain the independence of the OEO, so this is particularly interesting.

Have you had a chance to review the separate programs themselves under the OEO programs, such as the migrant programs, and some of the other farm worker programs?

Have you had a chance to go through any of these, and give them any type of evaluation, and can you give us any indications of what you know about these programs, and how effective they are, and what kind of work they do?

Mr. GALLEGOS. As you know, Senator, the programs have been transferred. We no longer have them under OEO. But let me go into before they were transferred.

I would say this very sincerely, being from the Southwest, where we do have these problems focused on us day by day, I felt without these migrant programs many of the people, certainly in the migrant stream, in the fields of education, health, would never have had the opportunity to have upward mobility without these programs.

We would never have attacked the problem without these programs. I have seen literally hundreds of thousands of people who have been literally taken out of poverty from the migrant stream and put into the American society by these programs.

I therefore am extremely dedicated, and have worked in these programs for a long time. I feel the programs we have in OEO are working very successfully. They have been transferred to the Department of Labor, and I have had reports.

I think it would be useful to tell you from the reports that I have received that many of the people in many of the organizations would prefer that these programs be brought back into OEO.

Senator KENNEDY. What is your position?

Mr. GALLEGOS. I feel perhaps if we do have an ongoing agency I would recommend that they be brought back to OEO.

Senator KENNEDY. Would that include a migrant office, a National Migrant Office?

Mr. GALLEGOS. Formerly under the poverty operations in OEO we had a Migrant Division that seemed to work rather well. I would recommend a separate division with a head—whatever we call it would be immaterial—but I certainly would recommend that.

Senator KENNEDY. What other programs do you think it would be useful to transfer back if it is to be an independent agency? Have you given this any thought?

Mr. GALLEGOS. There seems to be considerable sentiment, and it is somewhat surprising to me, because at one time there was not very much—no sentiment either way—but it has been of interest to me that the various Indian programs that we had, that have been transferred to HEW, I have talked to a number of constituency now—the Indian groups—and they also indicate that they would feel that the attention that is given to their needs would be much greater, and has been greater in OEO than it is in the Department of Health, Education, and Welfare.

Senator KENNEDY. You do not know what oversight OEO has had on these programs that have been transferred, do you? Do you know whether OEO has done anything like that with the ones that have been transferred out of the agency? Have they done any kind of assessment of these programs that have been moved out?

Mr. GALLEGOS. No.

Senator KENNEDY. If you were confirmed would you think that might be useful? Let me put it a different way. Were we to request, the members of the committee, you to get a look at those programs and report back to us, would you be willing to do so?

Mr. GALLEGOS. Yes. As a matter of fact, I would strongly recommend it, because there have been enough manifestations. Again, much of it, of course, is in the realm of hearsay, but nevertheless one must pay attention to these things. I would certainly recommend that we take a good look, an oversight type of thing, and find out whether or not there is indeed a valid reason for considering bringing them back.

So I would certainly concur, and I would be very happy to do such a study if directed to that activity.

Senator KENNEDY. Mr. Gallegos, that light back there means there is a vote, so we are going to have to recess the hearing shortly.

Senator Cranston is on his way over here.

We are going to have a series of hearings. We have a number of other witnesses here, so I am going to ask the Staff Director, Dr. McMurrey, if he would ask some of the questions for the other Senators not present, and we will make that a part of the record, and then after that we will try to continue.

I apologize for these interruptions, but I think it is the best way to move the whole hearing forward, and then there will be some Senators present asking questions.

Dr. McMURRAY. First I have a question that Senator Jackson wanted to ask.

Mr. Gallegos, for 3 years the Office of Economic Opportunity has made discretionary grants of approximately \$1 million per year to fund the Veteran's Education and Training Service, a program designed to provide certain special services and counseling about veterans benefit programs on an outreach basis for disadvantaged Vietnam era veterans.

I would like to obtain your personal evaluation of the success of the VETS program.

In addition, I would like to know whether you believe there is continuing need to assist our Vietnam era veterans through such programs as VETS or other outreach type programs.

Mr. GALLEGOS. I might say that I have gotten into these two categories since I have been Director, and I can speak to this superficially at this point, and I would be very pleased to furnish a more detailed analysis to the Senator.

However, may I say this, as an introductory statement, that we have had an opportunity to evaluate the need in the entire program in a preliminary sort of way, and I find that it is highly favorable, and we will continue of course to do that.

I am most impressed personally as Director, and I can assure the Senator that I would do everything I could to encourage this type of situation.

Too, the need is obviously very great. I think that I need not say any more, that I certainly am in full accord with the entire spirit of the program.

We have been working with the Senate staff on it. I will continue to do so, and I am very enthusiastic, and I cannot find words to say how pleased I am with the entire program.

Dr. McMURRAY. Thank you. We will show Senator Jackson your response.

[The information referred to follows:]

EVALUATION OF THE OEO VETERAN'S EDUCATION AND TRAINING SERVICE

In response to your question requesting my personal evaluation of the OEO Veteran's Education and Training Service program during the Committee hearing on my nomination, I would again like to stress my favorable impression of this program.

Until this year the OEO VETS program has been conducted as a pilot demonstration program funded under section 232 of the Economic Opportunity Act through the National League of Cities/US Conference of Mayors and has operated in nineteen cities across the country. As part of my response I am submitting an evaluation report of this program conducted under contract with a Virginia Human Resources Research Organization in addition to a recent computer report from NLC/USCM.

Both my staff and I believe, based on our personal experiences and a review of the above evaluation and report that the VETS program is an effective way to contact, communicate with, and assist low income Vietnam Veterans in taking advantage of the opportunities available to them under the GI bill. Clearly the range of human services requiring attention by local programs extend beyond just education and training placements and while the VETS program is not directly engaged in this broad range of services, getting the Veteran in touch with existing Community services is essential in fulfilling the purpose of the GI bill.

I believe there is a continuing need to assist Vietnam era veterans through activities such as VETS or other outreach type programs. As a firm indication of my thinking I cite my approval of a plan changing the demonstration phase of the VETS program, recently about to expire, into a permanent program with annual funding directly from local Community Action Agencies. While there may be administrative changes in this plan the thrust will remain the same: continuing assistance to our Vietnam veterans.

HumRRO
Technical
Report
73-31

Evaluation of the Veterans' Education and
Training Service (VETS) Program of the
National League of Cities and
U.S. Conference of Mayors

Kenneth C. Schefflen and Robert J. Brandewie

HumRRO Division No. 7 (Social Science)
Alexandria, Virginia

HUMAN RESOURCES RESEARCH ORGANIZATION

December 1973

Evaluation Report

Prepared for

The National League of Cities and U.S. Conference of Mayors.

The VETS Program is conducted by the NLC/USCM under a grant from
the Office of Economic Opportunity (Grant Nos. CG-3601 A/1, 30073-F72-01,
30073-G73-04).

The Human Resources Research Organization (HumRRO) is a nonprofit corporation established in 1969 to conduct research in the field of training and education. It is a continuation of The George Washington University, Human Resources Research Office. HumRRO's general purpose is to improve human performance, particularly in organizational settings, through behavioral and social science research, development, and consultation.

The contents of this publication do not necessarily represent the official opinion or policy of the sponsor of the HumRRO research.

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| 16. Abstracts The objective of the Veterans' Education and Training Service (VETS) program conducted by the National League of Cities/U.S. Conference of Mayors is to enroll educationally and economically disadvantaged veterans in Veterans Administration education and training programs. Methodology was developed to measure the changes in G.I. Bill utilization by various population subgroups in 11 target cities and 11 control cities, using computerized data files provided by the Veterans Administration and the Department of Defense. Through on-site interviews and the administration of mail questionnaires, data were collected on the size, organizational affiliation, and goals of VETS projects. The most effective VETS programs appear to be those with strong ties to local governmental agencies providing a variety of services; the least successful are those affiliated with colleges and universities. | | | |
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FOREWORD

This report is an evaluation by the Human Resources Research Organization of the effectiveness of the Veterans' Education and Training Service (VETS) Program, a project with the objective of increasing enrollment of educationally disadvantaged veterans in education and training programs offered by the Veterans Administration under the G.I. Bill. The report covers enrollment through 31 December 1972.

The VETS program is conducted by the National League of Cities/U.S. Conference of Mayors (NLC/USCM) under a grant from the Office of Economic Opportunity (Grant Nos. CG-3601 A/1, 30073-F72-01, 30073-G73-04). Appreciation is extended to Mr. Robert Hill, who serves as Project Director for the VETS Program at NLC/USCM.

The research was performed by HumRRO Division No. 7 (Social Science), Alexandria, Virginia, under NLC/USCM Contract No. 82. Dr. Robert G. Smith, Jr. is Director of Division No. 7; Mr. Kenneth C. Schefflen served as the principal investigator for the study.

Meredith P. Crawford
President
Human Resources Research Organization

SUMMARY AND CONCLUSIONS

BACKGROUND

The Veterans' Education and Training Service (VETS) program is conducted by the National League of Cities/U.S. Conference of Mayors under a grant from the Office of Economic Opportunity. The program is directed at enrolling educationally and economically disadvantaged veterans in Veterans Administration education and training programs.

At the core of the VETS program is the concept of peer-counseling. The projects are designed around Vietnam-era veterans providing educational counseling to other veterans, and doing 'outreach' work in the community.

The initial funding provided for VETS programs in 11 cities: Chicago, Cleveland, Denver, Detroit, Indianapolis, Los Angeles, Miami, Newark, Providence, Seattle, and Wichita. These initially funded cities are the subject for this evaluation report of the impact of the VETS program on G.I. Bill utilization rates.

RESEARCH PROBLEM AND APPROACH

The VETS program initially had as its goal the doubling of G.I. Bill utilization rates in the 11 target cities. Methodology was developed by HumRRO to measure the changes in G.I. Bill utilization, using computerized data files provided by the Veterans Administration and the Department of Defense.

First, each VETS target city was matched with a control city on the bases of total population, percent minority population, and geography. The Department of Defense Reserve Records File was then used to define the population of veterans separating back to each target city and to each control city. This population was then matched against the Veterans' Administration Education and Benefits File to provide G.I. Bill utilization rates.

Four separation groups were defined for each target and each control city: July-December 1970, July-December 1971, January-June 1971, and January-June 1972. G.I. Bill utilization rates for the July-December 1970 and January-June 1971 groups were measured as of 31 December 1971. These groups gave Pre-VETS utilization rates. The remaining two groups were measured as of 31 December 1972 and served as Post-VETS groups. Percent change in G.I. Bill utilization was computed for various population subgroups in both target and control cities. Summary tables are presented comparing changes in utilization in all target cities with those in all control cities.

During the course of the evaluation, the VETS program underwent some major changes. The area of concentration changed from enrolling veterans in education and training programs to providing the full range of veterans' services. Employment counseling, housing, and other services were added to the program in the target cities. Descriptive data were obtained for each of the 11 target cities, focusing on the size, organizational affiliation, and goals of each VETS project. These data were collected through the administration of mail questionnaires, and by on-site visits made to each target city. Each target city is discussed in terms of the changes in G.I. Bill utilization seen in the context of the goals and programs existing in each city.

RESULTS AND CONCLUSIONS

Taken as a whole, the VETS target cities do not show increases in G.I. Bill utilization greater than increases evidenced in the control cities. However, because of the diversity of the 11 VETS projects, each VETS target city is discussed and evaluated individually. The VETS program, in effect, tests different approaches to the problem of being responsive to the needs of veterans. While the concept of peer counseling remains common, there are differences in the size, organizational affiliation, and outreach goals of the VETS target cities.

The most effective programs tended to be those with strong ties to local governmental agencies providing a variety of services. The least successful programs are those affiliated with colleges and universities.

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Evaluation of the Veterans' Education and
Training Service (VETS) Program of the
National League of Cities and
U.S. Conference of Mayors

Section 1

INTRODUCTION

This report assesses the impact of the Veterans Education and Training Service (VETS) program on rates of utilization of the G.I. Bill, through 31 December 1972, in the 11 cities where VETS programs have been funded.

VETS is an "outreach" program, conducted by the National League of Cities and U.S. Conference of Mayors, under a grant from the Office of Economic Opportunity (OEO). The basic objective of VETS is to increase enrollment of low-income and minority-group veterans, with a high-school education or less, in G.I. Bill education and training programs. A stated goal of the VETS program is 100% improvement in utilization of the G.I. Bill by these disadvantaged veterans. VETS recruiting and counseling is largely done individually, by peer GIs who have previously utilized the available benefits.

This report provides two types of information on the VETS program activities—a statistical analysis of actual G.I. Bill utilization during selected periods, and a description of VETS programs in the cities in which the programs had been funded. As is explained in Section 2, the nature of the VETS program has been substantially altered since the original start date.

The information that was used for the statistical analysis was drawn from Department of Defense and Veterans Administration files. Data were obtained for the 11 VETS program cities and for 11 control cities of similar total population, percent minority population, and geography. The data included separation date, educational level at time of separation, race, ethnic group, and enrollment for G.I. benefits. Percent increase and decrease in utilization of the G.I. Bill were computed for each city, and target and control cities were compared on several bases.

The summary descriptions of the operation of the VETS program in each of the target cities were obtained through responses to a questionnaire, from on-site interviews, and through interviews with VETS National Office personnel. These process descriptions include program sponsorship, program staffing, and VETS relationships with the Veterans Administration (VA), other local organizations, and local educational institutions.

Section 2

EXPERIMENTAL PROGRAMS AND EXPERIMENTAL EVALUATION

The major initial goals of the VETS program were (a) to demonstrate the utility of peer counseling procedures and (b) to increase the G.I. Bill utilization of educationally disadvantaged veterans by 100%. The major objective of the evaluation effort was to determine whether the use of such techniques as peer counseling did in fact lead to large increases in G.I. Bill utilization among various subgroups of veterans. While there was some mention of such activities as job counseling and referral, housing, drug counseling, legal aid, and loans, these were viewed as not being major goals of the VETS effort and thus as secondary in importance to the increase in utilization from an evaluative viewpoint.

Consequently, the evaluation design focused directly on utilization and on ways to meaningfully measure change. A 100% increase is, after all, a very large increase, and the evaluators felt that—even given the unproven natures of the techniques to be used, and the probability of incorrectly including or excluding individuals from the data base—a change of that magnitude should be measurable. In other words, from the outset the evaluation procedures were seen to be designed to measure gross as opposed to discrete changes.

After the VETS program had been under way for some time and the evaluation staff was able to view the operation of each of the cities first-hand, it became evident that the resources available to each city were not large enough to be likely to cause huge increases in G.I. Bill utilization. Further, in many cases the local staffs had found it necessary to shift from an initial focus on education to a "total service" concept encompassing employment, housing, and other activities. There was strong sentiment in the cities that the major reason for the existence of the VETS program was to help the veteran with whatever problems he had. A great deal of time and effort was thus expended in activities that were neither emphasized in the original nature of the program nor major objectives to be evaluated. In short, the nature of the VETS program changed while the contractually specified evaluation criteria did not.

Just as the VETS program was experimental in nature, so were the techniques used to evaluate the program. As noted above, while the evaluators were confident that the methodology used could detect large changes in G.I. Bill utilization, the sensitivity to small changes was, and remains, somewhat questionable. The exclusion from the DoD data base of those who failed to complete the initial tour of duty becomes more critical under the "total service" concept, since considerable time is expended in the VETS program in helping those who do not have G.I. Bill entitlements. The effort spent in helping those individuals (and there are a large number of them) could not possibly be reflected in the statistical analyses of G.I. Bill utilization.

For these reasons the evaluators (a) use their subjective appraisal and impressions of the programs in each city as an explanation of the objective statistical information and (b) stress in narrative format the emphasis on activities leading to outcomes other than school enrollment. Section 5, Conclusions, presents an evaluation of the VETS effort, based on all of the available information.

Section 3

METHODOLOGY

STATISTICAL DATA

POPULATIONS STUDIED

This analysis focuses on four groups of separating veterans: July-December 1970, January-June 1971, July-December 1971, and January-June 1972. The July-December 1970 and the January-June 1971 groups serve as the pre-VETS control group. The July-December 1971 and January-June 1972 groups serve as the VETS target population.

There were 11 original VETS target cities: Seattle, Indianapolis, Wichita, Los Angeles, Chicago, Cleveland, Miami, Detroit, Denver, Newark, and Providence. Funds were withdrawn from the Wichita program in February 1972. An outreach program continued in Wichita, and the utilization rates for Wichita are included in this report. The Providence project did not become operational until January 1973, thus its performance cannot be evaluated by the data presented here. The remaining nine programs were in operation for periods of time ranging from 5 to 18 months as of 31 December 1972.

Each of the target cities was matched with a control city on the bases of total population, percent minority population, and geography. The control cities, in order by target city listed above, are: Portland, Columbus, Topeka, the Borough of Brooklyn (considered to be a city for purposes of this analysis), Philadelphia, Pittsburgh, Tampa, St. Louis, Omaha, Trenton, and Springfield.

SOURCES OF DATA

The Department of Defense Reserve Records File and the Veterans' Administration Education and Benefits File are the major sources of the statistical material contained in this report.

The Department of Defense file contains information, beginning in 1968, on enlisted males who had "normal" separations from military service (i.e., had completed their initial enlistment) and had less than six years of active service. The DoD file does not contain information on officers, women, retirees, those with more than six years of service, or those discharged prior to completion of enlistment (other than "early outs"). Those discharged prior to completion of their first term of enlistment would include those with medical disqualifications (such as a permanent disability), and those who were found unsuited to military service, among others.

In constructing the population of veterans for the VETS statistical analysis, cities of residence were determined on the basis of address given by a veteran at the time of separation. Veterans who might have given an address in a city or town other than the one in which they have contact with a VETS office were not covered by this analysis.

To determine the effect that mobility among veterans might have had on the results reported here, a separate study was performed. To determine mobility, a tape of VETS actions (i.e., people who contacted a VETS project office) was matched against the

Department of Defense Reserve Records file. The address given by the veteran at the time he contacted the VETS office was compared with the address he gave at the time he separated from the service. Overall, 75 to 80% of the veterans we were able to match had signed up at a VETS office in the city they gave at the time they left service. So, if the great majority of veterans moved, they did so within the city limits. An additional 10%, on the average, contacted a VETS project which was in the same state as that given at the time the veteran left service. The mobility factor varied, as might be expected, from city to city. In Detroit, for example, 91% of those contacted by the VETS office had given Detroit as home when they left service, while only 75% of those contacted in Los Angeles had given that city as an address.

The Veterans Administration file is a record of financial transactions and reflects the date when a veteran begins drawing benefits rather than the date when he applies for benefits. Although the file on which this analysis is based contained some actions as late as 31 March 1973, there is a substantial reporting lag. For purposes of this report, we have assumed the file on VA actions to be complete through 31 December 1972.

The decision to focus on the July-December 1970, January-June 1971, and July-December 1971, January-June 1972 groups of separatees in this assessment of VETS programs was made for two reasons:

(1) At least half of the eventual G.I. Bill users enter a program within one year of separation. As of December 1971 and December 1972 for the Pre-VETS control and VETS target groups respectively, we had two groups of veterans who had been out of service an average of 12 months; some, of course, had been out for as long as 18 months, others for only six months.

(2) Groups that had separated at comparable points in the year were needed in order to control, for example, for the effects of the large number of September enrollments.

TYPES OF ANALYSES

Pre-VETS vs. Post-VETS. The basic analysis consists in the computing of cumulative percent utilization rates for each of the four groups of separatees. The rates were obtained as of December 1971 and December 1972. These rates, as well as the number of veterans on which the computations are based, are reported for two geographic configurations and five population groups within each.

A percent increase or decrease in utilization was computed by dividing the difference between the earlier (December 1971) and later (December 1972) rate by the earlier (December 1971) rate. For example: rate as of December 1971 = 20%, rate as of December 1972 = 30%. The difference of 10%, divided by 20% = 50% increase in utilization.

Target Cities vs. Control Cities. Each VETS target city is compared with its paired control city. In addition, all-target vs. all-control comparisons were made and reported.

Geographic Areas Within Cities. Data are presented for two geographic areas in each city - restricted area and city limits. The restricted area was defined on the basis of five-digit ZIP codes that were at least 50% within the OEO Community Action Program target area. The city limits area was constructed on the basis of five-digit ZIP codes that fell at least 50% within the city limits. In the case of Newark, the restricted area and city limits area are the same.

Educational Levels. Utilization rates for non-high school graduates (NHS), high school graduates (HSG), and all educational levels were compared. In all cases, education level is determined from the DoD Post-Service File, which reflects the Service's record of an individual's educational attainment at separation. To some limited extent, the number

of NHSGs in the population may be overestimated and the number of HSGs underestimated, due to General Educational Development Test (GED) achievement or completion of high school after separation but prior to G.I. Bill enrollment.

Race/Ethnic Group. Rates for White (this label is applied to the non-Spanish-surname portion of the Caucasian population), Black, and Spanish-surname groups were also compared. A computer program was used to identify individuals having Spanish surnames. While this program is the best available and draws on a variety of lists and techniques developed by Census, EEOC, and others, it is substantially more accurate for the Southwest than for other areas of the United States. It is quite possible, therefore, that a number of individuals with—for example—Italian surnames are erroneously classified as Spanish.

PRESENTATION OF DATA

The results of the above analyses are summarized in Section 4, where the performance of each VETS target city is discussed individually. Each discussion is in three sections: First, the statistical results are presented; second, the organization and operation of the program are outlined; and finally, the performance of the project is discussed. Data for the number of separations, percentage of G.I. Bill utilization, and percentage of change in utilization in VETS target cities vs. control cities are shown in Tables 1-26, for educational and racial-ethnic subgroups. The percentage of change in G.I. Bill utilization rates in VETS target cities compared with control cities is shown graphically in Appendix A (Figures 1-20) for educational and racial-ethnic subgroups.

DESCRIPTIVE DATA

Data on the organization and functions of the VETS program in the 11 target cities were obtained by two methods—a questionnaire¹ and a structured interview.²

The questionnaire was administered by mail during November and December 1972. The purpose was to gather objective data on the structure of the VETS program in each city, and to learn something about its size and the type of environment in which it operated. Questions were asked about the ethnic and educational makeup of the staff at each center. Information was sought on how each project had allocated its staff—where the outreach workers were located and what kind of population was served at each outreach center. Finally, each project staff was asked which other agencies it had contact with, the frequency of contacts, and the character of the relationship that existed between the project and the various agencies it considered most critical to its success.

After the questionnaires were returned, an interview format was developed to inquire more deeply into the functioning of each project. On-site visits were made to each VETS project by members of the evaluation team. The project director in each city was interviewed, and the facilities of each project were inspected. Usually, other members of the project participated in the discussions. Sometimes, outreach workers were interviewed independently.

By these means, information was collected on the program sponsorship, relationship between the VETS staff and the sponsor, staffing for the project, relations with the Veterans Administration, and relationships with other local colleges and universities in the

¹See Appendix B.

²See Appendix C.

area. Summarizations of this material for each target city in the VETS program are included in the discussion of each city in Section 4. Where possible, city narratives contain objective information, or information directly observed by the evaluators. However, in some cases the report also contains the project director's perceptions of the environment in which his project was operating, because it was thought necessary to include this subjective data for a fuller picture of the VETS operation in each city.

As these project descriptions indicate, many of the target cities have programs that are strongly oriented toward helping individual veterans with problems such as employment, bad discharges, drugs, loans, and housing. Counseling veterans on such problems can be very time consuming for staff members, and detracts from time available to perform "outreach" activities such as home visits, and mail or telephone canvassing. Less time spent on recruiting activities means fewer veterans contacted, and consequently fewer veterans who may eventually enroll in G.I. Bill programs. Since the primary evaluation criterion for this study is increased G.I. Bill enrollment, this factor should be taken into consideration.

Section 4

RESULTS OF DATA ANALYSIS

CONSTRAINING FACTORS IN INTERPRETATION

This report covers Veterans Administration actions through December 1972. It is hoped that the actions through this period will give a good indication of the performance of the 11 VETS target cities that are the subject of this evaluation. With the exception of Providence and Newark, all of the project cities had been in operation at least seven months as of the end of December 1972 (see Appendix D). The Newark project's starting date was August 1972 and the Providence project did not get under way until January 1973. The Providence project cannot be properly evaluated with the data presented here. All the VETS projects, with the exception of Providence, were pushing to enroll veterans for the school semester beginning September 1972.

One difficulty is associated with use of the technique of comparing *percent* utilization rates. An increase of 10% in the *absolute* rate of participation translates into different *percent* increases/decreases depending on what the initial absolute base percent is. For example, while a change in participation rates from 20% to 30% is a 50% increase, a change from 40% to 50% is only a 25% increase. In those cities where the participation rate is initially low, it may be easier to effect a change than in cases where the rate is initially higher. Thus, in evaluating a particular city, it is important to consider the initial starting point, the absolute increase/decrease in percent utilization, and the percent increase/decrease as computed by the above formula. In all tables in this report, both the absolute percentages and the percent increases/decreases are shown. In the graphic displays, percent change is shown only for those groups having at least 25 individuals.

A word of caution is also necessary concerning the influence of a small number of cases on percent increase or decrease. In some cities, particularly when the data are reported for some subgroup, the number of veterans in the population can be small. Thus, a change of a few enrollments in either direction can and does cause a percent increase or decrease that looks large but cannot be considered a reliable difference because of the small number of cases involved. The reader is reminded to note sample sizes in interpreting percentage data in the tables.

Another major factor that must be considered is the activity in various cities of the Veterans Administration's own outreach activities. In every target city as well as some control cities, the Veterans Administration, Department of Veterans Benefits, has a community service staff that places special emphasis on outreach to veterans who are not high school graduates and to veterans who are members of minority groups. In four cities (Chicago, Detroit, Los Angeles, and Seattle), these staffs were operating for at least a year prior to the start of the VETS Programs. Appendix E presents a comparison of the number of months of operation of the VA and VETS programs in the common cities as of 31 December 1972.

The activities of the VA can influence VETS utilization rates in two ways:

(1) If the VA and VETS are contacting and enrolling the same group of veterans (the educationally and economically disadvantaged), it is impossible to sort out

which is responsible for an increase or decrease in utilization of the G.I. Bill. To the extent that the efforts of the VETS programs are resulting in enrollment of those who would not normally be influenced by VA activities, then any increase can be attributed to the VETS program. Since one VETS program premise is that there is a pool of veterans who are "turned off" by the VA but can be assisted through peer counseling, it is assumed for evaluative purposes that this is the case.

(2) In cities where the VA was operating for a year prior to the start of the VETS program, the base rates derived from the July-December 1970 separation group may have been influenced upward. As a result it is more difficult for these cities to reflect an increase than it is for cities where the earlier VA activity did not exist. Again, if the VA activities do not influence the same group on which the VETS programs are targeting, the influence on the statistical data should not be major.

It will be noted that there are both increases and decreases in utilization rates in both target and control cities. Obviously, it is unlikely that the efforts of a VETS center could cause a *decrease* in utilization. Other factors, especially the economy and employment situation in an area, of course impact on utilization rates. In Seattle, for example, the staff of the VETS center recognized that at least some veterans were enrolling in VA programs as a means of getting some money to live on when they were unable to find a job. As the employment picture brightens, as it has in Seattle, some veterans can be expected to find jobs rather than enter school. The extent to which such factors influence participation rates is unknown at this time. It is clear, however, that there are fluctuations in the utilization rates for which the VETS programs cannot take either credit or blame.

Definition of program goals in particular cities clearly had an influence. It is quite clear from the statistical analysis that, as a whole, the VETS target cities have not out-performed the control cities as measured by percent increase/decrease in G.I. Bill utilization. Nor, overall, has there been a dramatic increase in G.I. Bill utilization rates in the VETS target cities. However, in several VETS cities, there were substantial increases in G.I. Bill utilization, consistent with the outreach goals in the particular cities. Conversely, in several VETS cities, where outreach goals were clearly defined, there were no appreciable and consistent changes in G.I. Bill utilization rates, when examined in the light of the goals of the VETS program and the performance of the particular control cities.

In addition, there were clear regional trends in G.I. Bill utilization, which influenced the comparisons. Perhaps the most dramatic of these were the increases in utilization rates in Brooklyn and Newark. In Brooklyn, for example, there were substantial increases in utilization among almost every ethnic and educational subgroup. Yet, other than the VA's own outreach efforts, no known organization is of sufficient size to have affected the utilization rates in the manner described. The same is true in Newark. Although Newark is a VETS city, the increases in utilization rates must be examined in light of the size of the VETS program, its outreach goals, and the increase found in Brooklyn, a city geographically very close to Newark. When such an examination is made, it is clear that the scope of the Newark VETS program is not great enough to have effected the substantial changes seen among veterans in Newark. The presence of what appears to be forceful regional trends in VA utilization makes it more difficult to assess the impact of the VETS program.

In light of the above discussion, it is felt that the most productive way of presenting the statistical results would be on a city-by-city basis, with heavy emphasis on changes in G.I. Bill utilization seen in the context of the goals of the particular VETS program. The 11 VETS programs that are the subject of this evaluation do not form an homogeneous group. Each program is to some extent unique, and the range of differences among the

11 programs examined is very great. There are differences in the size of the program, the organizational affiliation, and the outreach goals. All of these differences impact on the utilization rates.

PERFORMANCE OF INDIVIDUAL VETS CITIES

The report on each VETS city consists of three parts. First, the changes and patterns of G.I. Bill utilization in the VETS target city and its control city, as shown by the statistical analysis, will be outlined.

Next, the size, organizational affiliation, and philosophy of the particular VETS program will be described. Mention will be made of the educational opportunities in the city, the relationships existing between the VETS program and other organizations in the city, and the emphasis within the program other than signing veterans up for educational benefits. As noted earlier, the information contained in these descriptive narratives was obtained through a questionnaire, and from an on-site visit early in 1973. Notes have been added to provide updated information furnished by the National VETS staff.

Finally, the performance of each city is evaluated, on the basis of the size and orientation of the program and the trends apparent in the control city.

The data for all target and all control cities for the 1970/71 period are summarized in Table 1. The corresponding data for 1971/72 appear in Table 2. The data for all target cities without Los Angeles and all control cities except Brooklyn are given in Tables 3 and 4. The overall results shown in these four tables are discussed in the section following the presentation of results for the individual cities.

A word is necessary about the textual treatment of the results of the statistical analysis. The tables present complete data on each target city and on each control city. In each table there are 48 increases or decreases in utilization rate. Since it would be impractical to describe all of these in detail, only highlights and selections from the full set of data are discussed.

The evaluators used two criteria for selecting the results to be treated in the text. First, since the VETS program is directed at educationally and economically disadvantaged veterans, results from the restricted area of the target city and its corresponding control city are usually given, and non-high school graduates are usually highlighted. In addition, since the VETS program is concentrated on minority veterans, results for Black and Spanish-surnamed veterans are usually included in the results and discussion sections.

The second criterion used for selecting results to be treated textually was the emphasis of the particular VETS program. Since some programs, for example, concentrated their efforts on Chicano veterans, the evaluation emphasizes Spanish-surnamed veterans. In short, the report focuses on results that make sense in terms of the program under examination.

The data, however, did have impact on the results presented. As mentioned previously, since small numbers produce unstable utilization rates, alternative data were presented in these cases. When, for example, the restricted area of the city did not have sufficient numbers to produce stable rates, the city limits area was used in the text.

The tables presented with each VETS city indicate the size of the veterans population and the full set of results. Highlights of the results are presented graphically for important subpopulations in each VETS and control city in Appendix A.

Table 1

Comparison of All Target Cities With All Control Cities, July-Dec 1970 and July-Dec 1971:
Utilization of GI Bill Educational Benefits
(First Term Enlisted Separates)

| Population | All Target Cities | | | | | | All Control Cities | | | | | |
|-------------------------------------|---------------------------|---------------------------------|---------------------------------|---------------------------|---------------------------------|------------------------------|---------------------------|---------------------------------|---------------------------------|---------------------------|---------------------------------|------------------------------|
| | Separations July-Dec 1970 | | | Separations July-Dec 1971 | | | Separations July-Dec 1970 | | | Separations July-Dec 1971 | | |
| | Number of Separations | % Utilization as of 31 Dec 1970 | % Utilization as of 31 Dec 1971 | Number of Separations | % Utilization as of 31 Dec 1971 | Percent Increase or Decrease | Number of Separations | % Utilization as of 31 Dec 1970 | % Utilization as of 31 Dec 1971 | Number of Separations | % Utilization as of 31 Dec 1971 | Percent Increase or Decrease |
| | | | | | | | | | | | | |
| Restricted Area | 1,245 | 28.3 | 34.6 | 942 | 34.6 | +22.3 | 1,310 | 22.4 | 28.6 | 1,040 | 28.6 | +27.7 |
| Non-High School Graduate Total | 436 | 21.1 | 30.0 | 343 | 30.0 | +42.2 | 514 | 22.4 | 24.2 | 421 | 24.2 | + 8.0 |
| White | 619 | 31.8 | 44.4 | 444 | 35.1 | +10.4 | 635 | 23.5 | 30.8 | 520 | 30.8 | +31.1 |
| Black | 190 | 33.2 | 43.2 | 155 | 43.2 | +30.1 | 161 | 18.0 | 35.4 | 99 | 35.4 | +96.7 |
| Spanish | 3,153 | 41.4 | 41.5 | 2,325 | 41.5 | + 0.2 | 3,405 | 38.1 | 38.7 | 2,661 | 38.7 | + 1.6 |
| High School Graduate Total | 1,283 | 45.2 | 42.1 | 941 | 42.1 | - 6.9 | 1,828 | 42.3 | 40.0 | 1,464 | 40.0 | - 5.4 |
| White | 1,501 | 36.8 | 38.2 | 1,072 | 38.2 | + 3.8 | 1,349 | 33.7 | 35.9 | 1,040 | 35.9 | + 6.5 |
| Black | 369 | 46.6 | 51.0 | 312 | 51.0 | + 9.4 | 228 | 31.1 | 45.9 | 157 | 45.9 | +47.6 |
| Spanish | 5,224 | 41.1 | 42.8 | 3,956 | 42.8 | + 4.1 | 5,337 | 36.5 | 37.8 | 4,170 | 37.8 | + 3.6 |
| All Educational Levels Total | 2,297 | 44.5 | 43.7 | 1,744 | 43.7 | - 1.8 | 2,820 | 41.5 | 39.2 | 2,227 | 39.2 | - 5.5 |
| White | 2,301 | 37.0 | 39.3 | 1,683 | 39.3 | + 6.2 | 2,109 | 31.7 | 35.2 | 1,673 | 35.2 | +11.0 |
| Black | 626 | 43.3 | 50.7 | 529 | 50.7 | +17.1 | 408 | 27.2 | 43.3 | 270 | 43.3 | +59.2 |
| Spanish | 2,660 | 26.5 | 31.8 | 2,204 | 31.8 | +20.0 | 2,111 | 23.4 | 29.3 | 1,771 | 29.3 | +25.2 |
| City Limits | 1,304 | 23.5 | 28.5 | 1,186 | 28.5 | +21.3 | 1,145 | 22.9 | 27.4 | 995 | 27.4 | +19.7 |
| Non-High School Graduate Total | 1,061 | 29.2 | 34.3 | 773 | 34.3 | +17.5 | 776 | 25.1 | 30.9 | 653 | 30.9 | +23.1 |
| White | 295 | 30.2 | 40.4 | 245 | 40.4 | +33.8 | 190 | 19.5 | 35.8 | 123 | 35.8 | +83.6 |
| Black | 8405 | 43.2 | 42.4 | 6,438 | 42.4 | - 1.9 | 7,542 | 42.4 | 41.8 | 5,995 | 41.8 | - 1.4 |
| Spanish | 5,220 | 45.3 | 42.6 | 4,017 | 42.6 | - 6.0 | 5,486 | 45.4 | 42.9 | 4,374 | 42.9 | - 5.5 |
| High School Graduate Total | 2,589 | 38.2 | 40.0 | 1,907 | 40.0 | + 4.7 | 1,740 | 34.8 | 38.0 | 1,393 | 38.0 | + 9.2 |
| White | 596 | 46.8 | 49.6 | 514 | 49.6 | + 6.0 | 316 | 33.5 | 45.6 | 228 | 45.6 | +36.1 |
| Black | 13,857 | 43.4 | 43.3 | 11,111 | 43.3 | - 0.2 | 11,841 | 42.2 | 42.8 | 9,702 | 42.8 | + 1.4 |
| Spanish | 8,821 | 46.1 | 43.8 | 7,198 | 43.8 | - 5.0 | 8,608 | 45.8 | 44.7 | 7,101 | 44.7 | - 2.4 |
| All Educational Levels Total | 4,016 | 37.2 | 40.3 | 3,036 | 40.3 | + 8.3 | 2,690 | 33.0 | 36.8 | 2,220 | 36.8 | +11.5 |
| White | 1,020 | 44.1 | 49.0 | 877 | 49.0 | +11.1 | 543 | 30.8 | 43.8 | 381 | 43.8 | +42.2 |
| Black | | | | | | | | | | | | |
| Spanish | | | | | | | | | | | | |

Table 2

Comparison of All Target Cities With All Control Cities, Jan-June 1971 and Jan-June 1972:
Utilization of GI Bill Educational Benefits
(First Term Enlisted Separates)

| Population | All Target Cities | | | | | | All Control Cities | | | | | |
|--------------------------------|---------------------------|---------------------------------|------------------------------|---------------------------|---------------------------------|------------------------------|---------------------------|---------------------------------|------------------------------|---------------------------|---------------------------------|------------------------------|
| | Separations Jan-June 1971 | | | Separations Jan-June 1972 | | | Separations Jan-June 1971 | | | Separations Jan-June 1972 | | |
| | Number of Separations | % Utilization as of 31 Dec 1971 | Percent Increase or Decrease | Number of Separations | % Utilization as of 31 Dec 1972 | Percent Increase or Decrease | Number of Separations | % Utilization as of 31 Dec 1971 | Percent Increase or Decrease | Number of Separations | % Utilization as of 31 Dec 1972 | Percent Increase or Decrease |
| Restricted Area | | | | | | | | | | | | |
| Non-High School Graduate Total | 1,194 | 21.6 | +24.5 | 728 | 26.9 | +11.9 | 1,210 | 17.9 | -2.2 | 750 | 28.0 | 56.4 |
| White | 399 | 18.5 | +11.9 | 261 | 20.7 | +30.0 | 495 | 16.2 | -8.2 | 303 | 21.5 | 32.7 |
| Black | 590 | 22.4 | +34.3 | 344 | 29.1 | -2.2 | 550 | 19.6 | -0.6 | 383 | 31.9 | 62.8 |
| Spanish | 205 | 25.4 | -2.2 | 123 | 34.1 | +5.8 | 165 | 17.6 | -0.6 | 64 | 35.9 | 104.0 |
| High School Graduate Total | 2,943 | 32.2 | -2.2 | 1,804 | 31.5 | +0.3 | 2,952 | 28.4 | -0.6 | 1,777 | 31.3 | 10.2 |
| White | 1,192 | 34.6 | +0.3 | 720 | 34.7 | +5.8 | 1,581 | 30.9 | -0.6 | 939 | 30.9 | 0.0 |
| Black | 1,380 | 29.1 | -8.2 | 829 | 26.7 | +5.8 | 1,180 | 25.5 | -0.6 | 731 | 32.2 | 26.3 |
| Spanish | 371 | 35.9 | +5.8 | 255 | 38.0 | -0.6 | 191 | 25.1 | -0.6 | 107 | 29.9 | 19.1 |
| All Educational Levels Total | 4,955 | 32.2 | -0.6 | 3,159 | 32.0 | -5.6 | 4,756 | 28.3 | -0.6 | 2,973 | 32.8 | 15.9 |
| White | 2,083 | 35.8 | -5.6 | 1,365 | 33.8 | +2.1 | 2,523 | 31.3 | -5.6 | 1,563 | 33.3 | 6.4 |
| Black | 2,217 | 28.3 | +7.4 | 1,364 | 28.9 | +7.4 | 1,860 | 25.4 | -0.6 | 1,226 | 32.3 | 27.2 |
| Spanish | 645 | 34.0 | +7.4 | 430 | 36.5 | +7.4 | 373 | 22.5 | -0.6 | 184 | 32.6 | 44.9 |
| City Limits | | | | | | | | | | | | |
| Non-High School Graduate Total | 2,629 | 20.0 | +23.5 | 1,707 | 24.7 | +19.2 | 2,028 | 18.6 | -2.2 | 1,344 | 28.2 | 51.6 |
| White | 1,313 | 17.2 | +29.4 | 902 | 20.5 | +26.6 | 1,134 | 17.0 | -2.2 | 775 | 24.4 | 43.5 |
| Black | 1,001 | 22.1 | -4.3 | 601 | 28.6 | +6.2 | 700 | 21.0 | -0.6 | 486 | 32.7 | 55.7 |
| Spanish | 315 | 24.8 | -4.3 | 204 | 31.4 | +6.2 | 194 | 19.1 | -0.6 | 83 | 37.3 | 95.3 |
| High School Graduate Total | 7,789 | 34.7 | -4.3 | 4,960 | 33.2 | -4.3 | 6,614 | 33.4 | -4.3 | 4,145 | 33.0 | -1.2 |
| White | 4,700 | 36.5 | -6.6 | 3,056 | 34.1 | -6.6 | 4,826 | 36.2 | -6.6 | 3,015 | 33.2 | -8.3 |
| Black | 2,464 | 31.1 | +6.2 | 1,479 | 30.2 | +6.2 | 1,520 | 25.4 | -0.6 | 972 | 31.8 | 25.2 |
| Spanish | 625 | 35.4 | +6.2 | 425 | 37.6 | +6.2 | 268 | 27.2 | -0.6 | 158 | 36.1 | 32.7 |
| All Educational Levels Total | 13,140 | 35.1 | -2.6 | 8,913 | 34.2 | -6.6 | 10,968 | 34.5 | -2.6 | 7,167 | 35.1 | 1.7 |
| White | 8,165 | 37.7 | +4.4 | 5,730 | 35.2 | +4.4 | 8,047 | 37.7 | +4.4 | 5,255 | 35.9 | -4.8 |
| Black | 3,900 | 29.7 | +7.8 | 2,457 | 31.0 | +7.8 | 2,421 | 25.9 | -0.6 | 1,640 | 32.4 | 25.1 |
| Spanish | 1,075 | 34.5 | +7.8 | 726 | 37.2 | +7.8 | 500 | 25.6 | -0.6 | 272 | 36.8 | 43.8 |

Table 3

Comparison of All Target Cities Without Los Angeles and
All Control Cities Without Brooklyn, July-Dec 1970 and July-Dec 1971:
Utilization of GI Bill Educational Benefits
(First Term Enlisted Separates)

| Population | All Target Cities Without Los Angeles | | | | All Control Cities Without Brooklyn | | | | | |
|-------------------------------------|---------------------------------------|---------------------------------------|------------------------------|---------------------------------------|-------------------------------------|---------------------------------------|------------------------------|---------------------------------------|-------|--|
| | Separations July-Dec 1970 | | Separations July-Dec 1971 | | Separations July-Dec 1970 | | Separations July-Dec 1971 | | | |
| | Number of Separations | % Utilization as of 31 Dec 1970 | Number of Separations | % Utilization as of 31 Dec 1971 | Number of Separations | % Utilization as of 31 Dec 1970 | Number of Separations | % Utilization as of 31 Dec 1971 | | |
| Restricted Area | | | | | | | | | | |
| Non-High School Graduate Total | 1,054 | 26.1 | 768 | 32.0 | 849 | 23.2 | 670 | 26.7 | +15.1 | |
| White | 406 | 19.7 | 312 | 30.1 | 412 | 23.8 | 324 | 24.1 | +12.6 | |
| Black | 545 | 29.7 | 381 | 32.8 | 413 | 23.0 | 330 | 29.1 | +26.5 | |
| Spanish | 103 | 32.0 | 75 | 36.0 | 24 | 16.7 | 16 | 31.3 | +87.4 | |
| High School Graduate Total | 2,508 | 40.4 | 1,798 | 40.2 | 2,377 | 39.7 | 1,917 | 37.1 | - 6.5 | |
| White | 1,159 | 45.0 | 831 | 41.6 | 1,489 | 43.3 | 1,228 | 38.3 | -11.5 | |
| Black | 1,180 | 35.3 | 825 | 36.7 | 847 | 33.6 | 657 | 34.7 | + 3.3 | |
| Spanish | 169 | 43.8 | 142 | 51.4 | 41 | 31.7 | 32 | 40.6 | +28.1 | |
| All Educational Levels Total | 4,196 | 39.7 | 3,087 | 41.1 | 3,728 | 38.3 | 2,970 | 37.2 | - 2.9 | |
| White | 2,057 | 43.7 | 1,533 | 43.2 | 2,310 | 42.5 | 1,850 | 38.8 | - 8.7 | |
| Black | 1,840 | 34.8 | 1,321 | 37.6 | 1,346 | 31.6 | 1,066 | 34.2 | + 8.2 | |
| Spanish | 299 | 41.5 | 233 | 47.2 | 72 | 43.1 | 54 | 44.4 | + 3.0 | |
| City Limits | | | | | | | | | | |
| Non-High School Graduate Total | 2,363 | 25.1 | 1,954 | 30.1 | 1,472 | 23.6 | 1,285 | 28.3 | +19.9 | |
| White | 1,217 | 22.6 | 1,111 | 27.9 | 899 | 22.8 | 814 | 27.3 | +19.7 | |
| Black | 970 | 27.7 | 698 | 32.7 | 541 | 25.3 | 445 | 30.1 | +19.0 | |
| Spanish | 176 | 27.3 | 145 | 34.5 | 32 | 18.8 | 26 | 30.8 | +63.8 | |
| High School Graduate Total | 7,226 | 42.6 | 5,326 | 41.7 | 5,751 | 44.2 | 4,801 | 41.9 | - 5.2 | |
| White | 4,770 | 45.1 | 3,676 | 42.1 | 4,479 | 46.7 | 3,758 | 43.0 | - 7.9 | |
| Black | 2,136 | 36.7 | 1,585 | 39.3 | 1,190 | 34.7 | 966 | 37.5 | + 8.1 | |
| Spanish | 320 | 44.1 | 265 | 49.4 | 82 | 40.2 | 77 | 46.8 | +16.4 | |
| All Educational Levels Total | 11,884 | 42.3 | 9,568 | 42.1 | 9,071 | 44.1 | 7,812 | 43.5 | - 1.4 | |
| White | 7,970 | 45.5 | 6,556 | 43.0 | 7,074 | 47.1 | 6,147 | 45.2 | - 4.0 | |
| Black | 3,364 | 35.2 | 2,548 | 39.2 | 1,864 | 33.1 | 1,542 | 36.4 | +10.0 | |
| Spanish | 550 | 40.9 | 464 | 45.7 | 133 | 39.9 | 123 | 48.0 | +20.3 | |

Table 4

Comparison of All Target Cities Without Los Angeles and
All Control Cities Without Brooklyn, Jan-June 1971 and Jan-June 1972:
Utilization of GI Bill Educational Benefits
(First Term Enlisted Separates)

| Population | All Target Cities Without Los Angeles | | | | All Control Cities Without Brooklyn | | | | | | |
|--------------------------------|---------------------------------------|---------------------------------------|------------------------------|---------------------------------------|-------------------------------------|---------------------------------------|------------------------------|---------------------------------------|-------|--|--|
| | Separations Jan-June 1971 | | Separations Jan-June 1972 | | Separations Jan-June 1971 | | Separations Jan-June 1972 | | | | |
| | Number of Separations | % Utilization as of 31 Dec 1971 | Number of Separations | % Utilization as of 31 Dec 1972 | Number of Separations | % Utilization as of 31 Dec 1971 | Number of Separations | % Utilization as of 31 Dec 1972 | | | |
| Restricted Area | | | | | | | | | | | |
| Non-High School Graduate Total | 1,006 | 19.6 | 592 | 25.0 | 766 | 17.4 | 474 | 23.4 | 34.5 | | |
| White | 373 | 17.4 | 234 | 18.4 | 396 | 16.2 | 241 | 20.3 | 25.3 | | |
| Black | 516 | 20.9 | 290 | 28.6 | 347 | 19.0 | 223 | 27.4 | 44.2 | | |
| Spanish | 117 | 20.5 | 68 | 32.4 | 23 | 13.0 | 10 | 10.0 | -23.1 | | |
| High School Graduate Total | 2,290 | 30.8 | 1,407 | 30.4 | 2,089 | 29.8 | 1,237 | 30.9 | 3.7 | | |
| White | 1,044 | 32.9 | 637 | 33.8 | 1,294 | 32.2 | 789 | 30.9 | -4.0 | | |
| Black | 1,085 | 28.2 | 651 | 25.8 | 774 | 25.8 | 430 | 31.2 | 20.9 | | |
| Spanish | 161 | 34.8 | 119 | 37.8 | 31 | 29.0 | 18 | 22.2 | -23.4 | | |
| All Educational Levels Total | 3,902 | 30.7 | 2,476 | 30.9 | 3,311 | 29.8 | 2,058 | 31.9 | 7.0 | | |
| White | 1,838 | 34.3 | 1,188 | 32.2 | 2,041 | 32.5 | 1,307 | 33.4 | 2.8 | | |
| Black | 1,772 | 27.0 | 1,081 | 28.3 | 1,210 | 25.5 | 720 | 29.7 | 16.5 | | |
| Spanish | 292 | 30.1 | 207 | 37.2 | 60 | 25.0 | 31 | 22.6 | -9.6 | | |
| City Limits | | | | | | | | | | | |
| Non-High School Graduate Total | 2,345 | 18.9 | 1,499 | 23.6 | 1,415 | 17.7 | 951 | 25.1 | 41.8 | | |
| White | 1,246 | 16.7 | 843 | 19.6 | 901 | 16.2 | 628 | 23.7 | 46.3 | | |
| Black | 903 | 21.4 | 529 | 28.4 | 480 | 20.4 | 303 | 28.1 | 37.7 | | |
| Spanish | 196 | 21.4 | 127 | 29.9 | 34 | 17.6 | 20 | 25.0 | 42.0 | | |
| High School Graduate Total | 6,670 | 33.9 | 4,219 | 32.4 | 5,202 | 34.5 | 3,262 | 32.9 | -4.6 | | |
| White | 4,281 | 35.4 | 2,765 | 33.5 | 4,053 | 36.8 | 2,595 | 33.4 | -9.2 | | |
| Black | 2,060 | 30.7 | 1,234 | 29.3 | 1,082 | 25.7 | 619 | 30.9 | 20.2 | | |
| Spanish | 329 | 34.7 | 220 | 35.0 | 67 | 38.8 | 48 | 35.4 | -8.8 | | |
| All Educational Levels Total | 11,239 | 34.2 | 7,604 | 33.2 | 8,568 | 36.0 | 5,689 | 35.1 | -2.5 | | |
| White | 7,376 | 36.7 | 5,150 | 34.2 | 6,732 | 38.5 | 4,554 | 36.2 | -6.0 | | |
| Black | 3,291 | 29.1 | 2,055 | 30.1 | 1,714 | 26.1 | 1,047 | 30.4 | 16.5 | | |
| Spanish | 572 | 32.0 | 399 | 36.6 | 122 | 36.1 | 88 | 34.1 | -5.5 | | |

CHICAGO

Results

There were substantial increases in G.I. Bill utilization rates in Chicago. These increases were most pronounced among non-high school graduates, both in the restricted and the city limits areas. In the city limits area, for example, comparisons between veterans separating from July to December 1970 and those separating from July to December 1971 (this will be referred to as the 70/71 group) showed a 36.4% increase for White non-high school graduates, a 38.0% increase for Blacks, and a 34.5% increase for Spanish-surnamed veterans (See Table 5). There was a similar pattern of increases among non-high school graduates in the city limits, when January-June 1971 separations are compared with January-June 1972 separations (this will be referred to as the 71/72 group). Here there was a 23.2% increase in utilization for Whites, a 57.7% increase for Blacks and 10.3% increase for Spanish-surnamed veterans (See Table 6).

High school graduates also showed increases in the use of G.I. Bill educational benefits. In the city limits area, for the 70/71 group, there was a 2.6% increase (Whites, 6.5% decrease; Blacks, 18.7% increase; Spanish, 18.8% increase); for the 71/72 group there was a 2.7% increase in utilization (Whites, 1.2% decrease; Blacks, 7.6% increase; Spanish, 21.2% increase).

Overall, the 70/71 group shows a 4.8% increase in the restricted area (Whites, 1.3% decrease; Blacks, 10.5% increase; Spanish, 4.5% increase) and a 7.3% increase in the city limits area (Whites, 1.5% decrease; Blacks, 25.7% increase; Spanish, 21.9% increase). A similar pattern exists for 71/72 group, which shows an 11.8% increase in the restricted area (Whites, 0.6% decrease; Blacks, 19.3% increase; Spanish, 33.0% increase) and a 4.6% increase in the city limits area (Whites, 2.9% decrease; Blacks, 18.6% increase; Spanish, 21.9% increase).

In the control city, Philadelphia, while there were some increases in utilization among non-high school graduates, they were not of the size, nor did they occur with the consistency with which they did in Chicago, for the most part. Among non-high school graduates in the city limits area, for example, although the 70/71 group showed a 6.2% decrease in utilization (Whites, 9.6% decrease; Blacks, 3.7% decrease), the 71/72 group showed a 39.2% increase in utilization (Whites, 65.0% increase; Blacks, 26.7% increase).

Overall, in the city limits area, there was a 6.6% decline in G.I. Bill utilization for the 70/71 group (Whites, 10.4% decrease; Blacks, 0.3% increase; Spanish, 72.5% increase, and a 0.7% increase for the 71/72 group (Whites, 0.6% increase; Blacks, 3.3% increase; Spanish, 54.4% increase).

Project Organization and Operation

Sponsorship and Relations With Sponsor. Chicago VETS is a part of the Chicago city government, coming under Model Cities/Chicago Committee on Urban Opportunity. The VETS project comes directly under the Office of Veterans Affairs within Model Cities, which also runs its own veterans program. The Model Cities veterans program has a mission which, by and large, complements the work undertaken by VETS: to provide supportive services, job counseling, and vocational training opportunities. VETS, in Chicago, concentrates on providing access to higher education, remedial education, and classes for General Educational Development (GED) tests.¹

¹The two veterans programs have since merged, under Model Cities/Chicago Committee on Urban Opportunity. Since the model cities program had worked very closely with the VETS program, the merger should work to the advantage of both projects.

According to the Chicago Project Director, relations between the VETS project and the city government have been very good. The Model Cities agency within the Chicago city administration provides supporting services (e.g., accounting, printing, etc.) to the VETS projects. VETS recruiters are provided space by Model Cities in Urban Progress Centers—multi-service centers run by Model Cities. Many different services other than educational counseling can be provided to the interested veteran. Presently, five out of the twelve Urban Progress Centers are staffed by outreach workers from the VETS project. The Project Director is hopeful that five additional Centers can be staffed in the near future.

Staffing. The Chicago VETS project currently employs five outreach workers on a part-time basis, in addition to a Project Director. Each outreach worker works 20 hours a week, using an Urban Progress Center as his base of operations. All outreach workers are currently enrolled in school, most of them in local junior colleges. The majority of the outreach worker's working time is spent out in the community, contacting the returning veterans through lists of educationally disadvantaged veterans supplied by the VA.

The project started with 10 recruiters, but the number dwindled, through attrition, to the current five. The Project Director is now in the process of hiring an additional five recruiters, which will bring the number back up to the original 10. The City had allocated 80 half-time Emergency Employment Act (EEA) slots, to be filled through the VETS project. However, these could not be filled before the freeze on EEA hiring occurred. Plans called for hiring veterans, enrolled in school, who needed part-time jobs to supplement their G.I. Bill benefits. It is hoped that these positions can be filled when the freeze is lifted.

Relationship With the VA. Chicago VETS has experienced no real problems in dealing with the VA. If the veteran is interested in schooling, the VA forms are filled out right in the Urban Progress Center and are then forwarded to the VA. VETS stays in contact with the VA liaison man, following up on paperwork that has been forwarded through VETS. Processing usually takes from 30-60 days. Any problems that arise are handled by VA liaison men and VETS personnel.

The VA supplies staff for orientations for VETS personnel. In addition, it supplies people who participate in rap sessions with the veterans, sponsored by VETS. The VA also supplies a list of returning veterans who are educationally disadvantaged. This is used by the outreach worker in making contacts in the community.

Relationships With Other Local Organizations. A good working relationship exists with the American Red Cross. The Red Cross provides supportive services to veterans, in addition to supplying counseling and legal work for veterans with other than honorable discharges. The Red Cross also makes staff available for informal discussions with veterans. These discussion groups are set up by the VETS project and are well attended. Contacts with the American Legion and the V.F.W. have not proved useful.

The VETS project has contact with several state agencies. The project is now looking into the possibility of state scholarship aid to veterans enrolled in school, and cooperating with the State Employment Service. VETS would like to place counselors in State Employment Service offices, to distribute information and counsel veterans. In addition, a cooperative referral system has been established between the Model City's veterans office and the State Employment Service.

Relationships With Local Educational Institutions. The VETS Project Director has a liaison within most of the colleges and community colleges in the area. Relationship has been especially good with the junior colleges. The VETS project has experienced little trouble in getting veterans admitted to these schools.

In addition, a lot of veterans are referred to the Chicago Skill Center, or decentralized community college, offering remedial and vocational courses as well as regular junior college courses. In addition, G.E.D. courses are conducted in each of the

Table 5

**Target City Chicago Compared With Control City Philadelphia,
July-Dec 1970 and July-Dec 1971:
Utilization of GI Bill Educational Benefits
(First Term Enlisted Separates)**

| Population | Target City: Chicago | | | | | | Control City: Philadelphia | | | | | |
|---------------------------------------|---------------------------|---------------------|-------------|---------------------------|---------------------|-------------|----------------------------|---------------------|-------------|---------------------------|---------------------|-------------|
| | Separations July-Dec 1970 | | | Separations July-Dec 1971 | | | Separations July-Dec 1970 | | | Separations July-Dec 1971 | | |
| | Number of Separations | % Utilization as of | | Number of Separations | % Utilization as of | | Number of Separations | % Utilization as of | | Number of Separations | % Utilization as of | |
| | | 31 Dec 1971 | 31 Dec 1971 | | 31 Dec 1972 | 31 Dec 1972 | | 31 Dec 1971 | 31 Dec 1971 | | 31 Dec 1972 | 31 Dec 1972 |
| Percent Increase or Decrease | | | | | | | | | | | | |
| Restricted Area | 368 | 23.1 | 30.7 | 254 | 30.7 | + 32.9 | 422 | 24.2 | 321 | 23.7 | - 2.1 | |
| Non-High School Graduate Total | 124 | 12.1 | 27.1 | 85 | 27.1 | +124.0 | 212 | 26.4 | 155 | 23.2 | -12.1 | |
| White | 208 | 26.9 | 32.4 | 139 | 32.4 | + 20.4 | 195 | 22.1 | 153 | 24.2 | + 9.5 | |
| Black | 36 | 38.9 | 33.3 | 30 | 33.3 | - 14.4 | 15 | 20.0 | 13 | 23.1 | +15.5 | |
| Spanish | 718 | 40.0 | 38.2 | 489 | 38.2 | - 4.5 | 1,292 | 39.5 | 1,002 | 36.1 | - 8.6 | |
| High School Graduate Total | 257 | 41.2 | 32.3 | 192 | 32.3 | - 21.6 | 780 | 45.3 | 633 | 38.2 | -15.7 | |
| White | 399 | 39.9 | 41.6 | 243 | 41.6 | + 4.3 | 485 | 31.3 | 353 | 32.0 | + 2.2 | |
| Black | 62 | 35.5 | 44.4 | 54 | 44.4 | + 25.1 | 27 | 22.2 | 16 | 43.8 | +97.3 | |
| Spanish | 1,302 | 37.7 | 39.5 | 893 | 39.5 | + 4.8 | 1,917 | 37.6 | 1,457 | 35.0 | - 6.9 | |
| All Educational Levels Total | 543 | 39.0 | 38.5 | 392 | 38.5 | - 1.3 | 1,160 | 43.0 | 896 | 37.3 | -13.3 | |
| White | 653 | 36.3 | 40.1 | 414 | 40.1 | + 10.5 | 714 | 29.8 | 529 | 30.8 | + 3.4 | |
| Black | 106 | 39.6 | 41.4 | 87 | 41.4 | + 4.5 | 43 | 20.9 | 32 | 40.6 | +94.3 | |
| Spanish | 1,051 | 22.4 | 30.0 | 842 | 30.0 | + 33.9 | 511 | 26.0 | 393 | 24.4 | - 6.2 | |
| City Limits | 500 | 18.4 | 25.1 | 447 | 25.1 | + 36.4 | 257 | 28.0 | 190 | 25.3 | - 9.6 | |
| Non-High School Graduate Total | 465 | 25.8 | 31.7 | 317 | 35.6 | + 38.0 | 239 | 24.3 | 188 | 23.4 | - 3.7 | |
| White | 86 | 26.7 | 78 | 35.9 | 34.5 | + 34.5 | 15 | 20.0 | 15 | 26.7 | +33.5 | |
| Black | 2,655 | 39.2 | 40.2 | 2,057 | 40.2 | + 2.6 | 1,772 | 40.7 | 1,355 | 37.5 | - 7.9 | |
| Spanish | 1,637 | 39.9 | 37.3 | 1,304 | 37.3 | - 6.5 | 1,148 | 45.5 | 889 | 39.3 | -13.6 | |
| High School Graduate Total | 867 | 38.6 | 45.8 | 626 | 45.8 | + 18.7 | 595 | 32.3 | 446 | 33.6 | + 4.0 | |
| White | 151 | 35.1 | 41.7 | 127 | 41.7 | + 18.8 | 29 | 27.6 | 20 | 45.0 | +63.0 | |
| Black | 4,593 | 38.1 | 40.9 | 3,714 | 40.9 | + 7.3 | 2,602 | 39.4 | 1,978 | 36.8 | - 6.6 | |
| Spanish | 2,887 | 40.0 | 39.4 | 2,409 | 39.4 | - 1.5 | 1,679 | 44.1 | 1,269 | 39.5 | -10.4 | |
| All Educational Levels Total | 1,452 | 35.0 | 44.0 | 1,073 | 44.0 | + 25.7 | 878 | 31.3 | 671 | 31.4 | + 0.3 | |
| White | 254 | 34.3 | 41.8 | 232 | 41.8 | + 21.9 | 45 | 24.4 | 38 | 42.1 | +72.5 | |
| Black | | | | | | | | | | | | |
| Spanish | | | | | | | | | | | | |

Table 6

**Target City Chicago Compared With Control City Philadelphia,
Jan-June 1971 and Jan-June 1972:
Utilization of GI Bill Educational Benefits
(First Term Enlisted Separates)**

| Population | Target City: Chicago | | | | | | Control City: Philadelphia | | | | | | |
|---------------------------------------|------------------------------|------------------------------|--|------------------------------|------------------------------|--|------------------------------|------------------------------|--|------------------------------|------------------------------|--|---------------------------------------|
| | Separations Jan-June 1971 | | | Separations Jan-June 1972 | | | Separations Jan-June 1971 | | | Separations Jan-June 1972 | | | |
| | Number of Separations | % Utilization 31 Dec 1971 | % Utilization as of Number of Separations | Number of Separations | % Utilization 31 Dec 1972 | % Utilization as of Number of Separations | Number of Separations | % Utilization 31 Dec 1971 | % Utilization as of Number of Separations | Number of Separations | % Utilization 31 Dec 1972 | % Utilization as of Number of Separations | Percent Increase or Decrease |
| Restricted Area | | | | | | | | | | | | | |
| Non-High School Graduate Total | 375 | 18.7 | | 201 | 27.9 | | 408 | 15.2 | | 236 | 22.5 | | +48.0 |
| White | 105 | 13.3 | | 53 | 20.8 | | 203 | 12.8 | | 120 | 21.7 | | +89.5 |
| Black | 221 | 20.8 | | 113 | 32.7 | | 189 | 18.0 | | 110 | 24.5 | | +36.1 |
| Spanish | 49 | 20.4 | | 35 | 22.9 | | 16 | 12.5 | | 6 | -- | | -- |
| High School Graduate Total | 681 | 32.3 | | 375 | 35.5 | | 1,161 | 28.4 | | 630 | 27.9 | | - 1.8 |
| White | 244 | 34.4 | | 157 | 36.9 | | 697 | 29.7 | | 386 | 29.0 | | - 2.4 |
| Black | 376 | 31.1 | | 180 | 31.7 | | 444 | 26.1 | | 232 | 26.7 | | + 2.3 |
| Spanish | 61 | 31.1 | | 38 | 47.4 | | 20 | 35.0 | | 12 | 16.7 | | -52.3 |
| All Educational Levels Total | 1,237 | 30.4 | | 755 | 34.0 | | 1,742 | 27.3 | | 988 | 28.6 | | + 4.8 |
| White | 472 | 34.5 | | 318 | 34.3 | | 1,037 | 29.1 | | 614 | 30.5 | | + 4.8 |
| Black | 650 | 28.0 | | 359 | 33.4 | | 667 | 24.6 | | 354 | 26.3 | | + 6.9 |
| Spanish | 115 | 27.0 | | 78 | 35.9 | | 38 | 26.3 | | 20 | 15.0 | | -43.0 |
| City Limits | | | | | | | | | | | | | |
| Non-High School Graduate Total | 1,045 | 18.5 | | 668 | 24.7 | | 470 | 15.3 | | 286 | 21.3 | | +39.2 |
| White | 497 | 15.1 | | 350 | 18.6 | | 228 | 12.3 | | 148 | 20.3 | | +65.0 |
| Black | 441 | 21.3 | | 241 | 33.6 | | 224 | 18.7 | | 131 | 23.7 | | +26.7 |
| Spanish | 107 | 22.4 | | 77 | 24.7 | | 18 | 11.1 | | 7 | -- | | -- |
| High School Graduate Total | 2,597 | 32.9 | | 1,613 | 33.8 | | 1,560 | 29.9 | | 832 | 27.3 | | - 8.7 |
| White | 1,588 | 33.8 | | 1,028 | 33.4 | | 989 | 31.8 | | 531 | 28.8 | | - 9.4 |
| Black | 861 | 31.4 | | 479 | 33.8 | | 545 | 25.7 | | 288 | 25.0 | | - 2.7 |
| Spanish | 148 | 31.1 | | 106 | 37.7 | | 26 | 42.3 | | 13 | 15.4 | | -63.6 |
| All Educational Levels Total | 4,491 | 32.4 | | 3,148 | 33.9 | | 2,305 | 28.9 | | 1,306 | 29.1 | | + 0.7 |
| White | 2,780 | 34.5 | | 2,063 | 33.5 | | 1,439 | 31.3 | | 841 | 31.5 | | + 0.6 |
| Black | 1,440 | 29.1 | | 877 | 34.5 | | 819 | 24.5 | | 443 | 25.3 | | + 3.3 |
| Spanish | 271 | 28.8 | | 208 | 35.1 | | 47 | 29.8 | | 22 | 13.6 | | -54.4 |

12 Urban Progress Centers, in cooperation with the City Colleges of Chicago. These G.E.D. programs were set up by the VETS project.

Key Functions Added to the Program. (a) G.E.D. program instituted in the 12 Urban Progress Centers, (b) work and cooperation with the American Red Cross on other than honorable discharges, (c) open-ended discussions or rap sessions between veterans and representatives of agencies concerned with veteran's problems instituted.

DISCUSSION

Is this pattern of increases consistent with the scope and goals of the Chicago VETS program? The answer, the authors believe, is a qualified yes. The VETS program in Chicago is a part of the city government, coming under the Model Cities/Chicago Committee on Urban Opportunity. The VETS recruiters in Chicago work out of Urban Progress Centers. These are 12 multi-service centers run by the Model Cities agency, located all over the Chicago Model Cities area. This gives the VETS program wide coverage all over the city. In addition, the Office of Veterans Affairs within Model Cities runs its own veterans' program, which primarily provides job counseling and supportive services for veterans, and refers those interested in schooling to the VETS recruiters. These considerations magnify the effect of the VETS program, which is operating with a relatively small staff.

In addition, remedial education and G.E.D. programs are a high priority within the Chicago program. Since G.E.D. classes are conducted in each of the 12 Urban Progress Centers, this makes the classes particularly accessible to the veteran. These classes were set up by the VETS project in cooperation with the City Colleges of Chicago. The organizational context within which the Chicago VETS project works, the authors believe, considerably magnifies the effect of what is a relatively small program, and makes it very likely that the VETS project in Chicago has had a very beneficial effect on G.I. Bill utilization rates in the city.

The strength of the increases in Chicago was among non-high school graduates and minority group veterans. These increases coincide with the thrust of the VETS program in Chicago. Examination of the utilization trends in Philadelphia support the judgment that the VETS program in Chicago had an impact on usage rates. Increases in Black utilization in the Chicago restricted area were 10.5% for the 70/71 group and 19.3% in the 71/72 group. The comparable groups in Philadelphia posted increases of 3.4% and 6.9%.

However, the pattern of increases in both cities is similar. While the increases seen in Philadelphia were not as large as those shown in Chicago, the rises in utilization in Chicago, especially among non-high school graduates, must be tempered with the experience in Philadelphia, which shows a trend of increasing utilization among these groups.

CLEVELAND

Results

The pattern of percent increases and decreases in G.I. Bill utilization in Cleveland does not lend itself to easy interpretation. In general, utilization in Cleveland has shown a decrease (See Tables 7 and 8). This is particularly true in the city limits area, where there was an overall percent decrease in utilization of 7.4 for the 70/71 group, (Whites, 9.8% decrease; Blacks, 2.4% decrease) and a 20.8% decrease in the 71/72 group (Whites, 20.5% decrease; Blacks, 24.2% decrease). There were some increases in utilization among Blacks

in the restricted area, who would constitute a high priority of the Cleveland project. In the 70/71 group, Black non-high school graduates in the restricted area showed a 37.2% decrease, while Black high school graduates showed a 23.1% increase. In the 71/72 group, Black non-high school graduates showed a 12.4% increase, while Black high school graduates showed an 8.5% decrease in utilization.

This pattern contrasts sharply with the one found in Pittsburgh, the control city. In the city limits area (the restricted area has too few cases to provide reliable utilization rates), Blacks show strong increases in utilization. In the 70/71 group, Black utilization increased 29.2% (non-high school graduates, 31.7% increase; high school graduates, 30.3% increase). In the 71/72 group, Black utilization increased 34.7% (non-high school graduates, 38.2%; high school graduates, 38.9%).

Overall, however, there was a decrease of 2.9% in the 70/71 group (Whites, 7.7% decrease; Blacks, 29.2% increase) and an 0.8% decrease in the 71/72 group (Whites, 5.4% decrease; Blacks, 34.7% increase).

Project Organization and Operation

Sponsorship and Relations With Sponsor. Cleveland VETS is a part of the city administration, coming under the Commissioner of Manpower Development. The Manpower Development Division is, in turn, under the Office of Human Resources and Economic Development. The Project Director for Cleveland VETS serves as part of the Manpower Commissioner's Staff.

The city administration retains control over the project in much the same way as it would over any other city agency. All hiring and firing, and all expenditures for the project, must be approved by the city. This close contact with the city has been the source of some problems for the VETS center. The center was not always made aware of what was expected and what procedures had to be followed. In addition, the amount of red-tape has slowed up progress of the VETS project.

Staffing. There are nine people involved in the Cleveland VETS program. The Project Director, Assistant Project Director and a secretary work out of a central office provided by the city, as do two of the six outreach workers. The remaining four outreach workers are stationed in Neighborhood Opportunity Centers located throughout the city, in low income and minority areas.

The Project Director started work in October 1971. He and a secretary were the only project staff until June 1972. The project was originally allocated EEA slots for 5 full-time and 10 part-time outreach workers. However, the freeze on filling EEA positions hit before the full number could be hired.

In addition, the Manpower Commissioner and members of her staff obligate part of their time to providing assistance and supporting the program.

Relationship With the VA. Contact in the VA has been established with the Chief Benefits Specialist. He does counseling as well as following up on the veteran's benefits application. In general, the VA application forms are filled out in the VETS office, the outreach worker providing help when necessary, and are forwarded from there to the VA. VA contact will then keep VETS center informed on the progress of the application, and any special problems that might arise. This relationship has worked to the mutual benefit of VA and the VETS center.

Relationship With Other Local Groups. VETS is in the process of obtaining a \$5,000 grant from the National Foundation Association. This money will be used as a revolving loan fund for veterans enrolled in school who need temporary financial assistance. This fund should be operational for the spring quarter.² A relationship has also been

²This grant has since been received, and the fund is making loans to veterans enrolled in school. As of November 1973, some new outreach centers had been opened, and some new activities added to the project.

Table 8

**Target City Cleveland Compared With Control City Pittsburgh,
Jan-June 1971 and Jan-June 1972:
Utilization of GI Bill Educational Benefits
(First Term Enlisted Separates)**

| Population | Target City: Cleveland | | | | | | Control City: Pittsburgh | | | | | | | | |
|---------------------------------------|---------------------------|---------------------------------|-----------------------|---------------------------------|------------------------------|-----------------------|---------------------------------|-----------------------|---------------------------------|------------------------------|-----------------------|---------------------------------|------------------------------|-----------------------|---------------------------------|
| | Separations Jan-June 1971 | | | Separations Jan-June 1972 | | | Separations Jan-June 1971 | | | Separations Jan-June 1972 | | | | | |
| | Number of Separations | % Utilization as of 31 Dec 1971 | Number of Separations | % Utilization as of 31 Dec 1972 | Percent Increase or Decrease | Number of Separations | % Utilization as of 31 Dec 1971 | Number of Separations | % Utilization as of 31 Dec 1972 | Percent Increase or Decrease | Number of Separations | % Utilization as of 31 Dec 1972 | Percent Increase or Decrease | | |
| | | | | | | | | | | | | | | Number of Separations | % Utilization as of 31 Dec 1971 |
| Restricted Area | | | | | | | | | | | | | | | |
| Non-High School Graduate Total | 92 | 22.8 | 55 | 27.3 | +19.7 | 25 | 24.0 | 16 | 18.8 | -21.7 | 13 | 23.1 | 10 | 10.0 | -56.7 |
| White | 28 | 14.3 | 15 | 13.3 | -7.0 | 11 | 27.3 | 6 | 33.3 | +22.0 | 11 | 27.3 | 6 | 33.3 | +22.0 |
| Black | 62 | 27.4 | 39 | 30.8 | +12.4 | 1 | 0.0 | 0 | 0.0 | -- | 1 | 0.0 | 0 | 0.0 | -- |
| Spanish | 2 | 0.0 | 1 | 100.0 | -- | | | | | | | | | | |
| High School Graduate Total | 182 | 27.5 | 124 | 25.0 | -9.1 | 60 | 40.0 | 46 | 37.0 | -7.5 | 45 | 37.8 | 31 | 32.3 | -14.6 |
| White | 63 | 27.0 | 28 | 25.0 | -7.4 | 15 | 46.7 | 15 | 46.7 | 0.0 | | | | | |
| Black | 115 | 27.0 | 93 | 24.7 | -8.5 | | | | | | | | | | |
| Spanish | 4 | 50.0 | 3 | 33.3 | -33.4 | | | | | | | | | | |
| All Educational Levels Total | 293 | 27.6 | 189 | 26.5 | -4.0 | 99 | 35.4 | 76 | 32.9 | -7.1 | 71 | 35.2 | 53 | 28.3 | -19.6 |
| White | 101 | 26.7 | 47 | 23.4 | -12.4 | 27 | 37.0 | 23 | 43.5 | +17.6 | 1 | 0.0 | 0 | 0.0 | -- |
| Black | 186 | 28.0 | 138 | 26.8 | -4.3 | | | | | | | | | | |
| Spanish | 6 | 33.3 | 4 | 50.0 | +50.2 | | | | | | | | | | |
| City Limits | | | | | | | | | | | | | | | |
| Non-High School Graduate Total | 235 | 21.3 | 152 | 18.4 | -13.6 | 136 | 25.0 | 89 | 31.5 | +26.0 | 98 | 22.4 | 70 | 27.1 | +21.0 |
| White | 136 | 16.9 | 79 | 11.4 | -32.5 | 35 | 34.3 | 19 | 47.4 | +38.2 | 3 | 0.0 | 0 | 0.0 | -- |
| Black | 96 | 28.1 | 71 | 23.9 | -14.9 | | | | | | | | | | |
| Spanish | 3 | 0.0 | 2 | 100.0 | -- | | | | | | | | | | |
| High School Graduate Total | 710 | 31.7 | 441 | 24.7 | -22.1 | 509 | 34.4 | 320 | 32.2 | -6.4 | 467 | 31.3 | 271 | 31.4 | -10.5 |
| White | 467 | 31.3 | 271 | 25.5 | -18.5 | 63 | 27.0 | 48 | 37.5 | +38.9 | 237 | 32.5 | 163 | 27.0 | -28.3 |
| Black | 237 | 32.5 | 163 | 23.3 | -28.3 | 2 | 100.0 | 1 | 0.0 | -- | | | | | |
| Spanish | 6 | 33.3 | 7 | 28.6 | -14.1 | | | | | | | | | | |
| All Educational Levels Total | 1,091 | 31.7 | 702 | 25.1 | -20.8 | 806 | 36.0 | 532 | 35.7 | -0.8 | 722 | 31.7 | 440 | 36.9 | +5.4 |
| White | 722 | 31.7 | 440 | 25.2 | -20.5 | 109 | 30.3 | 76 | 40.8 | +34.7 | 359 | 31.8 | 253 | 24.1 | -24.2 |
| Black | 359 | 31.8 | 253 | 24.1 | -24.2 | 6 | 33.3 | 1 | 0.0 | -- | | | | | |
| Spanish | 10 | 30.0 | 9 | 44.4 | +48.0 | | | | | | | | | | |

established with the National Council of Churches. This group is doing some work on the emotional needs and readjustment problems of returning Vietnam veterans.

Several city agencies have provided assistance to the VETS center. A very good relationship exists between VETS and the Cleveland anti-poverty agency. The Council for Economic Opportunity (CEO) has provided space and furniture for outreach workers in five of its local centers. The Director of CEO is on the VETS Advisory Board. The EEA Director has also provided assistance by helping get veterans hired. All EEA slots to be filled are funneled through the VETS office. About 130 veterans have been placed on public employment through the VETS center. Some of these are being transferred from EEA to the permanent city payroll.

The State Employment Service provides job counseling, and also supplies the VETS center with a list of veterans recently separated from service. Contacts established with the American Legion and the Urban League have not been productive.

Relationship With Local Educational Institutions. The VETS center in Cleveland has contact with a number of colleges, community colleges, and vocational schools in the area. The contacts with community colleges have proved the most successful. The community colleges seem more interested in having veterans enroll. They had cancelled a short-term loan program but, after negotiations with VETS, agreed to reopen the program for veterans. The community colleges also try very hard to find part-time jobs for veterans who need to supplement their VA checks. Nearly 100 veterans have been placed in the East Campus of the Community College system.

Central State University has also been very cooperative. Tuition will be waived for any veteran until his VA checks start coming in. Every veteran is also promised a part-time job if he wants it.

Vocational training opportunities are available through adult education, apprenticeship programs, private schools, and the community colleges. The community colleges are in the process of starting an Upward Bound program for veterans.

Key Functions Added to the Program. The VETS center acts as a clearinghouse for public employment for veterans in Cleveland. VETS has one counselor who specializes in dealing with people who have other than honorable discharges. He works with veterans in cooperation with the Red Cross. Prisoners in the city workhouse are given the opportunity to attend community college. VETS has worked with prisoners who are veterans, getting them into this program.

Discussion

This pattern of results contrasts with the authors' impression that the Cleveland project was a particularly active one, although rather a small program. It should be noted that the Cleveland project was one of those that engaged quite heavily in those activities which do not receive "credit" for the purposes of this evaluation (e.g. job counseling and work with veterans who had other than honorable discharges).

While there were some increases in Cleveland that seem consistent with the aims of the program, these gains were neither consistent nor large when compared to the utilization trends in Pittsburgh or among the control cities as a whole. Since the program's outreach centers were located mainly in poverty areas, the main impact of the program would be felt in the restricted area. As mentioned above, this effect was not consistently seen. However, because of the small numbers of separated veterans in Pittsburgh's restricted area, a direct comparison between the two cities was not possible.

The conclusion that was drawn, based on the city limits comparisons, is that the impact of the VETS program in Cleveland did not manifest itself in increases in G.I. Bill utilization among the groups considered for study. In this case, the conclusion drawn from the comparisons of utilization rates does not agree with the perceived quality of the

program in Cleveland. Given the priorities and size of the program (only 6 outreach workers as of February 1973) up against the rather large size of the veteran population in Cleveland, however, it is perhaps unrealistic to expect the impact of the program to be felt in increased utilization rates city-wide.

DENVER

Results

In Denver, there were some strong gains in utilization shown by Spanish-surnamed veterans, especially non-high school graduates (See Tables 9 and 10). Among Spanish-surnamed veterans in the restricted area, there was a 17.9% increase in utilization for the 70/71 group (non-high school, 42.9% increase; high school graduates, 8.5% increase) and a 0.3% decrease in the 71/72 group (non-high school graduates, 94.7% increase; high school graduates, 34.3% decrease). The same trend exists in the city limits area, where non-high school graduate Spanish-surnamed individuals showed a 38.8% increase in the 70/71 group. Blacks in Denver, although not a large segment of the veteran population, also showed increases in utilization. Overall, Blacks in the city limits area showed a 9.7% increase in the 70/71 group and an 8.7% increase in the 71/72 group.

Whites, on the other hand, generally made less use of their G.I. Bill benefits, the one exception being Whites in the 70/71 restricted area group. Here, overall participation increased 9.8% (non-high school graduates, 2.5% increase; high school graduates, 14.8% increase). The 71/72 group in the restricted area showed a 22.0% decrease in utilization (non-high school graduates, 54.3% decrease; high school graduates, 12.6% decrease). In the city limits area, White utilization decreased 6.8% among the 70/71 group and 11.1% among the 71/72 group.

In contrast, Omaha, the control city, shows general decreases in utilization. It should be noted that the minority veteran group in Omaha is very small, which precludes meaningful comparisons with comparable groups in Denver.

As in Denver, Whites generally showed decreased utilization. In the restricted area, overall participation decreased 5.1% for the 70/71 group, and 14.0% for the 71/72 group. In the city limits area, utilization dropped 6.8% for the 70/71 group and 14.9% for the 71/72 group. Interestingly, White non-high school graduates in the city limits area showed increases in utilization—36.8% for the 70/71 group and 28.3% for the 71/72 group.

Project Organization and Operation

Sponsorship and Relations With Sponsor. Denver Veterans' Opportunity Center is presently run under the sponsorship of Metropolitan State College. However, through February 15, 1973, the project had been run by the local Urban Coalition.³

The Urban Coalition was the fiscal agent for the project, approving all expenditures made by the office. However, aside from retaining fiscal control, the Urban Coalition chose to let the program run autonomously.

Impact of Local Political Situation. The project has had little contact with the city administration. At the start of the project, EEA slots were promised by the city. Three full-time EEA slots have been received; these have been split into six half-time slots.

³The planning grant transferring control of the VETS project was to expire on 30 April 1973. However, around the end of February, the VETS National Director had to inform Denver that their contract would not be renewed after the planning grant money ran out. Denver then asked that there be a no-cost extension of the planning grant until 30 June 1973. The request was approved by OEO. In new funding that was received from OEO, however, Denver was reinstated as a VETS target city, with a contract to run from 1 July 1973 to 30 June 1974.

Table 9

**Target City Denver Compared With Control City Omaha,
July-Dec 1970 and July-Dec 1971:
Utilization of GI Bill Educational Benefits
(First Term Enlisted Separates)**

| Population | Target City: Denver | | | | | | Control City: Omaha | | | | | | |
|--------------------------------|---------------------------|---------------------------------|-----------------------|---------------------------------|-----------------------|---------------------------------|---------------------------|---------------------------------|-----------------------|---------------------------------|-----------------------|---------------------------------|------------------------------|
| | Separations July-Dec 1970 | | | Separations July-Dec 1971 | | | Separations July-Dec 1970 | | | Separations July-Dec 1971 | | | Percent Increase or Decrease |
| | Number of Separations | % Utilization as of 31 Dec 1971 | Number of Separations | % Utilization as of 31 Dec 1971 | Number of Separations | % Utilization as of 31 Dec 1972 | Number of Separations | % Utilization as of 31 Dec 1971 | Number of Separations | % Utilization as of 31 Dec 1972 | | | |
| | | | | | | | | | | | Number of Separations | % Utilization as of 31 Dec 1971 | |
| Restricted Area | 100 | 29.0 | 64 | 32.8 | +13.1 | 27 | 14.8 | 14 | 0.0 | -- | 14 | 0.0 | |
| Non-High School Graduate Total | 46 | 28.3 | 31 | 29.0 | +2.5 | 11 | 9.1 | 10 | 0.0 | -- | 10 | 0.0 | -- |
| White | 11 | 54.5 | 6 | 50.0 | -8.3 | 14 | 21.4 | 4 | 0.0 | -- | 4 | 0.0 | -- |
| Black | 43 | 23.3 | 27 | 33.3 | +42.9 | 2 | 0.0 | 0 | 0.0 | -- | 0 | 0.0 | -- |
| Spanish | 249 | 42.6 | 187 | 47.6 | +11.7 | 78 | 43.6 | 84 | 33.3 | -23.6 | 84 | 33.3 | -23.6 |
| High School Graduate Total | 163 | 41.1 | 125 | 47.2 | +14.8 | 60 | 38.3 | 52 | 28.8 | -24.8 | 52 | 28.8 | -24.8 |
| White | 23 | 30.4 | 13 | 23.1 | -24.0 | 17 | 64.7 | 27 | 37.0 | -42.8 | 27 | 37.0 | -42.8 |
| Black | 63 | 50.8 | 49 | 55.1 | +8.5 | 1 | 0.0 | 5 | 60.0 | -- | 5 | 60.0 | -- |
| Spanish | 406 | 40.9 | 325 | 45.2 | +10.5 | 136 | 41.9 | 132 | 38.6 | -7.9 | 132 | 38.6 | -7.9 |
| All Educational Levels Total | 255 | 40.8 | 219 | 44.8 | +9.8 | 92 | 39.1 | 89 | 37.1 | -5.1 | 89 | 37.1 | -5.1 |
| White | 35 | 40.0 | 24 | 37.5 | -6.3 | 40 | 50.0 | 38 | 39.5 | -21.0 | 38 | 39.5 | -21.0 |
| Black | 116 | 41.4 | 82 | 48.8 | +17.9 | 4 | 25.0 | 5 | 60.0 | +140.0 | 5 | 60.0 | +140.0 |
| Spanish | 138 | 30.4 | 104 | 33.7 | +10.9 | 64 | 17.2 | 50 | 22.0 | +27.9 | 50 | 22.0 | +27.9 |
| City Limits | 72 | 30.6 | 58 | 32.8 | +7.2 | 46 | 17.4 | 42 | 23.8 | +36.8 | 42 | 23.8 | +36.8 |
| Non-High School Graduate Total | 16 | 50.0 | 13 | 38.5 | -23.0 | 15 | 20.0 | 6 | 0.0 | -- | 6 | 0.0 | -- |
| White | 50 | 24.0 | 33 | 33.3 | +38.8 | 3 | 0.0 | 2 | 50.0 | -- | 2 | 50.0 | -- |
| Black | 557 | 47.2 | 410 | 47.8 | +1.3 | 306 | 50.0 | 329 | 44.7 | -10.6 | 329 | 44.7 | -10.6 |
| Spanish | 424 | 49.1 | 325 | 47.4 | -3.5 | 279 | 49.8 | 286 | 45.5 | -8.6 | 286 | 45.5 | -8.6 |
| High School Graduate Total | 49 | 28.6 | 25 | 36.0 | +25.9 | 24 | 58.3 | 30 | 36.7 | -37.0 | 30 | 36.7 | -37.0 |
| White | 84 | 48.8 | 60 | 55.0 | +12.7 | 3 | 0.0 | 13 | 46.2 | -- | 13 | 46.2 | -- |
| Black | 930 | 47.5 | 782 | 46.4 | -2.3 | 508 | 50.8 | 533 | 47.3 | -6.9 | 533 | 47.3 | -6.9 |
| Spanish | 704 | 50.0 | 629 | 46.6 | -6.8 | 452 | 51.8 | 472 | 46.3 | -6.8 | 472 | 46.3 | -6.8 |
| All Educational Levels Total | 78 | 37.2 | 49 | 40.8 | +9.7 | 46 | 47.9 | 46 | 37.0 | -22.8 | 46 | 37.0 | -22.8 |
| White | 148 | 41.2 | 104 | 48.1 | +16.7 | 8 | 12.5 | 15 | 46.7 | +273.6 | 15 | 46.7 | +273.6 |
| Black | | | | | | | | | | | | | |
| Spanish | | | | | | | | | | | | | |

Table 10
Target City Denver Compared With Control City Omaha,
Jan-June 1971 and Jan-June 1972:
Utilization of GI Bill Educational Benefits
(First Term Enlisted Separates)

| Population | Target City: Denver | | | | | | Control City: Omaha | | | | | | |
|--------------------------------|---------------------------|---------------------------------|-----------------------|---------------------------------|------------------------------|-----------------------|---------------------------------|-----------------------|---------------------------------|------------------------------|-----------------------|---------------------------------|------------------------------|
| | Separations Jan-June 1971 | | | Separations Jan-June 1972 | | | Separations Jan-June 1971 | | | Separations Jan-June 1972 | | | |
| | Number of Separations | % Utilization as of 31 Dec 1971 | Number of Separations | % Utilization as of 31 Dec 1972 | Percent Increase or Decrease | Number of Separations | % Utilization as of 31 Dec 1971 | Number of Separations | % Utilization as of 31 Dec 1972 | Percent Increase or Decrease | Number of Separations | % Utilization as of 31 Dec 1972 | Percent Increase or Decrease |
| | | | | | | | | | | | | | |
| Restricted Area | | | | | | | | | | | | | |
| Non-High School Graduate Total | 89 | 23.6 | 58 | 24.1 | + 2.1 | 25 | 24.0 | 16 | 25.0 | + 4.2 | | | |
| White | 39 | 28.2 | 31 | 12.9 | -54.3 | 18 | 27.8 | 10 | 20.0 | - 28.1 | | | |
| Black | 13 | 23.1 | 8 | 37.5 | +62.3 | 6 | 16.7 | 5 | 40.0 | +139.5 | | | |
| Spanish | 37 | 18.9 | 19 | 36.8 | +94.7 | 1 | 0.0 | 1 | 0.0 | - | | | |
| High School Graduate Total | 231 | 32.5 | 148 | 26.4 | -18.8 | 78 | 39.7 | 60 | 28.3 | - 28.7 | | | |
| White | 145 | 31.7 | 94 | 27.7 | -12.6 | 56 | 39.3 | 49 | 26.5 | - 32.6 | | | |
| Black | 23 | 17.4 | 8 | 12.5 | -28.2 | 21 | 42.9 | 9 | 33.3 | - 22.4 | | | |
| Spanish | 63 | 39.7 | 46 | 26.1 | -34.3 | 1 | 0.0 | 2 | 50.0 | - | | | |
| All Educational Levels Total | 386 | 32.6 | 288 | 27.6 | -15.3 | 128 | 36.7 | 93 | 31.2 | - 15.0 | | | |
| White | 243 | 34.6 | 174 | 27.0 | -22.0 | 97 | 37.1 | 72 | 31.9 | - 14.0 | | | |
| Black | 40 | 22.5 | 22 | 18.2 | -19.1 | 29 | 37.9 | 18 | 27.8 | - 26.6 | | | |
| Spanish | 103 | 32.0 | 72 | 31.9 | - 0.3 | 2 | 0.0 | 3 | 33.3 | - | | | |
| City Limits | | | | | | | | | | | | | |
| Non-High School Graduate Total | 138 | 23.2 | 97 | 21.7 | - 6.5 | 41 | 22.0 | 39 | 28.2 | + 28.2 | | | |
| White | 74 | 25.7 | 63 | 17.5 | -31.9 | 31 | 22.6 | 31 | 29.0 | + 28.3 | | | |
| Black | 24 | 20.8 | 9 | 33.3 | +60.1 | 7 | 14.3 | 6 | 33.3 | +132.9 | | | |
| Spanish | 40 | 20.0 | 25 | 28.0 | +40.0 | 3 | 33.3 | 2 | 0.0 | - | | | |
| High School Graduate Total | 500 | 38.0 | 327 | 33.6 | -11.6 | 295 | 43.4 | 208 | 33.7 | - 22.4 | | | |
| White | 361 | 39.1 | 248 | 34.7 | -11.3 | 260 | 44.6 | 190 | 33.7 | - 24.4 | | | |
| Black | 46 | 26.1 | 22 | 36.4 | +39.5 | 29 | 37.9 | 12 | 33.3 | - 12.1 | | | |
| Spanish | 93 | 39.8 | 57 | 28.1 | -29.4 | 6 | 16.7 | 6 | 33.3 | + 99.4 | | | |
| All Educational Levels Total | 861 | 37.6 | 638 | 34.6 | - 8.0 | 512 | 44.3 | 346 | 37.6 | - 15.1 | | | |
| White | 636 | 39.8 | 495 | 35.4 | -11.1 | 462 | 45.5 | 313 | 38.7 | - 14.9 | | | |
| Black | 80 | 26.3 | 49 | 28.6 | + 8.7 | 39 | 35.9 | 24 | 29.2 | - 18.7 | | | |
| Spanish | 145 | 34.5 | 94 | 34.0 | - 1.4 | 11 | 27.3 | 9 | 22.2 | - 18.7 | | | |

The project has done some work on the state level. They have had contacts with state senators and representatives, advocating the passage of a State G.I. Bill of Rights. The State G.I. Bill would include reemployment rights and free tuition for veterans at state universities.

Staffing. The project got underway in February 1972. At that time, six outreach workers were hired, in addition to the Director and a secretary. In June 1972 an outreach coordinator was added to the staff. He left in September, however, when the funds for the position, provided by the National Council of Churches, ran out. In November 1972 a new Project Director was hired. The number of outreach workers remained at six. However, the National Council of Churches has recently committed money to hire five student veteran recruiters on College Work Study. These new workers have not yet been added to the staff.

Relationship With the VA. The relationship between the VA and the project has been fairly good. The VA has made personnel available for VETS staff orientations. However, delays and problems frequently arise in getting veterans their checks. The Project Director feels that these delays stem from understaffing and the amount of red tape at the VA, rather than VA indifference to the veterans.

The VA forms are filled out at the outreach centers and sent over to the VA. The outreach workers follow up on applications with the VA, and try to expedite the processing.

Relationships With Other Local Groups. The Denver VETS project has a number of useful relationships with local groups. The project has been working closely with the American Red Cross in getting less-than-honorable discharges and disability ratings reviewed, for example.

The Denver project also works with the National Alliance of Businessmen, attempting to find jobs for veterans. As in other cities, this contact has not proved all that useful, the jobs being mostly of a menial sort. The relationship between the project and the Mountain Bell Telephone Company has proved very helpful. The telephone company alerts the project about all employment opportunities, and quite a few placements have been made. The project has a very useful relationship with the AFofL/CIO. Through the AFofL/CIO, veterans have been placed in union apprenticeship positions. Suburban cities and the Federal Career Service also notify VETS of job opportunities.

The local anti-poverty agency has cooperated with the project. Three of the project's five outreach centers are in OEO Action Centers. Two additional ones are in community centers. The VETS project coordinates with the GI Forum, also. GI Forum refers veterans interested in school to VETS, while VETS refers people interested in full-time jobs to GI Forum.

The VETS project, in cooperation with the American Red Cross, has made a proposal for a revolving emergency loan fund for veterans enrolled in school. The proposal, made to the United Way fund, was for \$10,000. The Project Director has received preliminary indications that the proposal will be approved, although probably not for the full amount. The money would be used to help veterans buy necessities while waiting for the VA support checks to come through.

Relationships With Local Educational Institutions. Cooperation between the project and local educational institutions has been very good. The project has always cooperated very closely with Metro State College. Metro is located right in Denver and has a variety of programs available, including Veterans Upward Bound, and a

College-preparation program.⁴ The Community College of Denver has three campuses in the city. In addition to the two-year course of study, they have a G.E.D. program. Vocational and technical courses are offered by Emily Griffith Opportunity School, which also offers a G.E.D. program. The University of Colorado also has a Denver campus. So far, no veteran has been refused admission to Metro or Community College of Denver. Both of these institutions have a veterans' counselor.

VETS, in cooperation with the schools, tries to find a part-time job for every veteran interested in one, to supplement his VA checks.

Discussion

As in the case of Chicago, these gains in G.I. Bill utilization are consistent with the VETS program in Denver. Again, as in Chicago, the Denver VETS center has space in community center and neighborhood multi-service centers. Two outreach centers are in community centers, three are located in OEO Action Centers. There also seems to be ready availability of G.E.D. programs for non-high school graduates, Metro City College and the Community College of Denver (three campuses) both offer G.E.D. programs. Metro also has a Veterans Upward Bound program. The Denver VETS project works out of Metro City College. In addition, Mexican-American veterans are a high priority group for the Denver VETS project.

The small numbers of minority group veterans in Omaha make comparisons of performance in the two cities difficult. The pattern of utilization among Whites is very similar. In the city limits area, both cities show overall decreases in utilization of roughly the same magnitude. Among minority group veterans, however, Denver clearly showed a trend of increasing utilization consistent with the goals of the program. Overall, in the Denver city limits area utilization among Blacks increased 9.7% in 70/71 and 8.7% in 71/72, while utilization decreased 22.8% and 18.7% for the same groups in Omaha. In both of these cities, however, the Black veteran population is not large.

In Denver, the Spanish population of veterans in the groups studied is quite large. There were 491 Spanish-surnamed veterans in Denver in the four groups studied; there were only 43 Spanish-surnamed veterans in the four groups in Omaha. No comparisons can be made for this group between Omaha and Denver. As mentioned above, the increases that were seen among Spanish veterans correspond closely with the goals of the program. It is felt that the Denver program did impact on these rates; however, there was a trend of increasing utilization among minority veterans and the gains in Denver should be seen in this light.

DETROIT

Results

There were general decreases in G.I. Bill utilization during the periods studied in Detroit (See Tables 11 and 12). In the city limits area, there was an 8.4% decrease in the 70/71 group (Whites, 8.5% decrease; Blacks, 5.0% decrease) and a 14.3% decrease in the 71/72 groups (Whites, 17.6% decrease; Blacks, 11.6% decrease). The Spanish population identified in Detroit was judged too small to produce reliable utilization rates.

⁴The VETS Project Director is now trying to consolidate and coordinate the programs for veterans in the Denver area at Metro State. This consolidated outreach program will include three programs operating at Metro, as well as programs that were operating out of Community College of Denver, Arapahoe Community College, and Colorado University at Denver Center. Under the unified program, to be called Veterans Information Program, each institution provides a portion of operating personnel, materials, and funds.

Table 11

**Target City Detroit Compared With Control City St. Louis,
July-Dec 1970 and July-Dec 1971:
Utilization of GI Bill Educational Benefits
(First Term Enlisted Separates)**

| Population | Target City: Detroit | | | | | | Control City: St. Louis | | | | | | |
|---------------------------------------|---------------------------|---|-----------------------|---|-----------------------|---|----------------------------|---|-----------------------|---|-----------------------|---|------------------------------|
| | Separations July-Dec 1970 | | | Separations July-Dec 1971 | | | Separations July-Dec 1970. | | | Separations July-Dec 1971 | | | |
| | Number of Separations | % Utilization as of Separations 31 Dec 1971 | Number of Separations | % Utilization as of Separations 31 Dec 1971 | Number of Separations | % Utilization as of Separations 31 Dec 1972 | Number of Separations | % Utilization as of Separations 31 Dec 1971 | Number of Separations | % Utilization as of Separations 31 Dec 1971 | Number of Separations | % Utilization as of Separations 31 Dec 1972 | |
| | | | | | | | | | | | | | Percent Increase or Decrease |
| Restricted Area | 154 | 27.3 | 129 | 31.0 | 163 | 25.2 | 150 | 32.7 | 163 | 25.2 | 150 | 32.7 | +29.8 |
| Non-High School Graduate Total | 48 | 16.7 | 31 | 19.4 | 24 | 16.7 | 29 | 24.1 | 24 | 16.7 | 29 | 24.1 | +44.3 |
| White | 103 | 32.0 | 97 | 35.1 | 139 | 26.6 | 121 | 34.7 | 139 | 26.6 | 121 | 34.7 | +30.5 |
| Black | 3 | 33.3 | 1 | 0.0 | 0 | 0.0 | 0 | 0.0 | 0 | 0.0 | 0 | 0.0 | -- |
| Spanish | 337 | 35.6 | 270 | 32.2 | 221 | 34.4 | 215 | 37.7 | 221 | 34.4 | 215 | 37.7 | + 9.6 |
| High School Graduate Total | 101 | 37.6 | 61 | 37.7 | 41 | 29.3 | 44 | 31.8 | 41 | 29.3 | 44 | 31.8 | + 8.5 |
| White | 232 | 34.5 | 203 | 30.1 | 179 | 35.8 | 170 | 39.4 | 179 | 35.8 | 170 | 39.4 | +10.1 |
| Black | 4 | 50.0 | 6 | 50.0 | 1 | 0.0 | 1 | 0.0 | 1 | 0.0 | 1 | 0.0 | -- |
| Spanish | 543 | 35.7 | 441 | 35.2 | 430 | 32.6 | 409 | 37.6 | 430 | 32.6 | 409 | 37.6 | +15.3 |
| All Educational Levels Total | 176 | 36.4 | 104 | 35.6 | 83 | 30.1 | 88 | 35.2 | 83 | 30.1 | 88 | 35.2 | +16.9 |
| White | 358 | 34.9 | 330 | 34.8 | 344 | 32.9 | 319 | 38.2 | 344 | 32.9 | 319 | 38.2 | +16.1 |
| Black | 9 | 55.6 | 7 | 42.9 | 3 | 66.7 | 2 | 50.0 | 3 | 66.7 | 2 | 50.0 | -25.0 |
| Spanish | 393 | 25.4 | 333 | 26.1 | 368 | 21.7 | 366 | 29.8 | 368 | 21.7 | 366 | 29.8 | +37.3 |
| City Limits | 208 | 22.6 | 165 | 21.2 | 196 | 17.3 | 206 | 25.2 | 196 | 17.3 | 206 | 25.2 | +45.7 |
| Non-High School Graduate Total | 175 | 29.1 | 163 | 31.9 | 170 | 27.1 | 159 | 35.9 | 170 | 27.1 | 159 | 35.9 | +32.5 |
| White | 10 | 20.0 | 5 | 0.0 | 2 | 0.0 | 1 | 0.0 | 2 | 0.0 | 1 | 0.0 | -- |
| Black | 1,125 | 40.4 | 915 | 35.8 | 1,082 | 43.3 | 1,047 | 43.8 | 1,082 | 43.3 | 1,047 | 43.8 | + 1.2 |
| Spanish | 659 | 42.2 | 514 | 39.5 | 832 | 45.2 | 789 | 44.5 | 832 | 45.2 | 789 | 44.5 | - 1.5 |
| High School Graduate Total | 453 | 36.9 | 384 | 30.7 | 240 | 36.3 | 248 | 41.5 | 240 | 36.3 | 248 | 41.5 | +14.3 |
| White | 13 | 69.2 | 17 | 41.2 | 10 | 60.0 | 10 | 40.0 | 10 | 60.0 | 10 | 40.0 | -33.3 |
| Black | 1,758 | 39.4 | 1,464 | 36.1 | 1,908 | 42.0 | 1,916 | 45.1 | 1,908 | 42.0 | 1,916 | 45.1 | + 7.4 |
| Spanish | 1,051 | 41.3 | 834 | 37.8 | 1,438 | 44.3 | 1,448 | 46.7 | 1,438 | 44.3 | 1,448 | 46.7 | + 5.4 |
| All Educational Levels Total | 680 | 35.9 | 607 | 34.1 | 452 | 33.6 | 452 | 40.3 | 452 | 33.6 | 452 | 40.3 | +19.9 |
| White | 27 | 51.9 | 23 | 30.4 | 18 | 66.7 | 16 | 43.8 | 18 | 66.7 | 16 | 43.8 | -34.3 |
| Black | | | | | | | | | | | | | |
| Spanish | | | | | | | | | | | | | |

Table 12
Target City Detroit Compared With Control City St. Louis,
Jan-June 1971 and Jan-June 1972:
Utilization of GI Bill Educational Benefits
(First Term Enlisted Separates)

| Population | Target City: Detroit | | | | | | Control City: St. Louis | | | | | |
|--------------------------------|---------------------------|---------------------------------|-----------------------|---------------------------------|------------------------------|-----------------------|---------------------------------|-----------------------|---------------------------------|------------------------------|--|--|
| | Separations Jan-June 1971 | | | Separations Jan-June 1972 | | | Separations Jan-June 1971 | | | Separations Jan-June 1972 | | |
| | Number of Separations | % Utilization as of 31 Dec 1971 | Number of Separations | % Utilization as of 31 Dec 1972 | Percent Increase or Decrease | Number of Separations | % Utilization as of 31 Dec 1971 | Number of Separations | % Utilization as of 31 Dec 1972 | Percent Increase or Decrease | | |
| Restricted Area | 156 | 21.8 | 92 | 21.7 | -0.5 | 136 | 24.3 | 90 | 33.3 | +37.0 | | |
| Non-High School Graduate Total | 41 | 12.2 | 25 | 16.0 | +31.1 | 31 | 19.4 | 18 | 22.2 | +14.4 | | |
| White | 112 | 25.0 | 65 | 24.0 | -1.6 | 103 | 25.2 | 72 | 36.1 | +43.3 | | |
| Black | 3 | 33.3 | 2 | 0.0 | - | 2 | 50.0 | 0 | 0.0 | - | | |
| Spanish | 362 | 26.0 | 214 | 23.4 | -10.0 | 235 | 23.8 | 140 | 33.6 | +41.2 | | |
| High School Graduate Total | 84 | 33.3 | 55 | 23.6 | -29.1 | 47 | 29.8 | 33 | 18.2 | -38.9 | | |
| White | 274 | 24.1 | 153 | 22.2 | -7.9 | 187 | 22.5 | 107 | 38.3 | +70.2 | | |
| Black | 4 | 0.0 | 6 | 50.0 | - | 1 | 0.0 | 0 | 0.0 | - | | |
| Spanish | 576 | 26.9 | 345 | 23.8 | -11.5 | 438 | 29.2 | 281 | 34.2 | +17.1 | | |
| All Educational Levels Total | 150 | 31.3 | 91 | 20.9 | -33.2 | 102 | 34.3 | 68 | 29.4 | -14.3 | | |
| White | 418 | 25.4 | 244 | 24.2 | -4.7 | 333 | 27.6 | 213 | 35.7 | +29.3 | | |
| Black | 8 | 25.0 | 10 | 40.0 | +60.0 | 3 | 33.3 | 0 | 0.0 | - | | |
| Spanish | 389 | 17.2 | 217 | 21.2 | +23.3 | 379 | 19.0 | 257 | 29.2 | +53.7 | | |
| City Limits | 207 | 13.0 | 106 | 19.8 | +52.3 | 229 | 14.8 | 157 | 26.1 | +76.4 | | |
| Non-High School Graduate Total | 176 | 22.2 | 104 | 22.1 | -0.5 | 148 | 25.0 | 98 | 33.7 | +34.8 | | |
| White | 6 | 16.7 | 7 | 28.6 | +71.3 | 2 | 50.0 | 2 | 50.0 | 0.0 | | |
| Black | 1,123 | 31.8 | 626 | 27.5 | -13.5 | 1,155 | 35.6 | 793 | 34.2 | -3.9 | | |
| Spanish | 589 | 34.9 | 325 | 28.6 | -18.1 | 903 | 39.0 | 627 | 32.7 | -16.2 | | |
| High School Graduate Total | 504 | 28.4 | 287 | 25.4 | -10.6 | 247 | 22.7 | 160 | 39.4 | +73.6 | | |
| White | 20 | 25.0 | 14 | 42.9 | +71.6 | 5 | 60.0 | 6 | 50.0 | -16.7 | | |
| Black | 1,752 | 31.4 | 1,006 | 26.9 | -14.3 | 2,230 | 38.5 | 1,530 | 35.0 | -9.1 | | |
| Spanish | 974 | 34.6 | 541 | 28.5 | -17.6 | 1,763 | 41.4 | 1,198 | 34.5 | -16.7 | | |
| All Educational Levels Total | 747 | 27.6 | 442 | 24.4 | -11.6 | 456 | 27.2 | 315 | 36.5 | +34.2 | | |
| White | 31 | 25.8 | 23 | 39.1 | +51.6 | 11 | 54.5 | 17 | 41.2 | -24.4 | | |
| Black | | | | | | | | | | | | |
| Spanish | | | | | | | | | | | | |

Non-high school graduates showed some sporadic increases in utilization. In the city limits area, non-high school graduates showed a 2.8% increase in the 70/71 group (Whites, 6.2% decrease; Blacks, 9.6% increase) and a 23.3% increase in the 71/72 group (Whites, 52.3% increase; Blacks, 0.5% decrease). High school graduates showed consistent declines in utilization over the period studied. This was generally true in both the restricted and city limits areas.

Conversely, St. Louis, the control city, showed consistent and substantial gains in VA utilization. These increases in utilization were particularly strong among Blacks and among non-high school graduates. In the restricted area, non-high school graduates showed a 29.8% increase in the 70/71 group (Whites, 44.3% increase; Blacks, 30.5% increase) and a 37.0% increase in the 71/72 groups (Whites, 14.4% increase; Blacks, 43.3% increase). There were comparable gains made by non-high school graduates in the city limits area. Black high school graduates also showed consistent increases in utilization. In the 70/71 group Black high school graduates evidenced a 10.1% increase in the restricted area and a 14.3% increase in the city limits area, for the 71/72 group the comparable numbers are a 70.2% increase and a 73.6% increase.

Project Organization and Operation

Sponsorship and Relations With Sponsor. The VETS project in Detroit is run under the name of CERV (Center for the Education of Returning Veterans). The Detroit project was set up by 21 institutions of higher education in the Detroit area. The project grew out of a meeting in which most schools in the Detroit area met to discuss the problems of veterans as they related to higher education. Twenty-one of the schools decided to form a consortium to do something about veteran problems. Each school designated a veterans' counselor, and set up part-time slots for student veterans to act as outreach workers. CERV negotiated to fund these slots, receiving primary funding through EEA and secondary funding through the College Work Study Program (CWSP).⁵

The VETS grant was approved by the Mayor's office, but paid directly to Wayne State University, which acted as the fiscal agent for the consortium. A change of administration at Wayne State delayed the implementation of the grant until January 1972. The CERV program is governed by an Executive Board, made up of members elected by the consortium participants. As fiscal agent, however, Wayne State University has ultimate responsibility for approving expenditures for the project.

Two areas of concern, in the current situation, were expressed by the Project Director. First, the Executive Board, interested in balancing the power that Wayne State had as fiscal agent, tended to over-manage the project. The Project Director had little latitude to meet demands as they arose on a day-to-day basis. Second, the schools were not enthusiastic about making the project into an outreach program, preferring to keep their staff as an in-house veterans' advisory group. Most of the outreach work that is done, is done out of the main office.

Staffing. The Project Director for the CERV project started work in January 1972. The main office was staffed and set up between January and April. There are four outreach workers, all student veterans working part-time, in the main office. In addition, one recruiter works out of the office in the city of Pontiac.

⁵The Detroit project was reorganized on 1 August 1973. On that date, the sponsor became the mayor's Committee on Human Resource Development. The program was taken out of the 21-college consortium, and the goals of the program were changed. Now, the project will concentrate on outreach activities in Detroit. The VETS staff will concentrate on recruiting veterans for education and training from Detroit, rather than servicing veterans already enrolled in school or interested in enrolling in one of the consortium schools.

Each school in the consortium supplies a veterans' counselor, plus some student recruiters. There are 25 veterans' counselors (some schools have multiple campuses) and approximately 78 student recruiters working out of participating schools. Student recruiters are paid through a variety of means—College Work Study, EEA funds, or institutional money.

Relationship With the VA. The VA regional office has cooperated up to a point with the VETS project in Detroit. The VA helped the Project Director brief and instruct the VETS staff, including veterans' counselors from the participating institutions. The Project Director has been able to cut red tape somewhat, shortening the time between enrollment and the start of G.I. Bill payments. VA forms are processed at the school the veteran is interested in attending, and forwarded to the VA.

Relationships With Other Local Groups. The Project Director has made many contacts with local agencies engaged in anti-poverty work, or interested in helping veterans. He has set up a cross-referral system. Cooperating agencies steer veterans toward the CERV program, CERV refers veterans whose needs are best met by another agency to that agency. The American Legion has provided the CERV project with its list of returning veterans. This is used for outreach work.

Michigan Employment Security Commission has given permission to CERV to set up an information table in some of its offices. Literature is distributed to veterans as they come into the offices. A recruiter is stationed at the table for counseling.

The CERV project received \$1000 from New Detroit, a local group interested in urban reform and revitalization.

The National Alliance of Businessmen has been furnishing a job list to CERV. The job placement operation has not met with a lot of success, however. This stems mainly from the fact that the jobs available were of a menial type, not offering much of a future.

Relationship With Local Educational Institutions. Since the Detroit project grew out of a consortium of 21 institutions of higher education, the relationship between CERV and the local schools is very good. The Project Director reports no trouble in placing students in the schools, some, in fact, have open admissions. The 21 schools provide a variety of programs, one of which is almost surely fitted to a veteran's abilities and interests. Vocational courses, as well as regular college courses, are available through the schools. Any veteran who goes to one of the participating schools will be referred to another, if that particular school is not right for him.

Discussion

The Detroit VETS project has an organizational setup that is very different from the other VETS cities evaluated in this report, since the project is really a consortium of 21 Detroit area colleges and universities. The project is quite large, utilizing over 100 people on a part-time basis, over a five-county area. Yet the Detroit program does not have a large outreach program in operation. The outreach work, for the most part, is done from the main office with a small staff. Resources are concentrated on providing in-house veteran's affairs staffs for the members of the consortium.

There are, then, two constraining influences on the interpretation of the Detroit utilization rates: (a) although the staff is quite large, the outreach work done by the project is a relatively minor part of its functions; (b) the Detroit project covers a five-county area, but the utilization rates presented here are only for the city of Detroit.

With these constraints in mind, it must be said that no positive influences on the G.I. Bill utilization rates can be seen as a result of the presence of the Detroit VETS project. The prime target of the Detroit project, as a consortium of 21 area colleges, should be high school graduates. Among high school graduates, however, there were

consistent declines in utilization. While there were some increases shown by non-high school graduates, these were neither consistent with the programs set up, nor substantial when compared with the control city.

INDIANAPOLIS

Results

The veteran population in the restricted area of Indianapolis is small, and only the White population is large enough to produce stable utilization rates. Therefore, this discussion will concern only the city limits area.

In the city limits area, there is a fairly encouraging pattern of increases in G.I. Bill utilization (See Tables 13 and 14). There were increases among non-high school graduates, and among Black high school graduates. In the 70/71 group, non-high school graduates showed a 1.1% decrease in utilization (Whites, 4.2% increase; Blacks, 7.8% decrease). In the 71/72 group, however, there was a healthy 40.6% increase in utilization (Whites, 39.0% increase; Blacks, 32.7% increase). While there was a 11.9% decrease in utilization among high school graduates in the 70/71 group, Blacks in this group showed a 6.3% increase in utilization. In the 71/72 group there was a 9.2% increase among high school graduates, Whites showed a 2.2% increase and Blacks a 29.4% increase in utilization.

In Columbus, the control city, there was a general pattern of increased utilization. Among non-high school graduates in the city limits area, there was a 94.4% increase in the 70/71 group (Whites, 92.4% increase; Blacks, 94.0% increase) and a 37.3% increase in the 71/72 group (Whites, 33.0% increase; Blacks 123.2% increase). Increases among high school graduates were more modest, although increases among Blacks were still substantial. In the 70/71 group, high school graduates in the city limits area showed a 3.3% decrease in utilization (Whites, 9.6% decrease; Blacks, 47.0% increase) and the 71/72 group showed a 17.9% increase (Whites, 14.9% increase; Blacks, 36.6% increase).

Project Organization and Operation

Sponsorship and Relations With Sponsor. The Indianapolis VETS project is part of the city administration, coming under the Metropolitan Manpower Commission. The Project Director is a city employee on loan to the project from the Department of Metropolitan Development. Being within the city government has allowed the project to draw on resources available through the city. Six of the project's ten outreach centers are located in agencies of the city or state government. In addition, the city has made available 30 full-time EEA slots, to be filled with veteran recruiters. Initially, there was some lack of cooperation on the part of the city administration, resulting in difficulty in obtaining authorized resources. However, that situation has changed substantially. Budgetary problems have been satisfactorily resolved, and previously lacking material items have been supplied. Presently, the Mayor, both Deputy Mayors, the Press Secretary, and the Administrative Assistant are giving consistent support to the program. There also has been some conflict between the project and its host agency, Metropolitan Manpower Commission. However, according to the Project Director, most of these in-house problems have been circumvented.

According to information received from National VETS in November 1973, there are now 13 outreach centers in addition to the main office. There are four recruiters now employed with funds provided by VETS, and 13 employed with EEA funds. Three of these are part-time. An additional ten full-time staff members can now be hired with EEA money.

Impact of Local Political Situation. The national elections had an impact on the progress of the local project. Much of the local city administration was involved in the campaign and did not have the time to respond adequately to the needs of the project. In addition, the Chairman of the Advisory Committee was running for Congress, and could not devote a lot of his time to the project. As a result, the Advisory Committee met very infrequently, and could not provide the needed guidance to the project. However, subsequent to the national elections, the obstacles presented by this political activity no longer exist.

Staffing. The Indianapolis project was funded in June 1971. In June they started with two part-time recruiters, who were working on a bounty system. They received \$5 for each veteran enrollment in an institution of higher education. This system did not work to the satisfaction of the Project Director and, in December 1971, the system was changed. The project had received six half-time EEA slots, which they filled with six part-time student-veteran recruiters. In May 1972, the project received 30 full-time EEA slots from the city. However, all of these positions were not filled when a freeze on EEA hiring went into effect. The project presently has 11 part-time and seven full-time counselors paid through EEA, and has permission to hire replacements for those who leave. In addition, the project employs three recruiter supervisors and a Deputy Director.

Relationship With the VA. A good working relationship exists between the project and the VA regional office. The Project Director knew people in the VA before coming on the VETS project, and knew how the VA system operated. He now has frequent contact with the VA regional director. The VETS project follows up on applicants coming through their office. The VA is helpful in solving problems that might arise. VA application forms are filled out by the individual at the VA. The VA has also made personnel available to help in the training of outreach workers for the VETS project.

Relationship With Other Local Groups. A number of local groups have provided assistance to the VETS project. The American Legion, whose national headquarters is in Indianapolis, supplies the project with a mailing list of recently separated veterans. This list is used to make phone contacts. The American Legion has also made personnel available for training sessions for outreach workers, as has the League of Women Voters.

A number of local groups have contributed space for outreach centers. One American Legion Post, located in the central city, serves as an outreach center. In addition, outreach centers are located in two church centers, and a community center, each located in a different part of Indianapolis and serving a different low income or minority population.

The Indianapolis project has worked with the National Alliance of Businessmen (N.A.B.S.), in trying to obtain jobs for veterans. N.A.B.S. has given the project a large number of job pledges, which are not necessarily committed jobs. Although a few jobs have been secured through N.A.B.S., the project has not reviewed many job orders.

Indiana Department of Employment Security has provided technical assistance to the project, and made personnel available for job counseling. One of the project's outreach centers is located in an Employment Security office.

Relationships With Local Educational Institutions. Local institutions are cooperating with the VETS project. However, most of the educational institutions in Indianapolis are private, and the tuition is, by and large, too high for most minority or low income veterans. Indiana University does have a campus in Indianapolis. It offers a four-year program and, in addition, has a program for those interested in college but lacking a high school diploma. Cooperation between Indiana University and the VETS project has been good.

Unfortunately, there are no community colleges in Indianapolis. Vocational education can be handled through adult education courses, night school, or private vocational institutions.

Table 13

**Target City Indianapolis Compared With Control City Columbus,
July-Dec 1970 and July-Dec 1971:
Utilization of GI Bill Educational Benefits
(First Term Enlisted Separates)**

| Population | Target City: Indianapolis | | | | | | Control City: Columbus | | | | | | |
|---------------------------------------|---------------------------|---------------------------------|-----------------------|---------------------------------|-----------------------|---------------------------------|---------------------------|---------------------------------|-----------------------|---------------------------------|-----------------------|---------------------------------|------------------------------|
| | Separations July-Dec 1970 | | | Separations July-Dec 1971 | | | Separations July-Dec 1970 | | | Separations July-Dec 1971 | | | |
| | Number of Separations | % Utilization as of 31 Dec 1971 | Number of Separations | % Utilization as of 31 Dec 1971 | Number of Separations | % Utilization as of 31 Dec 1972 | Number of Separations | % Utilization as of 31 Dec 1970 | Number of Separations | % Utilization as of 31 Dec 1971 | Number of Separations | % Utilization as of 31 Dec 1972 | |
| | | | | | | | | | | | | | Percent Increase or Decrease |
| | | | | | | | | | | | | | |
| Restricted Area | | | | | | | | | | | | | |
| Non-High School Graduate Total | | | | | | | | | | | | | |
| White | 50 | 32.0 | 39 | 28.2 | | | 139 | 14.4 | | 103 | 26.2 | | + 81.9 |
| Black | 39 | 28.2 | 33 | 27.3 | | | 91 | 14.3 | | 70 | 25.7 | | + 79.7 |
| Spanish | 11 | 45.5 | 6 | 33.3 | | | 47 | 14.9 | | 33 | 27.3 | | + 83.2 |
| Total | 0 | 0.0 | 0 | 0.0 | | | 1 | 0.0 | | 0 | 0.0 | | -- |
| High School Graduate Total | | | | | | | | | | | | | |
| White | 96 | 38.5 | 90 | 34.4 | | | 430 | 35.1 | | 282 | 39.4 | | + 12.3 |
| Black | 75 | 32.0 | 73 | 31.5 | | | 319 | 38.2 | | 215 | 40.9 | | + 7.1 |
| Spanish | 20 | 60.0 | 16 | 50.0 | | | 110 | 26.4 | | 66 | 33.3 | | + 26.1 |
| Total | 1 | 100.0 | 1 | 0.0 | | | 1 | 0.0 | | 1 | 100.0 | | -- |
| All Educational Levels Total | | | | | | | | | | | | | |
| White | 161 | 40.4 | 141 | 34.8 | | | 675 | 36.0 | | 467 | 40.0 | | + 11.1 |
| Black | 129 | 36.4 | 116 | 32.8 | | | 507 | 39.8 | | 353 | 41.9 | | + 5.3 |
| Spanish | 31 | 54.8 | 24 | 45.8 | | | 166 | 24.7 | | 112 | 33.0 | | + 33.6 |
| Total | 1 | 100.0 | 1 | 0.0 | | | 2 | 0.0 | | 2 | 100.0 | | -- |
| City Limits | | | | | | | | | | | | | |
| Non-High School Graduate Total | | | | | | | | | | | | | |
| White | 144 | 26.4 | 115 | 26.1 | | | 180 | 14.4 | | 157 | 28.0 | | + 94.4 |
| Black | 97 | 23.7 | 81 | 24.7 | | | 132 | 14.4 | | 119 | 27.7 | | + 92.4 |
| Spanish | 47 | 31.9 | 34 | 29.4 | | | 47 | 14.9 | | 38 | 28.9 | | + 94.0 |
| Total | 0 | 0.0 | 0 | 0.0 | | | 1 | 0.0 | | 0 | 0.0 | | -- |
| High School Graduate Total | | | | | | | | | | | | | |
| White | 346 | 41.3 | 283 | 36.4 | | | 742 | 42.3 | | 530 | 40.9 | | - 3.3 |
| Black | 246 | 41.9 | 203 | 34.0 | | | 616 | 45.6 | | 449 | 41.2 | | - 9.6 |
| Spanish | 98 | 39.8 | 78 | 42.3 | | | 125 | 26.4 | | 80 | 38.8 | | + 47.0 |
| Total | 2 | 50.0 | 2 | 0.0 | | | 1 | 0.0 | | 1 | 100.0 | | -- |
| All Educational Levels Total | | | | | | | | | | | | | |
| White | 561 | 40.6 | 476 | 35.9 | | | 1,195 | 43.9 | | 927 | 43.8 | | - 0.2 |
| Black | 407 | 41.3 | 354 | 35.0 | | | 1,007 | 47.4 | | 792 | 44.7 | | - 5.7 |
| Spanish | 152 | 38.8 | 120 | 38.3 | | | 185 | 25.4 | | 132 | 37.1 | | + 46.1 |
| Total | 2 | 50.0 | 2 | 0.0 | | | 3 | 33.3 | | 3 | 100.0 | | +200.3 |

Table 14

**Target City Indianapolis Compared With Control City Columbus,
Jan-June 1971 and Jan-June 1972:
Utilization of GI Bill Educational Benefits
(First Term Enlisted Separates)**

| Population | Target City: Indianapolis | | | | | | Control City: Columbus | | | | | |
|--------------------------------|---------------------------|---------------------------------|-----------------------|---------------------------------|------------------------------|-----------------------|---------------------------------|-----------------------|---------------------------------|------------------------------|-----------------------|---------------------------------|
| | Separations Jan-June 1971 | | | Separations Jan-June 1972 | | | Separations Jan-June 1971 | | | Separations Jan-June 1972 | | |
| | Number of Separations | % Utilization as of 31 Dec 1971 | Number of Separations | % Utilization as of 31 Dec 1972 | Percent Increase or Decrease | Number of Separations | % Utilization as of 31 Dec 1971 | Number of Separations | % Utilization as of 31 Dec 1972 | Percent Increase or Decrease | Number of Separations | % Utilization as of 31 Dec 1972 |
| | | | | | | | | | | | | |
| Restricted Area | | | | | | | | | | | | |
| Non-High School Graduate Total | 52 | 7.7 | 38 | 28.9 | +275.3 | 109 | 14.7 | 76 | 19.7 | +34.0 | | |
| White | 44 | 6.8 | 30 | 26.7 | +292.6 | 82 | 18.3 | 52 | 23.1 | +26.2 | | |
| Black | 7 | 14.3 | 8 | 37.5 | +162.2 | 27 | 3.7 | 24 | 12.5 | +237.8 | | |
| Spanish | 1 | 0.0 | 0 | 0.0 | -- | 0 | 0.0 | 0 | 0.0 | -- | | |
| High School Graduate Total | 97 | 20.0 | 60 | 18.3 | - 11.2 | 305 | 29.2 | 223 | 32.3 | + 10.6 | | |
| White | 77 | 20.8 | 52 | 19.2 | - 7.7 | 220 | 31.8 | 168 | 32.7 | + 2.8 | | |
| Black | 20 | 20.0 | 8 | 12.5 | - 37.5 | 83 | 21.7 | 54 | 31.5 | + 45.2 | | |
| Spanish | 0 | 0.0 | 0 | 0.0 | -- | 2 | 50.0 | 1 | 0.0 | -- | | |
| All Educational Levels Total | 161 | 18.6 | 112 | 25.0 | + 34.4 | 498 | 30.9 | 373 | 34.0 | + 10.0 | | |
| White | 130 | 17.7 | 96 | 25.0 | + 41.2 | 378 | 34.1 | 286 | 37.1 | + 8.8 | | |
| Black | 30 | 23.3 | 16 | 25.0 | + 7.3 | 115 | 19.1 | 86 | 24.4 | + 27.7 | | |
| Spanish | 1 | 0.0 | 0 | 0.0 | -- | 5 | 60.0 | 1 | 0.0 | -- | | |
| City Limits | | | | | | | | | | | | |
| Non-High School Graduate Total | 147 | 19.7 | 112 | 27.7 | + 40.6 | 146 | 15.8 | 106 | 21.7 | + 37.3 | | |
| White | 93 | 17.2 | 71 | 23.9 | + 39.0 | 117 | 17.9 | 80 | 23.8 | + 33.0 | | |
| Black | 53 | 24.5 | 40 | 32.5 | + 32.7 | 29 | 6.9 | 26 | 15.4 | +123.2 | | |
| Spanish | 1 | 0.0 | 1 | 100.0 | -- | 0 | 0.0 | 0 | 0.0 | -- | | |
| High School Graduate Total | 334 | 28.4 | 245 | 31.0 | + 9.2 | 604 | 30.8 | 424 | 36.3 | + 17.9 | | |
| White | 227 | 27.8 | 183 | 28.4 | + 2.2 | 504 | 32.3 | 358 | 37.1 | + 14.9 | | |
| Black | 107 | 29.9 | 62 | 38.7 | + 29.4 | 98 | 22.4 | 62 | 30.6 | + 36.6 | | |
| Spanish | 0 | 0.0 | 0 | 0.0 | -- | 2 | 50.0 | 4 | 50.0 | 0.0 | | |
| All Educational Levels Total | 553 | 30.7 | 421 | 32.1 | + 4.6 | 960 | 33.6 | 724 | 37.7 | + 12.2 | | |
| White | 382 | 30.6 | 309 | 29.8 | - 2.6 | 817 | 35.4 | 621 | 39.8 | + 12.4 | | |
| Black | 169 | 30.8 | 111 | 37.8 | + 22.7 | 138 | 22.5 | 98 | 24.5 | + 8.9 | | |
| Spanish | 2 | 50.0 | 1 | 100.0 | +100.0 | 5 | 60.0 | 5 | 40.0 | - 33.3 | | |

Key Functions Added to the Program. VETS counsels veterans who have received less-than-honorable discharges, and starts proceedings to get the discharge reviewed, in cooperation with other local agencies. VETS will help cut through the red tape and assist the veteran to find the health services or drug counseling facility that meets his or his family's needs.

Discussion

While there were some increases in G.I. Bill utilization in Indianapolis, these are somewhat overshadowed by the substantial increases in Columbus, the control city. However, a number of factors should be taken into consideration. First, the Indianapolis project is another that is involved in activities that are not reflected in this evaluation. Second, Indianapolis offers a rather limited range of educational opportunities for veterans—most of the college-level educational institutions in Indianapolis are private, and there are no community colleges, although there is a branch of Indiana University. Columbus is the site of a very large state university. Finally, the initial utilization rates (31 December 1971) for non-high school graduates were considerably lower in Columbus than in Indianapolis, especially among Blacks in the restricted areas.

Although it is felt that the Indianapolis project has had an impact on the utilization rates in that city, the factors just mentioned should temper interpretation of the data.

LOS ANGELES

Results

In Los Angeles, non-high school graduates and Spanish-surnamed veterans both showed a pattern of increases in utilization of the G.I. Bill (See Tables 15 and 16). In the city limits area, the non-high school graduates in the 70/71 group showed a 18.8% increase (Whites, 1.4% increase; Blacks 9.3% increase; Spanish, 42.0% increase). In the 71/72 group, the same group showed a 12.0% increase (Whites, 26.0% increase; Blacks, 3.4% increase; Spanish, 11.6% increase). Among high school graduates in the city limits area, Whites showed a 0.8% decrease in 70/71, a 17.2% decrease in 71/72; Blacks showed a 3.3% decrease in 70/71, a 4.9% increase in 71/72; Spanish-surnamed veterans showed a 0.4% decrease in 70/71 and a 11.9% increase in 71/72.

These increases in G.I. Bill utilization in Los Angeles are dwarfed by the pattern of increases found in Brooklyn, the control city. Increases in utilization in Brooklyn were very substantial and occurred across all ethnic, geographic and racial subgroups. The sole decrease in utilization (2.1%) occurred among White high school graduates in the 71/72 group in the city limits area. As in Los Angeles, the most substantial increases in utilization occurred among non-high school graduates and among Spanish-surnamed veterans. In the restricted area, for example, Spanish-surnamed non-high school graduates showed a 97.3% increase in 70/71 and a 122.4% increase in 71/72; Blacks showed a 38.7% increase in 70/71, and a 84.1% increase in 71/72. Gains made by high school graduates were more modest, although quite substantial for Spanish-surnamed veterans.

Project Organization and Operation

The Los Angeles VETS project represents a unique case in terms of structure and operations. Therefore, the format used to present the summaries of the other on-going VETS projects appears to be inappropriate. At the time the interviews were conducted in Los Angeles, the VETS program consisted of three different elements. There appeared to

be a strong likelihood of changes in the Los Angeles set-up due both to funding difficulties and problems of interface between the Project Director and one of these three activities.⁶

The Los Angeles Project Director has served a coordinating function rather than a supervisory function. The VETS funds have been used to create a number of part-time positions that are distributed to three organizations: the UCLA Veterans Special Education Program (VSEP), the LA County Outreach Program and the Veterans Guidance and Counseling Center (VGCC).⁷ Personnel funded through VETS (the local administrative umbrella is the LA Urban Coalition) are under the direct supervision of the heads of these three organizations and the indirect supervision of the Project Director. The Project Director assists all of these organizations in searching for funds, recruiting outreach workers, arranging media coverage, and providing whatever technical assistance is required.

The VETS project has provided funding for the salaries of approximately twenty-six people. Most of this money comes directly from the VETS contract, but there are also some EEA and Economic and Youth Opportunities Agency (EYOA) positions. The distribution of these positions among the three elements of the LA program breaks down to approximately ten each to VGCC and LA County Outreach, and approximately five to VSEP. The three programs are very different both in mission and in population served.

The UCLA VSEP Program is designed to prepare educationally disadvantaged veterans for college. The focus is on basic courses and strong counseling and tutoring, both from peers and staff members with special skills in these areas. The staff members supplied by VETS serve as recruiters who find new enrollees for the program. The VSEP program draws on a mixture of Whites, Spanish-surnames, and Blacks for its participants and has been very successful in attracting veterans.

On the other hand, the Veterans Guidance and Counseling Center is basically a Black program located in a storefront in a Black area of LA. Here the VETS-funded staff members serve as outreach workers. The outreach effort normally consists of mail-outs to veterans on lists provided by the VA, followed up by telephone calls or additional letters. There is no active "door-knocking" effort.⁸ The emphasis of this program is strongly on enrollment in four-year colleges. There is not a strong employment effort, nor is there an effort to enroll veterans in community/junior colleges. The individuals who direct this program try to get the veterans to come to the office rather than to talk at home, viewing a home visit as an invasion of the veteran's privacy. The center does have a very complete collection of college catalogs and application forms, test application forms, and other information.

There is apparently a good relationship between VGCC and the local staff members of the California congressional delegation, who have been helpful in resolving bureaucratic problems.

The LA County Outreach Program emphasizes work among Chicano veterans, although it is not nearly as exclusively Chicano as the Veterans Guidance and Counseling Center is exclusively Black. This is a county-wide program with a number of field locations and people located on college campuses. The recruiters spend time on a regular basis on a campus, in the field doing follow-up, and in the office. The walk-in business is so large that it is felt that little field work is necessary. Because this is an official branch

⁶ As of November 1973, some changes had been made.

⁷ VETS has recently lent staff support to two new agencies in the LA area—the United Veterans Clearinghouse, and the College Commitment Program of UCLA Extension.

⁸ According to recent information, two VETS outreach workers are now working out of the Veterans Guidance and Counseling Center.

Table 15

**Target City Los Angeles Compared With Control City Brooklyn,
July-Dec 1970 and July-Dec 1971:
Utilization of GI Bill Educational Benefits
(First Term Enlisted Separates)**

| Population | Target City: Los Angeles | | | | Control City: Brooklyn | | | | |
|---------------------------------------|------------------------------|---------------------------------------|------------------------------|---------------------------------------|------------------------------|---------------------------------------|------------------------------|---------------------------------------|-------|
| | Separations July-Dec 1970 | | Separations July-Dec 1971 | | Separations July-Dec 1970 | | Separations July-Dec 1971 | | |
| | Number of Separations | % Utilization as of 31 Dec 1971 | Number of Separations | % Utilization as of 31 Dec 1972 | Number of Separations | % Utilization as of 31 Dec 1971 | Number of Separations | % Utilization as of 31 Dec 1972 | |
| Restricted Area | | | | | | | | | |
| Non-High School Graduate Total | 191 | 40.3 | 174 | 46.0 | 461 | 20.8 | 370 | 31.9 | +53.4 |
| White | 30 | 40.0 | 31 | 29.0 | 102 | 16.7 | 97 | 24.7 | +47.9 |
| Black | 74 | 47.3 | 63 | 49.2 | 222 | 24.3 | 190 | 33.7 | +38.7 |
| Spanish | 87 | 34.5 | 80 | 50.0 | 137 | 18.3 | 83 | 36.1 | +97.3 |
| High School Graduate Total | 645 | 45.4 | 527 | 46.1 | 1,028 | 34.6 | 744 | 42.9 | +24.0 |
| White | 124 | 47.6 | 110 | 45.5 | 339 | 38.1 | 236 | 48.7 | +27.8 |
| Black | 321 | 42.4 | 247 | 43.3 | 502 | 33.7 | 383 | 37.9 | +12.5 |
| Spanish | 200 | 49.0 | 170 | 50.6 | 187 | 31.0 | 125 | 47.2 | +52.3 |
| All Educational Levels Total | 1,028 | 46.8 | 869 | 48.7 | 1,609 | 32.3 | 1,200 | 39.3 | +21.7 |
| White | 240 | 51.3 | 211 | 47.9 | 510 | 36.9 | 377 | 41.1 | +11.4 |
| Black | 461 | 45.8 | 362 | 45.3 | 763 | 31.8 | 607 | 36.9 | +16.0 |
| Spanish | 327 | 45.0 | 296 | 53.4 | 336 | 26.5 | 216 | 43.1 | +62.6 |
| City Limits | | | | | | | | | |
| Non-High School Graduate Total | 297 | 38.4 | 250 | 45.6 | 639 | 22.8 | 486 | 31.9 | +39.9 |
| White | 87 | 36.8 | 75 | 37.3 | 246 | 23.2 | 181 | 28.2 | +21.6 |
| Black | 91 | 45.1 | 75 | 49.3 | 235 | 24.7 | 208 | 32.7 | +32.4 |
| Spanish | 119 | 34.5 | 100 | 49.0 | 158 | 19.6 | 97 | 37.1 | +89.3 |
| High School Graduate Total | 1,179 | 47.2 | 912 | 46.6 | 1,791 | 36.9 | 1,194 | 41.5 | +12.5 |
| White | 450 | 47.6 | 341 | 47.2 | 1,007 | 39.3 | 616 | 42.2 | +7.4 |
| Black | 453 | 45.0 | 322 | 43.5 | 550 | 34.9 | 427 | 39.1 | +12.0 |
| Spanish | 276 | 50.0 | 249 | 49.8 | 234 | 31.2 | 151 | 45.0 | +44.2 |
| All Educational Levels Total | 1,973 | 49.6 | 1,543 | 50.3 | 2,770 | 35.8 | 1,890 | 40.1 | +12.0 |
| White | 851 | 51.8 | 642 | 52.3 | 1,534 | 39.5 | 954 | 41.3 | +4.6 |
| Black | 652 | 47.8 | 488 | 45.5 | 826 | 32.8 | 678 | 37.6 | +14.6 |
| Spanish | 470 | 47.9 | 413 | 52.8 | 410 | 27.8 | 258 | 41.9 | +50.7 |

Table 16

**Target City Los Angeles Compared With Control City Brooklyn,
Jan-June 1971 and Jan-June 1972:
Utilization of GI Bill Educational Benefits,
(First Term Enlisted Separates)**

| Population | Target City: Los Angeles | | | | | | Control City: Brooklyn | | | | | |
|---------------------------------------|------------------------------|------------------------------|----------------------|------------------------------|------------------------------|------------------------------------|------------------------------|------------------------------|----------------------|------------------------------|------------------------------|------------------------------------|
| | Separations Jan-June 1971 | | | Separations Jan-June 1972 | | | Separations Jan-June 1971 | | | Separations Jan-June 1972 | | |
| | Number of Separations | % Utilization 31 Dec 1971 | as of Separations | Number of Separations | % Utilization 31 Dec 1972 | Percent Increase or Decrease | Number of Separations | % Utilization 31 Dec 1971 | as of Separations | Number of Separations | % Utilization 31 Dec 1972 | Percent Increase or Decrease |
| | | | | | | | | | | | | |
| Restricted Area | | | | | | | | | | | | |
| Non-High School Graduate Total | 188 | 32.4 | 136 | 35.3 | + 9.0 | 444 | 18.9 | 276 | 35.9 | + 89.9 | | |
| White | 26 | 34.6 | 27 | 40.7 | +17.6 | 99 | 16.2 | 62 | 25.8 | + 59.3 | | |
| Black | 74 | 32.4 | 54 | 31.5 | - 2.8 | 203 | 20.7 | 160 | 38.1 | + 84.1 | | |
| Spanish | 88 | 31.8 | 55 | 36.4 | +14.5 | 142 | 18.3 | 54 | 40.7 | +122.4 | | |
| High School Graduate Total | 653 | 37.2 | 397 | 35.3 | - 5.1 | 853 | 24.7 | 540 | 32.4 | + 31.2 | | |
| White | 148 | 47.3 | 83 | 42.2 | -10.8 | 287 | 24.7 | 150 | 30.7 | + 24.3 | | |
| Black | 295 | 32.5 | 178 | 29.8 | - 8.3 | 406 | 24.9 | 301 | 33.6 | + 34.9 | | |
| Spanish | 210 | 36.7 | 136 | 38.2 | + 4.1 | 160 | 24.4 | 89 | 31.5 | + 29.1 | | |
| All Educational Levels Total | 1,053 | 37.9 | 693 | 36.0 | - 5.0 | 1,445 | 24.8 | 915 | 34.9 | + 40.7 | | |
| White | 255 | 46.7 | 177 | 44.1 | - 5.6 | 482 | 25.9 | 256 | 32.8 | + 26.6 | | |
| Black | 445 | 33.5 | 283 | 31.1 | - 7.2 | 650 | 25.2 | 506 | 36.0 | + 42.9 | | |
| Spanish | 353 | 37.1 | 223 | 35.9 | - 3.2 | 313 | 22.0 | 153 | 34.6 | + 57.3 | | |
| City Limits | | | | | | | | | | | | |
| Non-High School Graduate Total | 284 | 29.2 | 208 | 32.7 | +12.0 | 613 | 20.7 | 393 | 35.6 | + 72.0 | | |
| White | 67 | 26.9 | 59 | 33.9 | +26.0 | 233 | 20.2 | 147 | 27.2 | + 34.7 | | |
| Black | 98 | 29.6 | 72 | 30.6 | + 3.4 | 220 | 22.3 | 183 | 40.4 | + 81.2 | | |
| Spanish | 119 | 30.3 | 77 | 33.8 | +11.6 | 160 | 19.4 | 63 | 41.3 | +112.9 | | |
| High School Graduate Total | 1,119 | 39.2 | 741 | 38.1 | - 2.8 | 1,412 | 29.1 | 883 | 33.3 | + 14.4 | | |
| White | 419 | 47.7 | 291 | 39.5 | -17.2 | 773 | 33.1 | 420 | 32.4 | - 2.1 | | |
| Black | 404 | 32.7 | 245 | 34.3 | + 4.9 | 438 | 24.7 | 353 | 33.4 | + 35.2 | | |
| Spanish | 296 | 36.2 | 205 | 40.5 | +11.9 | 201 | 23.4 | 110 | 36.4 | + 55.6 | | |
| All Educational Levels Total | 1,901 | 40.1 | 1,309 | 39.9 | - 0.5 | 2,400 | 29.5 | 1,478 | 35.3 | + 19.7 | | |
| White | 789 | 47.4 | 580 | 43.8 | - 7.6 | 1,315 | 33.7 | 701 | 34.0 | + 0.9 | | |
| Black | 609 | 32.8 | 402 | 35.8 | + 9.1 | 707 | 25.6 | 593 | 36.1 | + 41.0 | | |
| Spanish | 503 | 37.4 | 327 | 37.9 | + 1.3 | 378 | 22.2 | 184 | 38.0 | + 71.2 | | |

of the county government, relations with the employment service component, for example, are good. As the program has grown, the employment emphasis in particular has expanded and become an important element of services provided to veterans. The head of this program has deliberately encouraged staff turnover for two reasons. Most of the staff members are able to find better jobs and the churning opens up positions which can be used as job opportunities for veterans who are contacted by the staff.⁹

The LA program is clearly different from the program in any of the other cities. The hiring and firing is largely in the hands of the people running the three programs and the VETS Project Director is not directly involved in the day-to-day aspects of the activities of the people paid by his funds. The huge veteran population and large geographic area to be covered almost make this sort of arrangement the only sensible way to make an impact on G.I. Bill utilization with the limited resources available. It does make the role of the VETS national staff in providing assistance to the LA operations more difficult, however.

Discussion

Clearly, it is unfair to judge the performance of Los Angeles solely against the performance of Brooklyn, its control city. The large and across-the-board increases in Brooklyn, as well as those in Newark, suggest a regional trend in operation here. In addition, the utilization rates in Brooklyn are considerably lower than those in Los Angeles. For example, Spanish non-high school graduates in the restricted area showed large increases in utilization. The utilization rate for the 70/71 group went from 18.3% to 36.1% utilization, a 97.3% increase; for the 71/72 group rates went from 18.3% to 40.7%, a 122.4% increase in utilization. Yet in Los Angeles, the base rate of utilization was much higher. For the Spanish non-high school graduates in the restricted area, the utilization rate went from 34.5% to 50.0% (44.9% increase) for the 70/71 group, and from 31.8% to 36.4% (14.5% increase) for the 71/72 group. Thus the initial utilization rate in Los Angeles was much higher than the utilization rate in Brooklyn. This suggests that Brooklyn might be "catching up" with Los Angeles and other cities in terms of G.I. Bill utilization. This "catching up" might be due to economic conditions in Brooklyn, increased awareness of G.I. Bill Benefits among veterans, or increased availability of educational and training opportunities (the City College system of New York has an open admissions program).

Are the increases that did occur in the VA utilization in Los Angeles consistent with the progress outlined above? Los Angeles is another one of the VETS target cities which has a rather unique set-up. The program has three different elements, with the VETS project director acting as coordinator among the different programs.

The Los Angeles County Outreach Program concentrates its efforts on the Chicano veteran. The results show rather large increases in utilization among Spanish-surnamed non-high school graduates. Increases among Spanish-surnamed high school graduates are more modest, especially in the restricted area. However, these increases seem to coincide with the efforts of this particular segment of the VETS program in Los Angeles.

The increases in G.I. Bill utilization among Blacks in Los Angeles were more sporadic and smaller than the increases among Spanish-surnamed veterans. The emphasis in the Veterans Guidance and Counseling Center, which concentrates on Blacks, is on college enrollment, so the main effects of its efforts should be seen among Black high school graduates. However, there was no consistent pattern of increase among Black high

⁹The LA County Outreach Program seems to be having funding difficulty. Their funding is scheduled to run through 31 December 1973, but there is no firm funding committed after that date. Four outreach workers were recently withdrawn from the Los Angeles County program by the VETS project director.

school graduates, and what gains there were, were relatively small (2.1% increase in the restricted area, 70/71 group; 4.9% increase in the city limits area, 71/72 group).

In summary, gains among Spanish-surnamed veterans were consistent with one part of the VETS program in Los Angeles. These increases, however, were not of the magnitude seen in the control city, Brooklyn. The pattern of increases among other groups in Los Angeles could not be tied to VETS activity.

MIAMI

Results

In Miami, there were some consistent increases in G.I. Bill utilization among non-high school graduates (See Tables 17 and 18). In the restricted area these increases were most pronounced, however the size of the veteran population is rather small. In the 70/71 group there was a 76.8% increase in utilization among non-high school graduates in the restricted area (Whites, 90.7% increase; Blacks, 71.8% increase), in the 71/72 group, there was a 68.9% increase (Whites, 9.4% increase; Blacks, 159.0% increase). This pattern was also apparent in the city limits area of the city. In the 70/71 group, non-high school graduates showed a 43.8% increase in utilization (Whites, 85.0% increase; Blacks, 30.5% increase); the 71/72 group showed a 103.8% increase (Whites, 66.5% increase; Blacks, 131.5%).

Although there were some increases in utilization among high school graduates in the city limits, there was an overall decrease (1.7% decrease in 70/71; 6.5% decrease in 71/72). In the restricted area, Black high school graduates showed a 3.9% increase in 70/71 and a 20.8% decrease in 71/72; in the city limits area, they showed a 5.8% increase in 70/71 and a 24.3% decrease in 71/72.

In Tampa, the control city, there were general decreases in utilization. The veteran population in the restricted area is too small to provide reliable utilization rates, so only rates from the city limits area will be discussed.

The only group to show increases in Tampa was the 71/72 non-high school graduates. This group showed a 94.0% increase (Whites, 93.3% increase; Blacks, 110.5% increase). It must be said that the population involved is relatively small, especially the Blacks (31 people separated), and the utilization rates were low to begin with. This trend did not show up among non-high school graduates in the 70/71 group where there were decreases in utilization.

Overall, there was a 6.6% decrease in the 70/71 group (Whites, 6.2% decrease; Blacks, 10.9% decrease) and a 9.0% decrease in the 71/72 group (Whites, 12.2% decrease; Blacks, 11.4% increase).

Project Organization and Operation

Sponsorship and Relations With Sponsor. The original sponsor of the Miami VETS project was the local Urban Coalition, with funding provided by VETS. Project personnel generally viewed their relationship with the Urban Coalition as being somewhat less than satisfactory. More specifically, they felt that more help could have been provided in terms of structuring and publicizing the project. In addition, the downtown location of the project's office was viewed as being dysfunctional in terms of reaching the target veteran population.

In January 1973, shortly before the visit to the Miami Project, sponsorship was shifted to Miami-Dade Junior College (MDJC). The office site was also shifted to a storefront located near the MDJC campus. Relations with MDJC are generally characterized as very good. Reports are made directly to a designated member of the college

Table 17

**Target City Miami Compared With Control City Tampa,
July-Dec 1970 and July-Dec 1971:
Utilization of GI Bill Educational Benefits
(First Term Enlisted Separates)**

| Population | Target City: Miami | | | | Control City: Tampa | | | | Percent Increase or Decrease |
|---------------------------------------|---------------------------|---------------------------------|---------------------------|---------------------------------|---------------------------|---------------------------------|---------------------------|---------------------------------|------------------------------|
| | Separations July-Dec 1970 | | Separations July-Dec 1971 | | Separations July-Dec 1970 | | Separations July-Dec 1971 | | |
| | Number of Separations | % Utilization as of 31 Dec 1971 | Number of Separations | % Utilization as of 31 Dec 1972 | Number of Separations | % Utilization as of 31 Dec 1971 | Number of Separations | % Utilization as of 31 Dec 1972 | |
| Restricted Area | | | | | | | | | |
| Non-High School Graduate Total | | | | | | | | | |
| White | 79 | 22.8 | 62 | 40.3 | 16 | 37.5 | 11 | 63.6 | +69.6 |
| Black | 39 | 20.5 | 23 | 39.1 | 6 | 33.3 | 2 | 50.0 | +50.2 |
| Spanish | 37 | 21.6 | 35 | 37.1 | 8 | 37.5 | 9 | 66.7 | +77.9 |
| Total | 3 | 66.7 | 4 | 75.0 | 2 | 50.0 | 0 | 0.0 | -- |
| High School Graduate Total | | | | | | | | | |
| White | 252 | 45.6 | 211 | 43.1 | 30 | 63.3 | 27 | 40.7 | -35.7 |
| Black | 109 | 53.2 | 80 | 43.8 | 8 | 50.0 | 12 | 41.7 | -16.6 |
| Spanish | 135 | 38.5 | 120 | 40.0 | 17 | 64.7 | 12 | 50.0 | -22.7 |
| Total | 8 | 62.5 | 11 | 72.7 | 5 | 80.0 | 3 | 0.0 | -- |
| All Educational Levels Total | | | | | | | | | |
| White | 379 | 43.0 | 334 | 45.2 | 54 | 55.6 | 46 | 52.2 | - 6.1 |
| Black | 177 | 48.6 | 142 | 45.1 | 18 | 43.8 | 18 | 50.0 | +14.2 |
| Spanish | 188 | 36.2 | 174 | 42.1 | 28 | 57.1 | 24 | 58.3 | + 2.1 |
| Total | 14 | 64.3 | 18 | 72.2 | 10 | 70.0 | 4 | 25.0 | -64.3 |
| City Limits | | | | | | | | | |
| Non-High School Graduate Total | | | | | | | | | |
| White | 96 | 26.0 | 83 | 37.4 | 82 | 34.1 | 84 | 28.6 | -16.1 |
| Black | 47 | 21.3 | 33 | 39.4 | 55 | 32.7 | 61 | 26.2 | -19.9 |
| Spanish | 42 | 26.2 | 38 | 34.2 | 22 | 36.4 | 20 | 35.0 | - 3.8 |
| Total | 7 | 57.1 | 12 | 41.7 | 5 | 40.0 | 3 | 33.3 | -16.8 |
| High School Graduate Total | | | | | | | | | |
| White | 327 | 46.5 | 269 | 45.7 | 424 | 50.7 | 351 | 48.7 | - 3.9 |
| Black | 162 | 53.1 | 107 | 45.8 | 332 | 49.7 | 285 | 49.5 | - 0.4 |
| Spanish | 147 | 38.1 | 134 | 40.3 | 67 | 55.2 | 48 | 45.8 | -17.0 |
| Total | 18 | 55.6 | 28 | 71.4 | 25 | 52.0 | 18 | 44.4 | -14.6 |
| All Educational Levels Total | | | | | | | | | |
| White | 516 | 46.1 | 441 | 46.0 | 623 | 52.7 | 585 | 49.2 | - 6.6 |
| Black | 273 | 50.2 | 201 | 46.3 | 491 | 53.2 | 475 | 49.9 | - 6.2 |
| Spanish | 207 | 37.2 | 193 | 42.0 | 95 | 50.5 | 80 | 45.0 | -10.9 |
| Total | 36 | 66.7 | 47 | 61.7 | 37 | 51.4 | 30 | 50.0 | - 2.7 |

Table 18

**Target City Miami Compared With Control City Tampa,
Jan-June 1971 and Jan-June 1972:
Utilization of GI Bill Educational Benefits
(First Term Enlisted Separates)**

| Population | Target City: Miami | | | | | | Control City: Tampa | | | | | | |
|--------------------------------|---------------------------|---------------------------------|-----------------------|---------------------------------|------------------------------|-----------------------|---------------------------------|-----------------------|---------------------------------|------------------------------|-----------------------|---------------------------------|------------------------------|
| | Separations Jan-June 1971 | | | Separations Jan-June 1972 | | | Separations Jan-June 1971 | | | Separations Jan-June 1972 | | | |
| | Number of Separations | % Utilization as of 31 Dec 1971 | Number of Separations | % Utilization as of 31 Dec 1972 | Percent Increase or Decrease | Number of Separations | % Utilization as of 31 Dec 1971 | Number of Separations | % Utilization as of 31 Dec 1972 | Percent Increase or Decrease | Number of Separations | % Utilization as of 31 Dec 1972 | Percent Increase or Decrease |
| | | | | | | | | | | | | | |
| Restricted Area | | | | | | | | | | | | | |
| Non-High School Graduate Total | 58 | 19.0 | 56 | 32.1 | + 88.9 | 15 | 13.3 | 9 | 22.2 | + 66.9 | | | |
| White | 18 | 27.8 | 23 | 30.4 | + 9.4 | 7 | 14.3 | 5 | 20.0 | + 39.9 | | | |
| Black | 30 | 10.0 | 27 | 25.9 | +159.0 | 8 | 12.5 | 4 | 25.0 | +100.0 | | | |
| Spanish | 10 | 30.0 | 6 | 66.7 | +122.3 | 0 | 0.0 | 0 | 0.0 | -- | | | |
| High School Graduate Total | 218 | 36.2 | 169 | 36.1 | - 0.3 | 27 | 40.7 | 14 | 42.9 | + 5.4 | | | |
| White | 81 | 39.5 | 61 | 44.3 | + 12.2 | 10 | 50.0 | 7 | 28.6 | - 42.8 | | | |
| Black | 131 | 33.6 | 94 | 26.0 | - 20.8 | 17 | 35.3 | 6 | 50.0 | + 41.6 | | | |
| Spanish | 6 | 50.0 | 14 | 64.3 | + 28.6 | 0 | 0.0 | 1 | 100.0 | -- | | | |
| All Educational Levels Total | 359 | 34.5 | 275 | 37.8 | + 9.6 | 49 | 32.7 | 29 | 41.4 | + 26.6 | | | |
| White | 140 | 40.7 | 107 | 41.1 | + 1.0 | 21 | 38.1 | 12 | 25.0 | - 34.4 | | | |
| Black | 202 | 29.7 | 146 | 30.8 | + 3.7 | 27 | 29.6 | 16 | 50.0 | + 68.9 | | | |
| Spanish | 17 | 41.2 | 22 | 68.2 | + 65.5 | 1 | 0.0 | 1 | 100.0 | -- | | | |
| City Limits | | | | | | | | | | | | | |
| Non-High School Graduate Total | 82 | 15.9 | 71 | 32.4 | +103.8 | 90 | 16.7 | 74 | 32.4 | + 94.0 | | | |
| White | 25 | 20.0 | 30 | 33.3 | + 66.5 | 67 | 16.4 | 60 | 31.7 | + 83.3 | | | |
| Black | 37 | 10.8 | 32 | 25.0 | +131.5 | 21 | 19.0 | 10 | 40.0 | +110.5 | | | |
| Spanish | 20 | 20.0 | 9 | 55.6 | +178.0 | 2 | 0.0 | 4 | 25.0 | -- | | | |
| High School Graduate Total | 304 | 38.5 | 214 | 36.0 | - 6.5 | 361 | 46.0 | 255 | 38.4 | - 16.5 | | | |
| White | 136 | 41.2 | 97 | 42.3 | + 2.7 | 291 | 47.1 | 217 | 38.2 | - 18.9 | | | |
| Black | 143 | 35.0 | 98 | 26.5 | - 24.3 | 59 | 39.0 | 26 | 34.6 | - 11.3 | | | |
| Spanish | 25 | 44.0 | 19 | 52.3 | + 18.9 | 11 | 54.5 | 12 | 50.0 | - 8.3 | | | |
| All Educational Levels Total | 517 | 36.2 | 370 | 37.8 | + 4.4 | 573 | 44.5 | 459 | 40.5 | - 9.0 | | | |
| White | 243 | 39.9 | 180 | 41.1 | + 3.0 | 465 | 46.0 | 389 | 40.4 | - 12.2 | | | |
| Black | 223 | 30.9 | 156 | 30.8 | - 0.3 | 88 | 34.1 | 50 | 38.0 | + 11.4 | | | |
| Spanish | 51 | 41.2 | 34 | 52.9 | + 28.4 | 20 | 55.0 | 20 | 50.0 | - 9.1 | | | |

administration. Some project outreach workers are on the MDJC payroll and attempts are being made to provide some College Work Study Program (CWSP) slots.

The Project Director expected MDJC to take over the funding of the project as of 1 July 1973.¹⁰

Staffing. Shortly before sponsorship of the project shifted, there was also a change in Project Directors. The project employs a full-time secretary, but the outreach staff has always been small, with some turnover as well. However, the Project Director expects that there will soon be slots for ten outreach workers, provided by MDJC through the CWSP.

Relationship With the VA. The project's relations with the VA are limited in nature. Initially there was some problem in getting telephone calls through to the appropriate VA office. Blank forms are available at the project office and can be filled out there, with assistance from project personnel. There is some follow-up activity, but this is limited in scope. Assistance is also provided to veterans attempting to establish VA entitlement, although this is not a major area of concern.

Relationship With Other Local Groups. Local chapters of the American Legion have exhibited no opposition to the project, neither have they provided any direct assistance. The American Red Cross furnishes MDJC with lists of recently separated veterans with less than high school graduate status. The project is presently working with the National Council of Churches to create additional sources of funding for outreach-worker slots. The Miami project is clearly oriented toward Blacks, but there is no specific liaison with local Black organizations.

Relationship With Local Educational Institutions. Subsequent to the shift in sponsorship, the project has been almost exclusively an MDJC program. There has been no significant interaction with other educational institutions. The focus is on veterans who wish to enroll in MDJC and who have found their way to the VETS center through media contact, referral, or word-of-mouth publicity. There is no outreach effort in the project-initiated, door-knocking sense. However, the Project Director reports that 98% of those veterans who are contacted are interested in enrolling in MDJC.

Discussion

Since the Miami VETS project is almost exclusively a Miami Dade Junior College program, it would be expected that the project would have the most impact on high school graduate veterans. In addition, the program seems to be heavily oriented toward Blacks. Examination of the results shows that there was no consistent pattern of increases among high school graduates in general, or among Black high school graduates in particular. However, the utilization picture was somewhat brighter in Miami than in Tampa, where high school graduates showed general decreases in utilization. The project might have had an impact in keeping the utilization as high as it was.

It is not felt, however, that the project can claim the credit for the rather large increases in non-high school graduate utilization. Although the program orientation was toward high school graduates, particularly Black high school graduates, the non-high school graduates showed rather large increases and the increases among Whites were comparable to those of Blacks. It is not felt that these increases can be ascribed to VETS activity in Miami.

¹⁰The Miami VETS project was discontinued when the contract expired at the end of February 1973. Even though VETS no longer sponsors a program in Miami, the outreach effort continues under the sponsorship of Miami Dade Junior College. The Dade County government has provided the funds necessary to keep the project in operation.

NEWARK

Results

There were generally large increases in utilization in Newark. Again, non-high school graduates showed very strong increases in G.I. Bill utilization, but utilization among high school graduates generally increased as well (See Tables 19 and 20).

In Newark, the whole city was considered to be in the restricted area, so that the restricted and city limits area are the same. Among non-high school graduates, there was an increase of 40.8% in 70/71 (Whites, 33.3% increase; Blacks, 57.1% increase) and an increase of 118.0% in 71/72 (Whites, 100.0% increase; Blacks, 74.0% increase). The number of separating White and Spanish-surnamed non-high school graduates is fairly small, so these rates are somewhat unstable.

Among high school graduates there was a 38.4% increase in 70/71 (Whites, 25.6% increase; Blacks, 32.4% increase) and a 2.5% decrease in 71/72 (Whites, 15.8% increase; Blacks, 12.1% decrease).

Unfortunately, a full comparison with Trenton, the control city, is not possible. Only White high school graduates and the total in the city limits area have large enough numbers to provide utilization rates that are stable enough to be meaningful. In 70/71 White high school graduates showed a 20.5% decrease, in 71/72 they showed a 37.5% decrease.

Project Organization and Operation

Sponsorship and Relations With Sponsor. A very close relationship exists between Rutgers University, the sponsor, and the local VETS project. The VETS office is the Rutgers' Veterans Affairs office. The main thrust of the office is the enrollment of veterans in Rutgers, and helping them out once they are enrolled. Some educational counseling is given to veterans who are not interested in Rutgers. Mainly this consists of referring the veteran to another facility within the city or county. Job placement activities are directed at Rutgers students who are veterans. The office has done quite a bit of work in trying to find part-time jobs for veterans enrolled in Rutgers. Most of this work is done through the university placement office.¹¹

The VETS office has contacts in the admissions and financial aid offices. The project receives a list of veterans who are accepted for admission, twice a year. The Director has no part in the admissions decision as such, but might advocate accepting a veteran, or might fight for a veteran denied admission. When a veteran is denied admission, VETS follows up by referring him to other educational facilities in the county that are more suited to his abilities and background. Rutgers has a program for students who lack a high school diploma.

Staffing. The funding for the Newark VETS project was approved in February 1972, but the project did not really become effectively operational until August. Delays in getting funds to the project were primarily responsible for the lag. The project was essentially a one-man show until August. Two outreach workers were hired in June, four in August. The project presently has nine outreach workers, in addition to the Project Director, a field contact supervisor, and a secretary.

Relationship With the VA. VETS' relationship with the Veterans Administration has been very cordial. The VETS Project Director has met with the VA regional director

¹¹ As in the case of Miami, the Newark project was discontinued as a VETS target city at the end of February 1973. Like Miami, the veterans effort in Newark did not end when the VETS project ended. Rutgers University is continuing to sponsor the project.

Table 19

**Target City Newark Compared With Control City Trenton,
July-Dec 1970 and July-Dec 1971:
Utilization of GI Bill Educational Benefits
(First Term Enlisted Separates)**

| Population | Target City: Newark | | | | | | Control City: Trenton | | | | | | | | | | |
|--------------------------------|---------------------------|---------------------------------|---------------------------------|---------------------------|---------------------------------|---------------------------------|---------------------------|---------------------------------|---------------------------------|---------------------------|---------------------------------|-----|------------------------------|-----|------|--------|--|
| | Separations July-Dec 1970 | | | Separations July-Dec 1971 | | | Separations July-Dec 1970 | | | Separations July-Dec 1971 | | | Percent Increase or Decrease | | | | |
| | Number of Separations | % Utilization as of 31 Dec 1971 | % Utilization as of 31 Dec 1972 | Number of Separations | % Utilization as of 31 Dec 1971 | % Utilization as of 31 Dec 1972 | Number of Separations | % Utilization as of 31 Dec 1970 | % Utilization as of 31 Dec 1971 | Number of Separations | % Utilization as of 31 Dec 1972 | | | | | | |
| Restricted Area | 100 | 24.0 | 33.8 | 71 | 33.8 | + 40.8 | 5 | 0.0 | 13 | 15.4 | -- | 5 | 0.0 | 13 | 15.4 | -- | |
| Non-High School Graduate Total | 20 | 30.0 | 40.0 | 20 | 40.0 | + 33.3 | 5 | 0.0 | 10 | 20.0 | -- | 5 | 0.0 | 10 | 20.0 | -- | |
| White | 66 | 21.2 | 33.3 | 42 | 33.3 | + 57.1 | 0 | 0.0 | 3 | 0.0 | -- | 0 | 0.0 | 3 | 0.0 | -- | |
| Black | 14 | 28.6 | 22.2 | 9 | 22.2 | - 22.4 | | | | | | | | | | | |
| Spanish | 271 | 28.4 | 39.3 | 188 | 39.3 | + 38.4 | 53 | 37.7 | 35 | 37.1 | - 1.6 | 53 | 37.7 | 35 | 37.1 | - 1.6 | |
| High School Graduate Total | 94 | 35.1 | 44.1 | 59 | 44.1 | + 25.6 | 49 | 38.8 | 34 | 38.2 | - 1.5 | 49 | 38.8 | 34 | 38.2 | - 1.5 | |
| White | 160 | 24.4 | 32.3 | 96 | 32.3 | + 32.4 | 4 | 25.0 | 1 | 0.0 | -- | 4 | 25.0 | 1 | 0.0 | -- | |
| Black | 17 | 29.4 | 69.2 | 13 | 69.2 | +135.4 | 0 | 0.0 | 0 | 0.0 | -- | 0 | 0.0 | 0 | 0.0 | -- | |
| Spanish | 402 | 28.9 | 38.3 | 261 | 38.3 | + 32.5 | 69 | 33.3 | 54 | 29.6 | - 11.1 | 69 | 33.3 | 54 | 29.6 | - 11.1 | |
| All Educational Levels Total | 138 | 36.2 | 44.7 | 94 | 44.7 | + 23.5 | 65 | 33.8 | 50 | 32.0 | - 5.3 | 65 | 33.8 | 50 | 32.0 | - 5.3 | |
| White | 233 | 24.5 | 32.6 | 144 | 32.6 | + 33.1 | 4 | 25.0 | 4 | 0.0 | -- | 4 | 25.0 | 4 | 0.0 | -- | |
| Black | 31 | 29.0 | 47.8 | 23 | 47.8 | + 64.8 | 0 | 0.0 | 0 | 0.0 | -- | 0 | 0.0 | 0 | 0.0 | -- | |
| Spanish | 100 | 24.0 | 33.8 | 71 | 33.8 | + 40.8 | 28 | 10.7 | 29 | 17.2 | + 60.7 | 28 | 10.7 | 29 | 17.2 | + 60.7 | |
| City Limits | 20 | 30.0 | 40.0 | 20 | 40.0 | + 33.3 | 20 | 10.0 | 19 | 21.1 | +111.0 | 20 | 10.0 | 19 | 21.1 | +111.0 | |
| Non-High School Graduate Total | 66 | 21.2 | 33.3 | 42 | 33.3 | + 57.1 | 7 | 14.3 | 8 | 12.5 | - 12.6 | 7 | 14.3 | 8 | 12.5 | - 12.6 | |
| White | 14 | 28.6 | 22.2 | 9 | 22.2 | - 22.4 | 1 | 0.0 | 2 | 0.0 | -- | 1 | 0.0 | 2 | 0.0 | -- | |
| Black | 271 | 28.4 | 39.3 | 188 | 39.3 | + 38.4 | 145 | 39.3 | 105 | 32.4 | - 17.6 | 145 | 39.3 | 105 | 32.4 | - 17.6 | |
| Spanish | 94 | 35.1 | 44.1 | 59 | 44.1 | + 25.6 | 126 | 40.5 | 90 | 32.3 | - 20.5 | 126 | 40.5 | 90 | 32.3 | - 20.5 | |
| High School Graduate Total | 160 | 24.4 | 32.3 | 96 | 32.3 | + 32.4 | 16 | 18.8 | 15 | 33.3 | + 77.1 | 16 | 18.8 | 15 | 33.3 | + 77.1 | |
| White | 17 | 29.4 | 69.2 | 13 | 69.2 | +135.4 | 3 | 100.0 | 0 | 0.0 | -- | 3 | 100.0 | 0 | 0.0 | -- | |
| Black | 402 | 28.9 | 38.3 | 261 | 38.3 | + 32.5 | 220 | 39.6 | 159 | 30.8 | - 22.2 | 220 | 39.6 | 159 | 30.8 | - 22.2 | |
| Spanish | 138 | 36.2 | 44.7 | 94 | 44.7 | + 23.5 | 192 | 41.2 | 134 | 32.1 | - 21.1 | 192 | 41.2 | 134 | 32.1 | - 21.1 | |
| All Educational Levels Total | 233 | 24.5 | 32.6 | 144 | 32.6 | + 33.1 | 24 | 20.8 | 23 | 26.1 | + 25.5 | 24 | 20.8 | 23 | 26.1 | + 25.5 | |
| White | 31 | 29.0 | 47.8 | 23 | 47.8 | + 64.8 | 4 | 75.0 | 2 | 0.0 | -- | 4 | 75.0 | 2 | 0.0 | -- | |
| Black | | | | | | | | | | | | | | | | | |
| Spanish | | | | | | | | | | | | | | | | | |

Table 20

**Target City Newark Compared With Control City Trenton,
Jan-June 1971 and Jan-June 1972:
Utilization of GI Bill Educational Benefits
(First Term Enlisted Separates)**

| Population | Target City: Newark | | | | | | Control City: Trenton | | | | | |
|--------------------------------|---------------------------|---------------------------------|------------------------------|---------------------------|---------------------------------|------------------------------|---------------------------|---------------------------------|------------------------------|---------------------------|---------------------------------|------------------------------|
| | Separations Jan-June 1971 | | | Separations Jan-June 1972 | | | Separations Jan-June 1971 | | | Separations Jan-June 1972 | | |
| | Number of Separations | % Utilization as of 31 Dec 1971 | Percent Increase or Decrease | Number of Separations | % Utilization as of 31 Dec 1972 | Percent Increase or Decrease | Number of Separations | % Utilization as of 31 Dec 1971 | Percent Increase or Decrease | Number of Separations | % Utilization as of 31 Dec 1972 | Percent Increase or Decrease |
| Restricted Area | | | | | | | | | | | | |
| Non-High School Graduate Total | 79 | 8.9 | +118.0 | 36 | 19.4 | - 2.5 | 7 | 0.0 | 4 | 0.0 | -- | |
| White | 20 | 5.0 | +100.0 | 10 | 10.0 | + 74.0 | 5 | 0.0 | 3 | 0.0 | -- | |
| Black | 50 | 10.0 | + 74.0 | 23 | 17.4 | +500.9 | 2 | 0.0 | 1 | 0.0 | -- | |
| Spanish | 9 | 11.1 | | 3 | 66.7 | | | | | | | |
| High School Graduate Total | 216 | 23.6 | - 2.5 | 122 | 23.0 | - 2.5 | 39 | 51.3 | 18 | 22.2 | -56.7 | |
| White | 96 | 24.0 | + 15.8 | 36 | 27.8 | - 12.1 | 38 | 52.6 | 17 | 23.5 | -55.3 | |
| Black | 108 | 23.1 | - 12.1 | 79 | 20.3 | + 14.4 | 1 | 0.0 | 1 | 0.0 | -- | |
| Spanish | 12 | 25.0 | | 7 | 28.6 | | 0 | 0.0 | 0 | 0.0 | -- | |
| All Educational Levels Total | 329 | 23.1 | + 9.5 | 182 | 25.3 | + 7.1 | 59 | 42.4 | 28 | 25.0 | -41.0 | |
| White | 135 | 26.7 | + 9.4 | 63 | 28.6 | + 9.4 | 55 | 45.5 | 26 | 26.9 | -40.9 | |
| Black | 172 | 20.3 | + 60.4 | 108 | 22.2 | | 4 | 0.0 | 2 | 0.0 | -- | |
| Spanish | 22 | 22.7 | | 11 | 36.4 | | 0 | 0.0 | 0 | 0.0 | -- | |
| City Limits | | | | | | | | | | | | |
| Non-High School Graduate Total | 79 | 8.9 | +118.0 | 36 | 19.4 | - 2.5 | 23 | 13.0 | 17 | 5.9 | -54.6 | |
| White | 20 | 5.0 | +100.0 | 10 | 10.0 | + 74.0 | 18 | 11.1 | 11 | 9.1 | -18.0 | |
| Black | 50 | 10.0 | + 74.0 | 23 | 17.4 | +500.9 | 4 | 0.0 | 6 | 0.0 | -- | |
| Spanish | 9 | 11.1 | | 3 | 66.7 | | 1 | 100.0 | 0 | 0.0 | -- | |
| High School Graduate Total | 216 | 23.6 | - 2.5 | 122 | 23.0 | - 2.5 | 101 | 38.6 | 67 | 25.4 | -34.2 | |
| White | 96 | 24.0 | + 15.8 | 36 | 27.8 | - 12.1 | 84 | 42.9 | 56 | 26.8 | -37.5 | |
| Black | 108 | 23.1 | - 12.1 | 79 | 20.3 | + 14.4 | 13 | 15.4 | 11 | 18.2 | +18.2 | |
| Spanish | 12 | 25.0 | | 7 | 28.6 | | 4 | 25.0 | 0 | 0.0 | -- | |
| All Educational Levels Total | 329 | 23.1 | + 9.5 | 182 | 25.3 | + 7.1 | 159 | 35.9 | 107 | 26.2 | -27.0 | |
| White | 135 | 26.7 | + 9.4 | 63 | 28.6 | + 9.4 | 135 | 38.5 | 89 | 29.2 | -24.2 | |
| Black | 172 | 20.3 | + 60.4 | 108 | 22.2 | | 19 | 15.8 | 17 | 11.8 | -25.3 | |
| Spanish | 22 | 22.7 | | 11 | 36.4 | | 5 | 40.0 | 1 | 0.0 | -- | |

about three times. In addition, the VETS office has three contacts within the VA regional office: the head of the educational benefits section, a person within this section who handles veteran complaints and adjustments, and a person in the office who takes care of employment.

The VETS office tries to serve as a buffer between the VA and the veteran. The veteran fills out the VA forms in the VETS office, the office then forwards them to the VA. Any problems that arise between the veteran and the VA can be handled through the VETS office. The Project Director will try to get help, for example, for a veteran who needs money but hasn't received his first VA check.

VETS' relationship with the VA changed slightly after the hearings on veterans' problems which were held in Newark. Many local and national political figures participated in the hearings. Previous to the hearings, there had been a 2-3 month lag between the time the veteran signed up for VA benefits and the time he received the first check. After the hearings, VA checks arrived 1 month after the start of the semester.

Relationship With Other Local Groups. Many Black groups, Spanish-speaking groups, White groups, and churches were contacted. Of the churches, only the Episcopal responded. However, the National Council of Churches provides assistance to the projects' recruitment efforts. The Counsel supports project personnel who serve as part-time recruiter-counselors.

According to the Project Director, polarization among Newark's ethnic groups has had a major negative impact upon the amount of cooperation received from the groups that were contacted.

Discussion

The Newark project mainly serves as an in-house veterans office for Rutgers University. As such, it acts as liaison between the Rutgers veteran and the VA. The impact on VA utilization rates of such a program would come among the high school graduates. While there were increases in high school graduate utilization in Newark, it is not felt that the VETS project can claim credit for the bulk of these increases. The Newark project is small and has a somewhat limited scope. In addition, the project was not considered to have come into operation until August 1972. Thus, at most, only five months of activity are reflected in the tables prepared for this report. At the time the interim report was prepared (this report covered actions through June 1972, previous to the start of the project), substantial increases were already present in the Newark veterans population. The increases here are very similar to those reported in the interim report, and to those reported in Brooklyn. It is felt that the increases seen in Newark are of the same kind as those reported for Brooklyn, and not due to the presence of a VETS project in that city.

PROVIDENCE

Results

The veteran population considered for study in Providence is rather small. As in the case of Trenton, only the White segment of the population was large enough to provide stable utilization rates. In Providence, the White non-high school graduates showed increases in utilization, while the high school graduates showed decreases in utilization (See Tables 21 and 22). Overall, in Providence, there were general decreases in utilization. In Springfield, the control city, the separating population was also small. Again, Whites made up the only group large enough to report on. The pattern of utilization in Springfield is similar to that in Providence.

Project Organization and Operation

Sponsorship and Relations With Sponsor. The Providence VETS center was without sponsorship as of January 1973 when the on-site subgroups took place. The local Urban Coalition, which formerly sponsored the project, was disbanded in December 1972. During the period of Urban Coalition sponsorship, there was little communication between the project and the sponsor. The Urban Coalition allowed the project to function autonomously.

The Providence project was slow in getting started. Although started in June 1972, with the change in project directors in October, and the fact that the sponsor disbanded in December 1972, the Providence project had an effective start date of January 1973.^{1,2}

Impact of Local Political Situation and Relations With City Government. The impact of the local political situation on the project has been minimal. No contact had been established with the city administration until recently. A representative of the Mayor is a member of the advisory board, but little interest in the project has been expressed by him up to the present time. EEA slots do exist in the city, but none were being made available to the VETS office at the time of the interview. Some help has come from the State government. The Rhode Island Department of Employment Security (DES) has provided some assistance. DES has loaned employment representatives to OIC and Concentrated Employment Program (CEP) outreach centers, which do employment counseling for veterans on a part-time basis.

Staffing. The Providence VETS project got underway in June 1972. The current Project Director joined the VETS staff in October. In December two outreach workers were added to the staff. These are college students working on the project part-time as part of the College Work-Study program. Two more outreach workers were added in January 1973. The Project Director hoped to have a total of 10 outreach workers on board by March. Salaries for the outreach workers are provided by the National and State Council of Churches (20%), and College Work-study funds (80%).

In addition, four people loaned by the Rhode Island Department of Employment Security do employment counseling on a part-time basis. In addition, a legal advisor, an educational specialist and a public relations man, are part-time volunteers.

Relationship With the VA. VETS' relationship with the VA has been extremely good. VA has supplied considerable help to the VETS office. Both the regional VA director and his number two man are members of the advisory board of the VETS project. The VA regional office lets the local VETS office know of changes or new developments which affect the G.I. Bill and the work of the VETS office. The VA makes its personnel available for radio and TV appearances and the training of outreach workers, whenever necessary. VA paperwork is done, as much as possible, in the VETS office and sent over to the VA. The VETS office has encountered very little trouble in getting checks to school enrollees.

Relationships With Other Local Organizations. The VETS office has established significant contacts with a few local groups and state agencies, and is in the process of establishing more. The Rhode Island Council of Churches has given \$8,000 to the project, to pay the salaries of college work study students working as outreach workers. OIC and Talent Skills center have donated space for use by outreach workers.

The Rhode Island Department of Employment Security has loaned staff for employment counseling. Contacts are now being established with the Rhode Island

^{1,2} Providence, too, was discontinued as a VETS target city at the end of February 1973. Like the two other VETS cities that were discontinued in that month, the Providence center continues to operate—Opportunities Industrialization Center has undertaken to sponsor the project.

Table 21

**Target City Providence Compared With Control City Springfield,
July-Dec 1970 and July-Dec 1971:
Utilization of GI Bill Educational Benefits
(First Term Enlisted Separates)**

| Population | Target City: Providence | | | | Control City: Springfield | | | | Percent Increase or Decrease |
|---------------------------------------|---------------------------|---------------------------------|---------------------------|---------------------------------|---------------------------|---------------------------------|---------------------------|---------------------------------|------------------------------|
| | Separations July-Dec 1970 | | Separations July-Dec 1971 | | Separations July-Dec 1970 | | Separations July-Dec 1971 | | |
| | Number of Separations | % Utilization as of 31 Dec 1971 | Number of Separations | % Utilization as of 31 Dec 1972 | Number of Separations | % Utilization as of 31 Dec 1971 | Number of Separations | % Utilization as of 31 Dec 1972 | |
| Restricted Area | | | | | | | | | |
| Non-High School Graduate Total | | | | | | | | | |
| White | 47 | 29.8 | 42 | 42.9 | 9 | 11.1 | 8 | 25.0 | +125.2 |
| Black | 32 | 18.8 | 35 | 40.0 | 5 | 20.0 | 5 | 0.0 | -- |
| Spanish | 14 | 57.1 | 5 | 40.0 | 3 | 0.0 | 1 | 0.0 | -- |
| Spanish | 1 | 0.0 | 2 | 100.0 | 1 | 0.0 | 2 | 100.0 | -- |
| High School Graduate Total | | | | | | | | | |
| White | 127 | 48.0 | 85 | 43.5 | 19 | 57.9 | 17 | 29.4 | - 49.2 |
| Black | 104 | 49.0 | 73 | 39.7 | 15 | 66.7 | 15 | 33.3 | - 50.1 |
| Spanish | 19 | 47.4 | 9 | 77.8 | 3 | 33.3 | 2 | 0.0 | -- |
| Spanish | 4 | 25.0 | 3 | 33.3 | 1 | 0.0 | 0 | 0.0 | -- |
| All Educational Levels Total | | | | | | | | | |
| White | 224 | 47.8 | 178 | 49.4 | 31 | 48.4 | 30 | 30.0 | - 38.0 |
| Black | 181 | 47.5 | 155 | 47.7 | 23 | 60.9 | 23 | 26.1 | - 57.1 |
| Spanish | 36 | 55.6 | 17 | 58.8 | 6 | 16.7 | 5 | 20.0 | + 19.8 |
| Spanish | 7 | 14.3 | 6 | 66.7 | 2 | 0.0 | 2 | 100.0 | -- |
| City Limits | | | | | | | | | |
| Non-High School Graduate Total | | | | | | | | | |
| White | 64 | 29.7 | 60 | 35.0 | 37 | 13.5 | 31 | 25.8 | + 91.1 |
| Black | 47 | 21.3 | 53 | 32.1 | 27 | 14.8 | 25 | 16.0 | + 8.1 |
| Spanish | 15 | 60.0 | 5 | 40.0 | 9 | 11.1 | 4 | 50.0 | +350.5 |
| Spanish | 2 | 0.0 | 2 | 100.0 | 1 | 0.0 | 2 | 100.0 | -- |
| High School Graduate Total | | | | | | | | | |
| White | 193 | 52.8 | 125 | 42.4 | 119 | 48.7 | 101 | 37.6 | - 22.8 |
| Black | 169 | 54.4 | 113 | 39.8 | 101 | 51.5 | 89 | 39.3 | - 23.7 |
| Spanish | 19 | 47.4 | 9 | 77.8 | 17 | 35.3 | 12 | 25.0 | - 29.2 |
| Spanish | 5 | 20.0 | 3 | 33.3 | 1 | 0.0 | 0 | 0.0 | -- |
| All Educational Levels Total | | | | | | | | | |
| White | 333 | 51.1 | 264 | 44.7 | 202 | 42.1 | 193 | 44.0 | + 4.5 |
| Black | 285 | 51.6 | 241 | 43.2 | 173 | 45.1 | 171 | 44.4 | - 1.6 |
| Spanish | 38 | 55.3 | 17 | 58.8 | 27 | 25.9 | 20 | 35.0 | + 35.1 |
| Spanish | 10 | 20.0 | 6 | 66.7 | 2 | 0.0 | 2 | 100.0 | -- |

Table 22

**Target City Providence Compared With Control City Springfield,
Jan-June 1971 and Jan-June 1972:
Utilization of GI Bill Educational Benefits
(First Term Enlisted Separates)**

| Population | Target City: Providence | | | | | | Control City: Springfield | | | | | |
|---------------------------------------|---------------------------|---------------------------------|------------------------------|---------------------------|---------------------------------|------------------------------|---------------------------|---------------------------------|------------------------------|---------------------------|---------------------------------|------------------------------|
| | Separations Jan-June 1971 | | | Separations Jan-June 1972 | | | Separations Jan-June 1971 | | | Separations Jan-June 1972 | | |
| | Number of Separations | % Utilization as of 31 Dec 1971 | Percent Increase or Decrease | Number of Separations | % Utilization as of 31 Dec 1972 | Percent Increase or Decrease | Number of Separations | % Utilization as of 31 Dec 1971 | Percent Increase or Decrease | Number of Separations | % Utilization as of 31 Dec 1972 | Percent Increase or Decrease |
| Restricted Area | | | | | | | | | | | | |
| Non-High School Graduate Total | | | | | | | | | | | | |
| White | 47 | 19.2 | | 24 | 8.3 | -56.8 | 7 | 14.3 | | 5 | 20.0 | + 39.9 |
| Black | 38 | 21.1 | | 22 | 9.1 | -56.9 | 5 | 20.0 | | 3 | 0.0 | -- |
| Spanish | 6 | 16.7 | | 1 | 0.0 | -- | 0 | 0.0 | | 1 | 0.0 | -- |
| Total | 3 | 0.0 | | 1 | 0.0 | -- | 2 | 0.0 | | 1 | 100.0 | -- |
| High School Graduate Total | | | | | | | | | | | | |
| White | 110 | 33.6 | + 0.6 | 71 | 33.8 | + 0.6 | 9 | 33.3 | + 1.2 | 15 | 33.3 | 0.0 |
| Black | 91 | 34.1 | + 1.2 | 58 | 34.5 | + 1.2 | 9 | 33.3 | - 8.5 | 10 | 50.0 | + 50.2 |
| Spanish | 11 | 36.4 | -- | 12 | 33.3 | - 8.5 | 0 | 0.0 | -- | 3 | 0.0 | -- |
| Total | 8 | 25.0 | -- | 1 | 0.0 | -- | 0 | 0.0 | -- | 2 | 0.0 | -- |
| All Educational Levels Total | | | | | | | | | | | | |
| White | 200 | 34.5 | -10.1 | 129 | 31.0 | -10.1 | 19 | 26.3 | + 4.8 | 27 | 33.3 | + 26.6 |
| Black | 165 | 36.4 | -11.8 | 112 | 32.1 | -11.8 | 17 | 29.4 | + 4.8 | 20 | 40.0 | + 36.1 |
| Spanish | 22 | 27.3 | -- | 14 | 28.6 | + 4.8 | 0 | 0.0 | -- | 4 | 0.0 | -- |
| Total | 13 | 23.1 | -- | 3 | 0.0 | -- | 2 | 0.0 | -- | 3 | 33.3 | -- |
| City Limits | | | | | | | | | | | | |
| Non-High School Graduate Total | | | | | | | | | | | | |
| White | 62 | 19.4 | + 6.2 | 34 | 20.6 | + 6.2 | 41 | 9.8 | + 11.7 | 17 | 11.8 | + 20.4 |
| Black | 51 | 19.6 | +11.7 | 32 | 21.9 | +11.7 | 30 | 10.0 | -- | 14 | 7.1 | - 29.0 |
| Spanish | 7 | 14.3 | -- | 1 | 0.0 | -- | 7 | 0.0 | -- | 2 | 0.0 | -- |
| Total | 4 | 25.0 | -- | 1 | 0.0 | -- | 4 | 25.0 | -- | 1 | 100.0 | +300.0 |
| High School Graduate Total | | | | | | | | | | | | |
| White | 156 | 37.2 | - 3.2 | 111 | 36.0 | - 3.2 | 114 | 33.3 | - 0.5 | 76 | 31.6 | - 5.1 |
| Black | 134 | 37.3 | - 0.5 | 97 | 37.1 | - 0.5 | 99 | 34.3 | - 20.1 | 69 | 33.3 | - 2.9 |
| Spanish | 12 | 41.7 | -- | 12 | 33.3 | - 20.1 | 13 | 30.8 | -- | 5 | 20.0 | - 35.1 |
| Total | 10 | 30.0 | -- | 2 | 0.0 | -- | 2 | 0.0 | -- | 2 | 0.0 | -- |
| All Educational Levels Total | | | | | | | | | | | | |
| White | 292 | 37.0 | - 3.5 | 199 | 35.7 | - 3.5 | 199 | 33.7 | - 3.7 | 144 | 36.8 | + 9.2 |
| Black | 252 | 38.1 | - 2.1 | 180 | 36.7 | - 2.1 | 170 | 34.7 | - 2.1 | 131 | 38.2 | + 10.1 |
| Spanish | 24 | 29.2 | -- | 14 | 28.6 | - 2.1 | 27 | 30.4 | -- | 9 | 22.2 | - 27.0 |
| Total | 16 | 31.3 | - 36.1 | 5 | 20.0 | - 36.1 | 6 | 16.7 | -- | 4 | 25.0 | + 49.7 |

Department of Education; the Commissioner of Education is a member of the VETS advisory board.

A good working relationship exists between the Providence VETS Center and the Red Cross. The Red Cross does counseling with veterans, and some important work with veterans with other than honorable discharges. Contacts with local veterans' groups have not been productive. The American Legion is not cooperating with the local project.

Relationships With Local Educational Institutions. Working relationships exist with a number of local colleges and universities. The relationship with Rhode Island Junior College has proved the most productive. Rhode Island Junior College has provided one outreach worker from its college work study funds; he works out of the college. The Project Director has had no difficulty in getting veterans admitted. At Rhode Island Junior College, as at other local schools, money has been the big problem. Many veterans are not able to finance going to school on just their VA checks. At Rhode Island Junior College, however, the tuition is not very high. Rhode Island Junior College has an Urban Education Center which does remedial work; they also offer accredited general studies courses. OIC also offers both remedial and high school courses.

Functions Added to the Program. VETS has worked with the Red Cross to get other than honorable discharges changed. Again with the Red Cross, VETS helps disabled veterans with VA, with appeals, and with other problems.

VETS is trying to generate support among veterans groups for passage of a state G.I. Bill. The project brought pressure to investigate charges that veterans in the state home for veterans were being mistreated and cheated of their VA checks. VETS also arranged for free passes for all University of Rhode Island home basketball games for patients at the home.

Discussion

Because the Providence project was slow in getting started, it cannot be properly evaluated by the data presented here. The project only really started to gain momentum in January 1973, and no VA actions after December 1972 are included in this report. Just after the project began in January it was ordered defunded in February 1973.

At the time of the on-site visit, the program, although just beginning its outreach efforts, was a particularly active one. The Project Director had laid the groundwork and established the contacts necessary for an effective program. However, no conclusions can be drawn about the effectiveness of the project from the data presented here.

SEATTLE

Results

The population of veterans considered for study in Seattle is very different from that reported in other cities. First, the minority population is small, only the Black total in the city limits is large enough to talk about with any confidence. The White veterans population, however, is rather large, there are 1817 Whites in the 70/71 group and 1417 in the 71/72 group. In addition, the veteran population is extremely well educated, only 8.8% of the 70/71 group (Whites) and 10.2% of the 71/72 group (Whites) are non-high school graduates (See Tables 23 and 24). A substantial minority have at least some college education. As a result, the utilization rates in Seattle are extremely high. These factors, coupled with a particularly serious unemployment problem, make Seattle unique among the VETS cities studied (although Los Angeles is similar in some respects; highly educated population, with high utilization rates). Portland, the control city, is very similar to Seattle in all the respects discussed above.

G.I. Bill utilization in both Seattle and Portland declined over the period studied. In the city limits area, the declines came mostly among high school graduates. In Seattle there was a 2.3% decrease among high school graduates in 70/71 and an 8.5% decrease in 71/72. In Portland, the comparable groups showed an 8.6% decrease and a 3.6% decrease. Overall, in Seattle, there was a 4.3% decrease in 70/71 (Whites, 3.9% decrease; Blacks, 34.3% decrease) and a 12.6% decrease in 71/72 (Whites, 9.5% decrease; Blacks, 55.1% decrease). In the Portland city limits area, Whites in the city limits area showed a 4.6% decrease in the 70/71 group and a 6.8% decrease in the 71/72 group.

However, there were some increases shown in Seattle among non-high school graduates. In the city limits area, White non-high school graduates showed a 31.3% increase in 70/71 and a 11.0% increase in 71/72. In Portland, the same group showed a 39.6% increase in 70/71, but a 28.7% decrease in 71/72.

Project Organization and Operations

Sponsorship and Relations With Sponsor. The Seattle VETS project is the Seattle Veterans Action Center (SEA-VAC) and functions as an agency of the city government. Specifically, it is a subdivision of the Office of Human Resources. It is strongly supported by the present city administration and has encountered no significant in-house problems. Good relations also exist with the VETS national staff.

Through this arrangement SEA-VAC has succeeded to a substantial extent in pulling together resources from a variety of agencies and organizations into a community-oriented center to service the veteran population. Emphasis is on helping veterans with all problems rather than with education alone.

Impact of Local Economic Situation. Seattle has had well-publicized unemployment problems, with rates ranking among the highest in the nation over the past few years. Seattle has the highest rates of veterans' utilization of educational benefits among all target or control cities in the study.

However, the SEA-VAC staff feels that a substantial number of veterans returning to Seattle go to school because the VA benefits provide a source of income in a depressed job market. Therefore, there is reason to expect a decrease in G.I. Bill utilization as the economy and unemployment situation improve.

Staffing. At the time of the visit, SEA-VAC had a total staff of approximately forty, with a fairly sophisticated organization system. Staff funding derives from a variety of sources including city government, EEA, Community Action Programs, VETS contracts, State of Washington, OEO-Upward Bound, and College Work Study Program. Trained personnel are available for both employment counseling and legal assistance with "bad" discharges.

Relationship With the VA. Relations with the VA have been very good. The local VA office has provided a staff person to train SEA-VAC personnel in how to fill out VA forms and who to contact for any specific type of assistance. In addition, the center provides strong follow-up activity once forms have been submitted. The VA also supplies names and addresses of recently separated veterans who are not high school graduates. There is little "door knocking" activity. SEA-VAC personnel view this as unnecessary due to the high visibility of the project and its credibility among veterans and the community in general.

Relationship With Other Local Groups. Local American Legion chapters have provided staff members to assist with the project. Washington State Employment Service interviewers and counselors are on-site to provide help to veterans in need of either full or part-time jobs. Legal assistance is made available to those veterans seeking to change a "bad" discharge.

Table 23

**Target City Seattle Compared With Control City Portland,
July-Dec 1970 and July-Dec 1971:
Utilization of GI Bill Educational Benefits
(First Term Enlisted Separates)**

| Population | Target City: Seattle | | | | | | Control City: Portland | | | | | | |
|--------------------------------|---------------------------|---------------------------------|---------------------------------|---------------------------|---------------------------------|---------------------------------|---------------------------|---------------------------------|---------------------------------|---------------------------|---------------------------------|---------------------------------|------------------------------|
| | Separations July-Dec 1970 | | | Separations July-Dec 1971 | | | Separations July-Dec 1970 | | | Separations July-Dec 1971 | | | Percent Increase or Decrease |
| | Number of Separations | % Utilization as of 31 Dec 1971 | % Utilization as of 31 Dec 1972 | Number of Separations | % Utilization as of 31 Dec 1971 | % Utilization as of 31 Dec 1972 | Number of Separations | % Utilization as of 31 Dec 1970 | % Utilization as of 31 Dec 1971 | Number of Separations | % Utilization as of 31 Dec 1971 | % Utilization as of 31 Dec 1972 | |
| | | | Percent Increase or Decrease | | | Percent Increase or Decrease | | | | | | Percent Increase or Decrease | |
| Restricted Area | | | | | | | | | | | | | |
| Non-High School Graduate Total | 32 | 37.5 | 36.8 | 38 | 37.5 | - 1.9 | 27 | 44.4 | 31.8 | 22 | 44.4 | 31.8 | - 28.4 |
| White | 26 | 34.6 | 32 | 32 | 34.6 | + 8.4 | 26 | 46.2 | 31.8 | 22 | 46.2 | 31.8 | - 31.2 |
| Black | 4 | 25.0 | 0 | 6 | 33.3 | +33.2 | 0 | 0.0 | 0.0 | 0 | 0.0 | 0.0 | -- |
| Spanish | 2 | 100.0 | 0 | 0 | 0.0 | -- | 1 | 0.0 | 0.0 | 0 | 0.0 | 0.0 | -- |
| High School Graduate Total | 196 | 57.1 | 52.8 | 127 | 52.8 | - 7.5 | 102 | 54.9 | 39.6 | 91 | 54.9 | 39.6 | - 27.9 |
| White | 167 | 59.3 | 54.4 | 114 | 54.4 | - 8.3 | 101 | 54.5 | 39.3 | 89 | 54.5 | 39.3 | - 27.9 |
| Black | 24 | 41.7 | 12 | 12 | 41.7 | 0.0 | 0 | 0.0 | 0.0 | 1 | 0.0 | 0.0 | -- |
| Spanish | 5 | 60.0 | 1 | 1 | 0.0 | -- | 1 | 100.0 | 100.0 | 1 | 100.0 | 100.0 | 0.0 |
| All Educational Levels Total | 356 | 59.0 | 53.0 | 247 | 53.0 | -10.2 | 188 | 55.3 | 41.5 | 142 | 55.3 | 41.5 | - 25.0 |
| White | 311 | 59.8 | 54.6 | 227 | 54.6 | - 8.7 | 186 | 55.4 | 41.4 | 140 | 55.4 | 41.4 | - 25.3 |
| Black | 37 | 51.4 | 19 | 19 | 36.8 | -28.4 | 0 | 0.0 | 0.0 | 1 | 0.0 | 0.0 | -- |
| Spanish | 8 | 62.5 | 1 | 1 | 0.0 | -- | 2 | 50.0 | 100.0 | 1 | 50.0 | 100.0 | +100.0 |
| City Limits | | | | | | | | | | | | | |
| Non-High School Graduate Total | 79 | 35.4 | 44.4 | 99 | 44.4 | +25.4 | 77 | 27.3 | 39.4 | 66 | 27.3 | 39.4 | + 44.3 |
| White | 70 | 35.1 | 46.1 | 89 | 46.1 | +31.3 | 75 | 28.0 | 39.1 | 64 | 28.0 | 39.1 | + 39.6 |
| Black | 6 | 16.7 | 9 | 9 | 22.2 | +32.9 | 1 | 0.0 | 2 | 1 | 0.0 | 2 | 50.0 |
| Spanish | 3 | 66.7 | 1 | 1 | 100.0 | +49.9 | 1 | 0.0 | 0 | 0 | 0.0 | 0 | -- |
| High School Graduate Total | 607 | 57.7 | 56.4 | 447 | 56.4 | - 2.3 | 446 | 53.4 | 48.8 | 346 | 53.4 | 48.8 | - 8.6 |
| White | 565 | 58.6 | 429 | 57.3 | 57.3 | - 2.2 | 429 | 54.1 | 49.1 | 334 | 54.1 | 49.1 | - 9.2 |
| Black | 32 | 40.6 | 16 | 16 | 37.5 | - 7.6 | 13 | 38.5 | 8 | 13 | 38.5 | 8 | - 67.5 |
| Spanish | 10 | 60.0 | 2 | 2 | 0.0 | -- | 4 | 25.0 | 4 | 4 | 25.0 | 4 | +300.0 |
| All Educational Levels Total | 1,073 | 60.2 | 840 | 840 | 57.6 | - 4.3 | 761 | 54.1 | 52.1 | 578 | 54.1 | 52.1 | - 3.7 |
| White | 1,008 | 60.9 | 809 | 809 | 58.5 | - 3.9 | 739 | 54.7 | 52.2 | 563 | 54.7 | 52.2 | - 4.6 |
| Black | 49 | 46.9 | 26 | 26 | 30.8 | -34.3 | 16 | 37.5 | 27.3 | 11 | 37.5 | 27.3 | - 27.2 |
| Spanish | 16 | 56.3 | 5 | 5 | 60.0 | + 6.6 | 6 | 33.3 | 100.0 | 4 | 33.3 | 100.0 | +200.3 |

Table 24

**Target City Seattle Compared With Control City Portland,
Jan-June 1971 and Jan-June 1972:
Utilization of GI Bill Educational Benefits
(First Term Enlisted Separates)**

| Population | Target City: Seattle | | | | | | Control City: Portland | | | | | |
|--------------------------------|---------------------------|---------------------------------|------------------------------|---------------------------|---------------------------------|------------------------------|---------------------------|---------------------------------|------------------------------|---------------------------|---------------------------------|------------------------------|
| | Separations Jan-June 1971 | | | Separations Jan-June 1972 | | | Separations Jan-June 1971 | | | Separations Jan-June 1972 | | |
| | Number of Separations | % Utilization as of 31 Dec 1971 | Percent Increase or Decrease | Number of Separations | % Utilization as of 31 Dec 1972 | Percent Increase or Decrease | Number of Separations | % Utilization as of 31 Dec 1971 | Percent Increase or Decrease | Number of Separations | % Utilization as of 31 Dec 1972 | Percent Increase or Decrease |
| Restricted Area | | | | | | | | | | | | |
| Non-High School Graduate Total | 39 | 38.5 | 16.7 | 24 | 16.7 | -56.6 | 21 | 33.3 | 13 | 15.4 | -53.8 | |
| White | 34 | 32.4 | 20 | 15.0 | -53.7 | | 21 | 33.3 | 13 | 15.4 | -53.8 | |
| Black | 3 | 66.7 | 4 | 25.0 | -62.5 | | 0 | 0.0 | 0 | 0.0 | | |
| Spanish | 2 | 100.0 | 0 | 0.0 | -- | | 0 | 0.0 | 0 | 0.0 | | |
| High School Graduate Total | 164 | 40.9 | 108 | 41.7 | + 2.0 | | 90 | 35.6 | 53 | 45.3 | + 27.2 | |
| White | 146 | 39.7 | 91 | 46.2 | +16.4 | | 89 | 34.8 | 52 | 46.2 | + 32.8 | |
| Black | 18 | 50.0 | 13 | 23.1 | -53.8 | | 0 | 0.0 | 1 | 0.0 | | |
| Spanish | 0 | 0.0 | 4 | 0.0 | -- | | 1 | 100.0 | 0 | 0.0 | | |
| All Educational Levels Total | 302 | 44.4 | 193 | 39.9 | -10.1 | | 143 | 39.2 | 98 | 41.8 | + 6.6 | |
| White | 268 | 42.5 | 169 | 42.6 | + 0.2 | | 142 | 38.7 | 96 | 42.7 | + 10.3 | |
| Black | 31 | 54.8 | 18 | 22.2 | -59.5 | | 0 | 0.0 | 2 | 0.0 | | |
| Spanish | 3 | 100.0 | 6 | 16.7 | -83.3 | | 1 | 100.0 | 0 | 0.0 | | |
| City Limits | | | | | | | | | | | | |
| Non-High School Graduate Total | 95 | 29.5 | 63 | 28.6 | - 3.1 | | 69 | 24.6 | 56 | 23.2 | - 5.7 | |
| White | 87 | 26.4 | 58 | 29.3 | +11.0 | | 66 | 25.8 | 49 | 18.4 | - 28.7 | |
| Black | 4 | 75.0 | 5 | 20.0 | -73.3 | | 3 | 0.0 | 5 | 40.0 | | |
| Spanish | 4 | 50.0 | 0 | 0.0 | -- | | 0 | 0.0 | 2 | 100.0 | | |
| High School Graduate Total | 470 | 44.9 | 333 | 41.1 | - 8.5 | | 372 | 38.4 | 227 | 37.0 | - 3.6 | |
| White | 437 | 44.2 | 312 | 42.3 | - 4.3 | | 361 | 39.1 | 218 | 36.7 | - 6.1 | |
| Black | 25 | 52.0 | 17 | 29.4 | -43.5 | | 9 | 11.1 | 5 | 40.0 | +260.4 | |
| Spanish | 8 | 62.5 | 4 | 0.0 | -- | | 2 | 50.0 | 4 | 50.0 | - 0.0 | |
| All Educational Levels Total | 915 | 49.2 | 590 | 43.0 | -12.6 | | 627 | 42.1 | 425 | 40.0 | - 5.0 | |
| White | 857 | 48.5 | 560 | 43.9 | - 9.5 | | 610 | 42.6 | 406 | 39.7 | - 6.8 | |
| Black | 43 | 58.1 | 23 | 26.1 | -55.1 | | 14 | 14.3 | 13 | 38.5 | +169.2 | |
| Spanish | 15 | 60.0 | 7 | 28.6 | -52.3 | | 3 | 66.7 | 6 | 66.7 | - 0.0 | |

The local press and media have provided ample coverage of project activities. When the Project Director calls a press conference, he gets coverage by newspapers and television stations.

There is substantial interaction with churches and church leaders in the area. Various church groups have contributed money to establish an Emergency Loan Fund available to veterans unable to pay for tuition, rent, books, food, and other needs. There is also a strong relationship with the National Council of Churches. The project is negotiating with that organization for additional funding of outreach-worker slots.

Relationship With Local Educational Institutions. Although the Center is located close to the dominant two-year educational institution in Seattle, there is no special focus on relations with any one institution. Application forms for high school programs, technical/vocational schools, and community, junior, and four-year colleges are available on-site. Relations with all institutions appear cordial, with no opposition by any particular institution in evidence.

Discussion

The relative uniqueness of the Seattle veteran population and the VETS project in Seattle make analysis of the data difficult. It is clear that a regional trend in G.I. Bill utilization exists in Portland and Seattle, similar to the one found in Brooklyn and Newark, except that the trend is to decreasing utilization. This trend might be the result of initially high utilization in both cities paired with a brightening employment situation.

The VETS project in Seattle is both large and particularly active. The Seattle project is into many areas which are not reflected in the numbers discussed above, such as legal assistance to those with "bad" discharges and employment counseling.

Overall, there were very few differences in the utilization patterns shown in Portland and Seattle. It could not be said that the decreases in Portland were any greater than the decreases in Seattle. It must be concluded, then, that the impact of the Seattle program was felt in other areas, or that the decreases in utilization in Seattle would have been greater without the presence of the VETS program.

WICHITA

Results

There was a general pattern of decreases in G.I. Bill utilization in Wichita (See Tables 25 and 26). In Wichita, as in some other cities, the veteran population was small. Only Whites in the city limits area had the numbers necessary to produce stable utilization rates. In the 70/71 group, Whites showed a 5.0% decline in utilization (non-high school graduates, 0.5% decrease; high school graduates, 9.2% decrease) and in the 71/72 group there was a 0.2% increase (non-high school graduates, 1.2% decrease; high school graduates, 5.8% decrease). Overall, Blacks showed an 0.8% decrease in 70/71 and a 37.4% increase in 71/72.

The population in Topeka, the control city, was even smaller than the one in Wichita. However, Whites showed a 5.7% increase overall in 70/71 and a 14.2% increase overall in 71/72. White high school graduates in the city limits area showed a 3.2% decrease in utilization in the 70/71 group and a 21.1% increase in the 71/72 group.

Table 25
Target City Wichita Compared With Control City Topeka,
July-Dec 1970 and July-Dec 1971:
Utilization of GI Bill Educational Benefits
(First Term Enlisted Separates)

| Population | Target City: Wichita | | | | Control City: Topeka | | | | |
|-------------------------------------|---------------------------|---------------------------------|---------------------------|---------------------------------|---------------------------|---------------------------------|---------------------------|---------------------------------|-------|
| | Separations July-Dec 1970 | | Separations July-Dec 1971 | | Separations July-Dec 1970 | | Separations July-Dec 1971 | | |
| | Number of Separations | % Utilization as of 31 Dec 1971 | Number of Separations | % Utilization as of 31 Dec 1972 | Number of Separations | % Utilization as of 31 Dec 1971 | Number of Separations | % Utilization as of 31 Dec 1972 | |
| Restricted Area | | | | | | | | | |
| Non-High School Graduate Total | 13 | 30.8 | 7 | 28.6 | 24 | 20.8 | 13 | 30.8 | 48.1 |
| White | 3 | 33.3 | 3 | 33.3 | 19 | 26.3 | 10 | 40.0 | 52.1 |
| Black | 9 | 33.3 | 3 | 33.3 | 3 | 0.0 | 2 | 0.0 | -- |
| Spanish | 1 | 0.0 | 1 | 0.0 | 2 | 0.0 | 1 | 0.0 | -- |
| High School Graduate Total | 23 | 69.6 | 21 | 38.1 | 89 | 49.4 | 100 | 42.0 | -15.0 |
| White | 16 | 81.3 | 12 | 50.0 | 72 | 45.8 | 88 | 42.0 | -8.3 |
| Black | 7 | 42.9 | 8 | 25.0 | 13 | 69.2 | 7 | 57.1 | -17.5 |
| Spanish | 0 | 0.0 | 1 | 0.0 | 4 | 50.0 | 5 | 20.0 | -60.0 |
| All Educational Levels Total | 44 | 52.3 | 37 | 43.2 | 132 | 46.2 | 145 | 44.8 | -3.0 |
| White | 25 | 64.0 | 18 | 50.0 | 109 | 45.0 | 128 | 46.1 | 2.4 |
| Black | 18 | 38.9 | 15 | 40.0 | 17 | 58.8 | 11 | 45.5 | -22.6 |
| Spanish | 1 | 0.0 | 4 | 25.0 | 6 | 33.3 | 6 | 16.7 | -49.8 |
| City Limits | | | | | | | | | |
| Non-High School Graduate Total | 63 | 34.9 | 58 | 36.2 | 31 | 22.6 | 14 | 28.6 | 26.5 |
| White | 49 | 36.7 | 52 | 36.5 | 25 | 24.0 | 11 | 36.4 | 51.7 |
| Black | 12 | 33.3 | 4 | 50.0 | 3 | 0.0 | 2 | 0.0 | -- |
| Spanish | 2 | 0.0 | 2 | 0.0 | 3 | 33.3 | 1 | 0.0 | -- |
| High School Graduate Total | 324 | 58.3 | 250 | 51.6 | 139 | 48.2 | 139 | 43.9 | -8.9 |
| White | 298 | 57.7 | 227 | 62.4 | 120 | 46.7 | 124 | 45.2 | -3.2 |
| Black | 17 | 58.8 | 18 | 38.9 | 15 | 60.0 | 8 | 50.0 | -16.7 |
| Spanish | 9 | 77.8 | 5 | 60.0 | 4 | 50.0 | 7 | 14.3 | -71.4 |
| All Educational Levels Total | 506 | 57.3 | 422 | 54.0 | 207 | 47.3 | 211 | 47.9 | 1.3 |
| White | 481 | 57.7 | 385 | 54.8 | 181 | 47.0 | 191 | 49.7 | 5.7 |
| Black | 33 | 48.5 | 27 | 48.1 | 19 | 52.6 | 12 | 41.7 | -20.7 |
| Spanish | 12 | 66.7 | 10 | 40.0 | 7 | 42.9 | 8 | 12.5 | -70.9 |

Table 26

**Target City Wichita Compared With Control City Topeka,
Jan-June 1971 and Jan-June 1972:
Utilization of GI Bill Educational Benefits
(First Term Enlisted Separates)**

| Population | Target City: Wichita | | | | | | Control City: Topeka | | | | | |
|---------------------------------------|---------------------------|---------------------------------|-----------------------|---------------------------------|------------------------------|-----------------------|---------------------------------|-----------------------|---------------------------------|------------------------------|-----------------------|---------------------------------|
| | Separations Jan-June 1971 | | | Separations Jan-June 1972 | | | Separations Jan-June 1971 | | | Separations Jan-June 1972 | | |
| | Number of Separations | % Utilization as of 31 Dec 1971 | Number of Separations | % Utilization as of 31 Dec 1972 | Percent Increase or Decrease | Number of Separations | % Utilization as of 31 Dec 1971 | Number of Separations | % Utilization as of 31 Dec 1972 | Percent Increase or Decrease | Number of Separations | % Utilization as of 31 Dec 1972 |
| | | | | | | | | | | | | |
| Restricted Area | | | | | | | | | | | | |
| Non-High School Graduate Total | 19 | 26.3 | 8 | 12.5 | -52.5 | 13 | 0.0 | 9 | 11.1 | -- | 7 | 14.3 |
| White | 6 | 50.0 | 5 | 20.0 | -60.0 | 11 | 0.0 | 0 | 0.0 | -- | 0 | 0.0 |
| Black | 12 | 16.7 | 2 | 0.0 | -- | 1 | 0.0 | 2 | 0.0 | -- | 2 | 0.0 |
| Spanish | 1 | 0.0 | 1 | 0.0 | -- | 1 | 0.0 | 0 | 0.0 | -- | 0 | 0.0 |
| High School Graduate Total | 29 | 41.4 | 16 | 37.5 | -9.4 | 95 | 31.6 | 38 | 36.8 | 16.5 | 36 | 36.1 |
| White | 17 | 47.1 | 5 | 40.0 | -15.1 | 83 | 33.7 | 6 | 33.3 | 7.1 | 2 | 50.0 |
| Black | 9 | 22.2 | 11 | 36.4 | 64.0 | 6 | 0.0 | 0 | 0.0 | -- | 0 | 0.0 |
| Spanish | 3 | 66.7 | 0 | 0.0 | -- | 6 | 0.0 | 0 | 0.0 | -- | 0 | 0.0 |
| All Educational Levels Total | 59 | 44.1 | 28 | 28.6 | -35.1 | 136 | 33.8 | 65 | 43.1 | 27.5 | 60 | 43.3 |
| White | 34 | 58.8 | 11 | 27.3 | -53.6 | 121 | 36.4 | 25 | 50.0 | 100.0 | 2 | 50.0 |
| Black | 21 | 19.0 | 16 | 31.3 | 64.7 | 8 | 25.0 | 2 | 33.3 | -- | 3 | 33.3 |
| Spanish | 4 | 50.0 | 1 | 0.0 | -- | 7 | 0.0 | 0 | 0.0 | -- | 0 | 0.0 |
| City Limits | | | | | | | | | | | | |
| Non-High School Graduate Total | 73 | 16.4 | 49 | 14.3 | -12.8 | 20 | 5.0 | 10 | 10.0 | 100.0 | 8 | 12.5 |
| White | 56 | 16.1 | 44 | 15.9 | -1.2 | 17 | 5.9 | 0 | 0.0 | 111.9 | 0 | 0.0 |
| Black | 15 | 13.3 | 3 | 0.0 | -- | 2 | 0.0 | 0 | 0.0 | -- | 0 | 0.0 |
| Spanish | 2 | 50.0 | 2 | 0.0 | -- | 1 | 0.0 | 2 | 0.0 | -- | 0 | 0.0 |
| High School Graduate Total | 260 | 40.4 | 187 | 38.5 | -4.7 | 131 | 33.6 | 60 | 43.3 | 28.9 | 58 | 43.1 |
| White | 236 | 41.1 | 168 | 38.7 | -5.8 | 118 | 35.6 | 58 | 43.1 | 21.1 | 2 | 50.0 |
| Black | 17 | 35.3 | 15 | 40.0 | 13.3 | 6 | 33.3 | 0 | 0.0 | 50.2 | 0 | 0.0 |
| Spanish | 7 | 28.6 | 4 | 25.0 | -12.6 | 7 | 0.0 | 0 | 0.0 | -- | 0 | 0.0 |
| All Educational Levels Total | 438 | 41.1 | 348 | 42.0 | 2.2 | 197 | 37.1 | 116 | 44.8 | 20.8 | 111 | 45.0 |
| White | 395 | 42.5 | 319 | 42.6 | 0.2 | 180 | 39.4 | 111 | 44.8 | 14.2 | 2 | 50.0 |
| Black | 34 | 26.5 | 22 | 36.4 | 37.4 | 9 | 22.2 | 2 | 50.0 | 125.2 | 0 | 0.0 |
| Spanish | 9 | 33.3 | 7 | 28.6 | -14.1 | 8 | 0.0 | 3 | 33.3 | -- | 0 | 0.0 |

Project Organization and Operation

This summary of the Wichita VETS project does not follow the normal format used in this report, because this project constitutes a special case. Due to a number of circumstances, the VETS project became inoperative and defunct in February 1972.

The VETS project originally contracted with the Wichita city government, which turned over administration of the project to Wichita State University. The contract was for a six-month period. This last factor is the major factor in the bitterness which still remains among all parties involved. The city and WSU claim that VETS insisted on a six-month contract while VETS claims that it was the other way around.

The initial director selected by WSU was viewed by the University administration as being unqualified for the position. The staff members were student-veterans who worked part-time and apparently received little or no direction or guidance from the Director. WSU officials realize that they did not properly monitor the program. This factor made the start-up problems that are normally experienced even greater. The problems were compounded by delays in receiving the promised forms, materials, and technical assistance from the VETS office in Washington. Most materials did not arrive until four months into the contract. In addition, the VETS staff members assigned to provide technical assistance to Wichita were perceived as having been of little help.

The various problems and disagreements led to a decision, which seems to have been somewhat mutual, not to refund the program, although there appears to have been a commitment by the city to provide EEA slots after the initial six months that was not fulfilled.

A program for veterans, which is not dissimilar from the one originally envisioned by VETS does now exist at WSU. Naturally, this program focuses on those veterans attending or desirous of attending WSU. Thus, the initial money invested cannot be viewed as totally wasted, in that there is an on-going veterans' assistance program in Wichita.

Discussion

As the above narrative indicates, the Wichita program was discontinued in February 1972. Thus, the impact of VETS activity on utilization would be expected to be minimal. However, the outreach activity started by VETS was continued at Wichita State University. This activity was directed at veterans interested in enrolling in WSU.

No impact on utilization rates that could be attributed to outreach activity was seen in Wichita. High school graduates in the city limits area showed declines in utilization in both 70/71 and 71/72. The overall experience in Wichita does not compare favorably with the performance of Topeka, the control city.

OVERALL PERFORMANCE OF VETS TARGET CITIES

Summaries of the performance of all VETS cities, and all control cities for 70/71 are given in Table 1. The corresponding data for the 71/72 group appears in Table 2.

In the target cities, taken as a whole, there were consistent increases in G.I. Bill utilization among educationally disadvantaged veterans, and among minority group veterans. Non-high school graduates showed strong increases in utilization. In the restricted area, there was a 22.3% increase in the 70/71 group (Whites, 42.2% increase; Blacks, 10.4% increase; Spanish, 30.1% increase) and a 24.5% increase in the 71/72 group (Whites, 11.9% increase; Blacks, 30.0% increase; Spanish, 34.3% increase). Comparable increases among non-high school graduates were shown in the city limits area. Overall, in the restricted area Blacks showed a 6.2% increase and Spanish a 17.1% increase in 70/71;

those two groups had 2.1% and 7.4% increases, respectively, in 71/72. In the city limits area, Blacks showed an 8.3% increase in 70/71 and a 4.4% increase in 71/72, while Spanish veterans increased their utilization by 11.1% in 70/71 and by 7.8% in 71/72.

However, when the performance of the control cities is examined, the same pattern of increases emerges. Additionally, the percent increases in G.I. Bill utilization in the control cities are larger for almost every group examined. Non-high school graduates in the restricted area showed a 27.7% increase in 70/71 (Whites, 8.0% increase; Blacks, 31.1% increase; Spanish, 96.7% increase) and a 56.4% increase in 71/72 (Whites, 32.7% increase; Blacks, 62.8% increase; Spanish, 104.0% increase). Again there were comparable increases among non-high school graduates in the city limits area. Among high school graduates, while Whites generally showed decreases in utilization, minority group veterans again evidenced substantial increases in utilization. Overall, in the restricted area, Blacks showed an 11.0% increase in 70/71 and a 27.2 increase in 71/72, while Spanish veterans showed a 59.2% increase in 70/71 and 44.9% in 71/72. In the city limits area, the picture was very similar. Blacks had an 11.5% increase in 70/71 and a 25.1% increase in 71/72. Spanish veterans had a 42.2% increase in 70/71 and a 43.8% increase in 71/72.

In summary, while G.I. Bill utilization was increasing in the VETS cities among the target groups, there were parallel, and in most cases larger, increases showing up among the same groups in the control cities. However, the influence of Brooklyn on the performance of the control cities is very great. Brooklyn had one of the largest veteran populations of all the cities in this study. In the four groups considered in this evaluation, there were 8,538 veterans in Brooklyn. As mentioned previously, utilization rates in Brooklyn increased very sharply during the periods covered by this report. These sharp increases, paired with the size of the veterans population in Brooklyn, had a large effect on the rates shown for all the Control cities. Because of this impact, two additional tables (Tables 3 and 4) were prepared, excluding Brooklyn from the control cities and Los Angeles from the target cities.

Examination of the comparison between the target cities without Los Angeles and the control cities without Brooklyn shows that the performance of the target cities is now very similar to the performance of the control cities. In both groups non-high school graduates and minority group veterans show the largest increases in G.I. Bill utilization. In the target cities, in the restricted area, there was a 22.6% increase in utilization among non-high school graduates in 70/71 and a 27.6% increase in 71/72. In the control cities, the corresponding groups showed 15.1% and 34.5% increases. Among Blacks in the restricted area of the target cities, there was 8.0% increase in 70/71 and 4.8% increase in 71/72. There were corresponding increases of 8.2% and 16.5% in the control cities. Spanish-surnamed veterans in the target cities showed 11.7% and 14.4% increases in the city limits area. In the control cities, the corresponding groups showed a 20.3% increase and a 5.5% decrease.

An examination of the percent change in G.I. Bill utilization in the target cities vs. the change in the control cities shows that the VETS cities have not outperformed the control cities on the whole. Once again, however, it is necessary to point out that the percent change is sensitive to the initial rate of G.I. Bill utilization. The lower the initial utilization rate, the fewer new enrollments are needed to effect a percent increase of a given size. Thus an increase of 10% in the utilization rate translates into a 50% increase in utilization when the initial utilization rate is 20%, but only a 25% increase when the initial rate is 40%.

This is an especially important consideration in the comparisons of target and control cities. The initial utilization rates in the target cities were generally higher than those in the control cities. For non-high school graduates in the restricted area, for example, initial utilization in the target cities was 28.3% (White, 21.1%; Black, 31.8%; and

Spanish, 33.2%) among those separating July-December 1970. For the same group in the control cities the initial rate was only 22.4% (White, 22.4%; Black, 23.5%; and Spanish, 18.0%). Among Spanish-surnamed veterans, where very substantial percent increases in G.I. Bill utilization were shown, the differential between the initial rates in the target cities and the control cities is even more striking. Overall in the restricted area the initial rate was 43.3% among those separating in July-December 1970 and 34.0% among those separating in January-June 1971 in the target cities. The corresponding rates in the control cities were 27.2% and 22.5%.

When Brooklyn (where initial G.I. Bill utilization rates were very low), and Los Angeles (where the rates were high), are excluded, the difference between the initial utilization rates is much reduced. Correspondingly, the percent changes evidenced in the two groups become much closer. However, even when these two cities are eliminated from the comparisons, the utilization rates in the target cities generally remain higher. Now, to use the previously cited example, non-high school graduates separating in July-December 1970 in the restricted area show an initial utilization rate of 26.1% in the target cities and 23.2% in the control cities.

Section 5

CONCLUSIONS

It is clear that the VETS program did not result in anything approaching a 100% increase in G.I. Bill utilization. As the previous section makes clear, when Brooklyn and Los Angeles are excluded, the performance of the VETS target cities was about the same as the performance of the control cities during the period studied. What then, can be said about the VETS program as a whole?

It is the opinion of the evaluators that the objective of increasing G.I. Bill utilization by 100% was unrealistic. First, the resources committed to each city were not nearly substantial enough to cause change of this magnitude, even in cities with exceptional programs. Many of the programs are quite small in comparison with the number of veterans whose needs have to be met. Second, the peer counseling concept, which is at the core of the VETS program, seems inconsistent with the goal of increasing enrollments in VA educational and training programs. The educationally and economically disadvantaged veterans, the prime VETS target group, are more likely to have a range of needs that must be addressed as a prerequisite to further education. Such a veteran might need a part-time job during school, a place to live, or a loan to see him through until his VA checks start coming. Such needs can be effectively addressed through the peer counseling approach, but only with a much larger commitment of time to each veteran by his counselor, and in a "total service" environment.

Although, in the beginning, the VETS program had as its mission to increase G.I. Bill utilization rates by 100%, the VETS national staff and the project directors recognized the need to change to a "total service" concept quite early. Each VETS city added functions to its program, some of which are outlined in the narrative on each city. The project directors and the National VETS staff felt the program should be evaluated on the quality and range of services provided to veterans, rather than on percent increases in G.I. Bill utilization. The nature of the VETS program underwent a basic change, while the evaluation criteria did not.

Given that the concept of the VETS program underwent change during the period of the evaluation, can the evaluation criteria be useful in assessing the impact of the VETS program? It is clear to the evaluators that there was a better fit between the evaluation methodology and the original VETS concept than there was with the concept as it finally evolved. However, the methodology does point to changes in the patterns of utilization, which, in combination with the narrative data, can be meaningful in evaluating the performance of individual target cities. The heterogeneity of the 11 VETS cities and the presence of forceful regional trends in G.I. Bill utilization make the overall evaluation of VETS more difficult. In fact, even if the VETS concept had not changed, overall evaluation of the program would be difficult because of these two factors.

While the concept of peer counseling remained common to the 11 VETS cities, there were basic differences between programs in different cities—in organizational affiliation, in size, and in outreach goals. It is clear to the evaluators that some programs were substantially less effective because of these differences.

The most effective programs tended to be those with strong ties to local governmental agencies providing a variety of services. The Chicago program is an example. This program, although small, effectively tapped into a network of resources made available by

the city. Outreach centers were located in many community-based multi-service centers. A successful cross-referral system with similar types of agencies providing different services was developed. G.E.D. classes were made accessible to the veteran by locating them in the community multi-service centers. In effect, this program magnified its impact by efficient use of available resources. Seattle is another program that effectively focused resources from a variety of sources on veterans' problems.

Conversely, the least successful programs seemed to be those that were affiliated with colleges or universities. These programs, for the most part, served as in-house veterans' affairs offices. As such, they serviced a veteran population already committed to higher education, that probably would have used the G.I. Bill without VETS help. The outreach programs associated with such a project were usually feeble. The Detroit program, for example, had field offices in 21 area colleges and universities (with a staff of over 100 people), in a five-county area. Yet this large group did little but service those students who needed help with the VA. The outreach program, which was run out of the project office downtown, was extremely small. The recent change in sponsorship of this project was made to alleviate these problems. The Newark and Miami projects, both run out of colleges, were similar.

In effect, the VETS project, then, tested different approaches to the problem of being responsive to the needs of veterans. Viewed from this perspective, there were 11 VETS projects, sharing a common source of funding and common advocacy of the peer counseling technique, but different in some very meaningful ways. The overall evaluation of VETS program rests on the individual evaluation of the 11 different projects. Some programs, such as Chicago, were successful even when measured by the yardstick of percent increases in G.I. Bill utilization. From this point of view, the VETS program can be viewed as a limited success. Other cities, with different approaches to the problem, were not successful.

The concept of peer counseling may or may not be useful. It is clear, however, that the counselors almost always function mainly as a link between the veteran and some other agency, such as the VA or the state employment service. Even accepting the assertion that the peer counselor is reaching a veteran who would not normally be reached by the "system," it does not seem feasible to establish independent outreach centers in every city in the country through subcontracts. Rather, the task at hand seems to be how to make existing organizations more responsive to the needs of the veteran who may be "turned off" by the system.

Finally, this type of programmatic funding with direct grants to local governments appears likely to become more common in the future. To the extent that evaluation of such programs is desirable or necessary, traditional evaluation techniques may prove inadequate. As with the VETS program, it will probably be necessary to find some common ground for viewing programs that are very different in form, structure, and emphasis, but have a common general objective. The use of automated data files available from various agencies appears to have some utility as an evaluation technique.

Appendix A

GRAPHIC PRESENTATION OF RESULTS: FIGURES 1-20

**Total in the Restricted Area,
Separations July-Dec 1970 and July-Dec 1971: Percent Change in
GI Bill Utilization VETS Target Cities vs Control Cities**

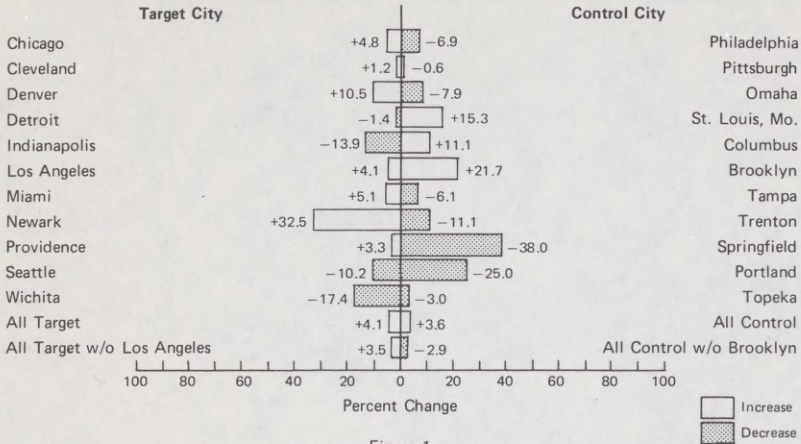
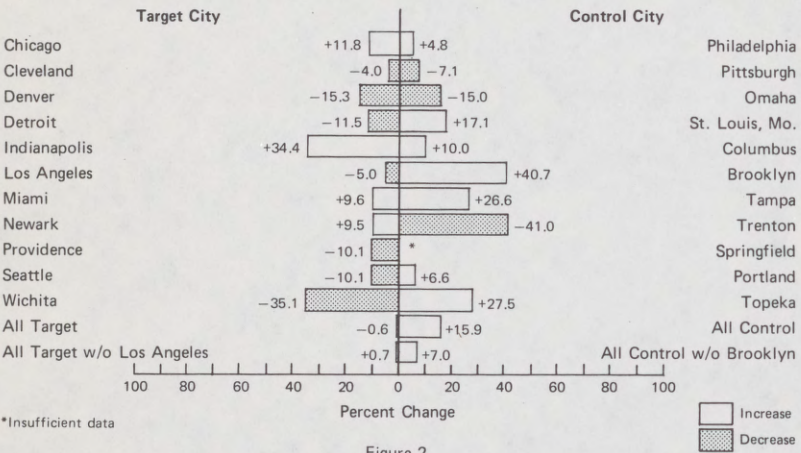


Figure 1

**Total in the Restricted Area,
Separations Jan-June 1971 and Jan-June 1972: Percent Change in
GI Bill Utilization VETS Target Cities vs Control Cities**



*Insufficient data

Figure 2

**Black Total in the Restricted Area,
Separations July-Dec 1970 and July-Dec 1971: Percent Change in
GI Bill Utilization VETS Target Cities vs Control Cities**

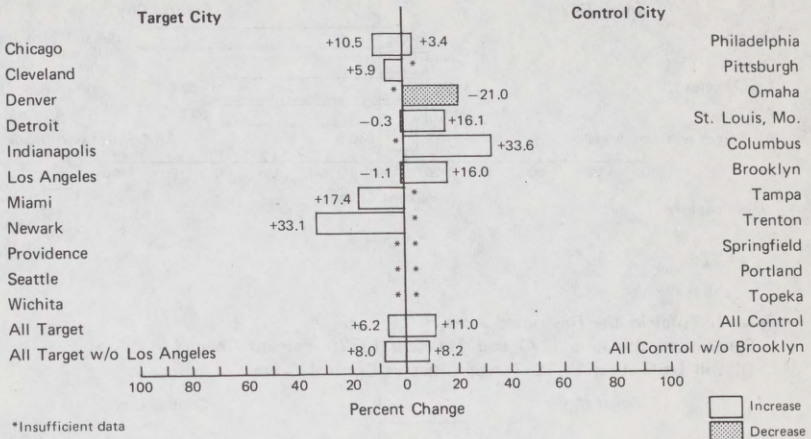


Figure 3

**Black Total in the Restricted Area,
Separations Jan-June 1971 and Jan-June 1972: Percent Change in
GI Bill Utilization VETS Target Cities vs Control Cities**

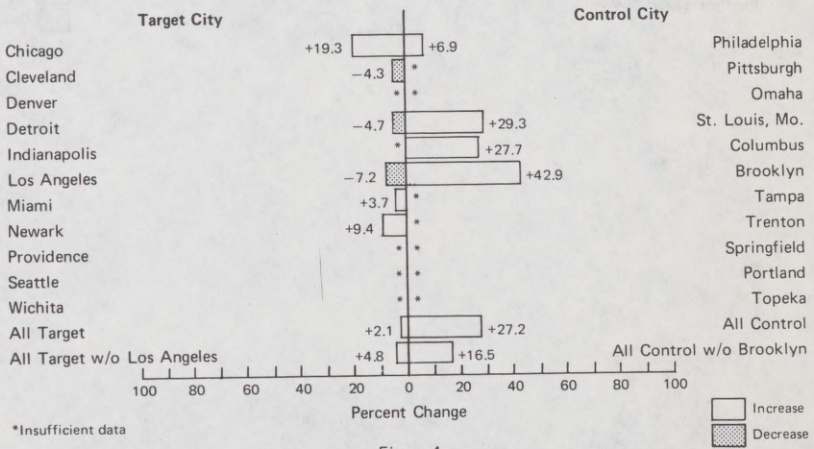


Figure 4

Spanish Total in the Restricted Area,
 Separations July-Dec 1970 and July-Dec 1971: Percent Change in
 GI Bill Utilization VETS Target Cities vs Control Cities

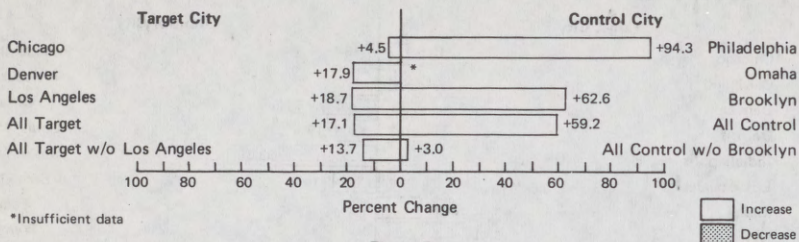


Figure 5

Spanish Total in the Restricted Area,
 Separations Jan-June 1971 and Jan-June 1972: Percent Change in
 GI Bill Utilization VETS Target Cities vs Control Cities

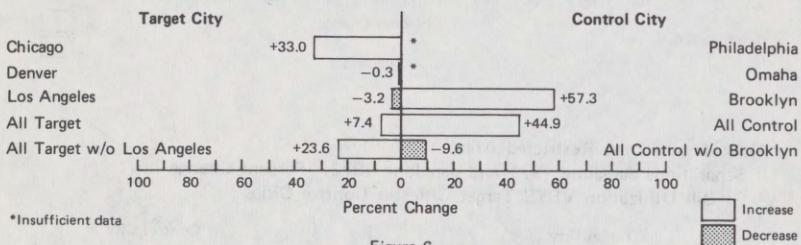


Figure 6

**Non-High School Graduate Total in the Restricted Area,
Separations July-Dec 1970 and July-Dec 1971: Percent Change in
GI Bill Utilization VETS Target Cities vs Control Cities**

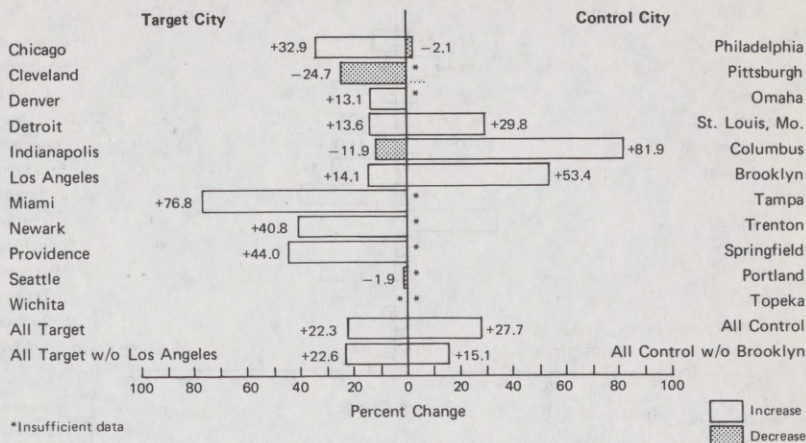


Figure 7

**Non-High School Graduate Total in the Restricted Area,
Separations Jan-June 1971 and Jan-June 1972: Percent Change in
GI Bill Utilization VETS Target Cities vs Control Cities**

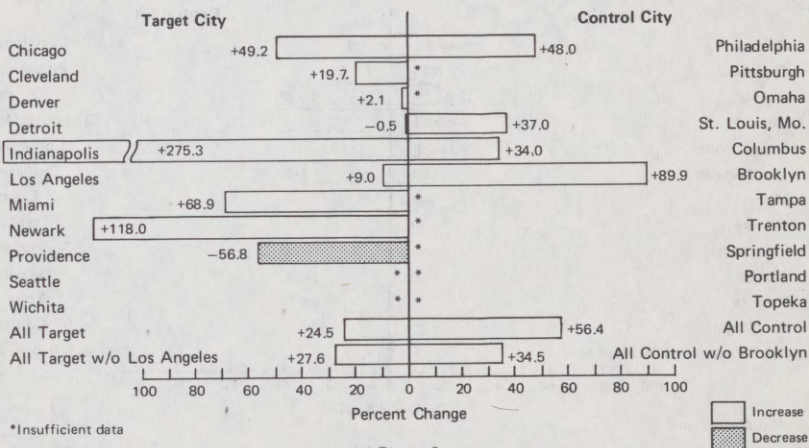


Figure 8

High School Graduate Total in the Restricted Area,
 Separations July-Dec 1970 and July-Dec 1971: Percent Change in
 GI Bill Utilization VETS Target Cities vs Control Cities

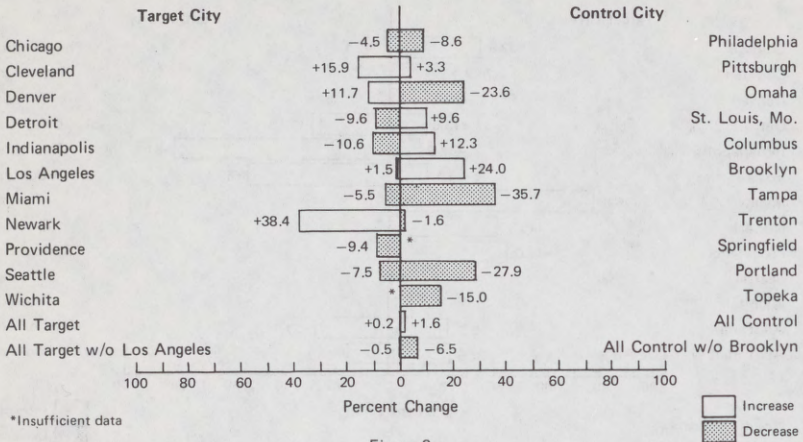


Figure 9

High School Graduate Total in the Restricted Area,
 Separations Jan-June 1971 and Jan-June 1972: Percent Change in
 GI Bill Utilization VETS Target Cities vs Control Cities

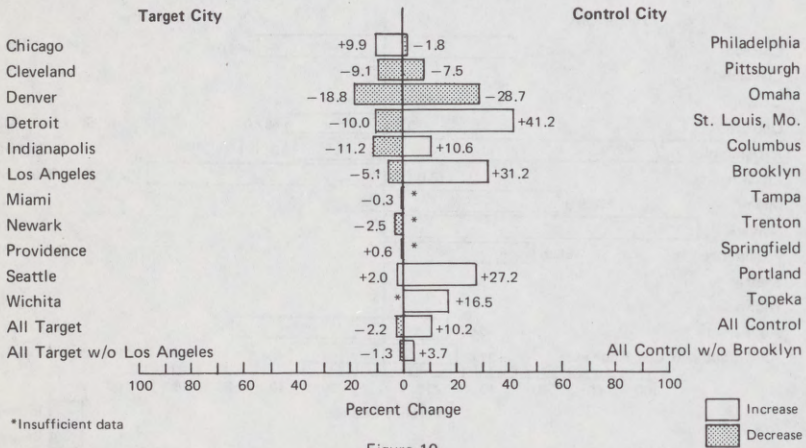


Figure 10

Total in the City Limits Area,
 Separations July-Dec 1970 and July-Dec 1971: Percent Change in
 GI Bill Utilization VETS Target Cities vs Control Cities

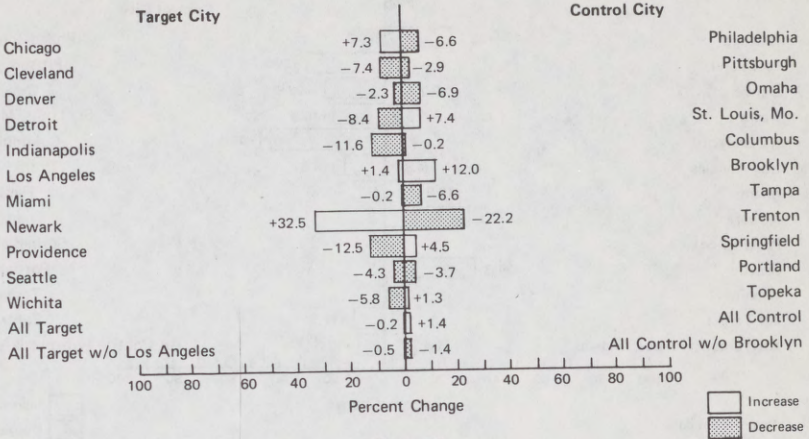


Figure 11

Total in the City Limits Area,
 Separations Jan-June 1971 and Jan-June 1972: Percent Change in
 GI Bill Utilization VETS Target Cities vs Control Cities

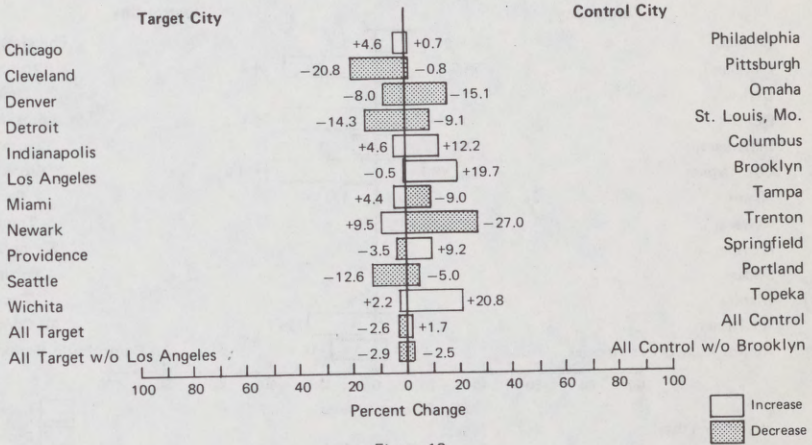


Figure 12

**Black Total in the City Limits Area,
Separations July-Dec 1970 and July-Dec 1971: Percent Change in
GI Bill Utilization VETS Target Cities vs Control Cities**

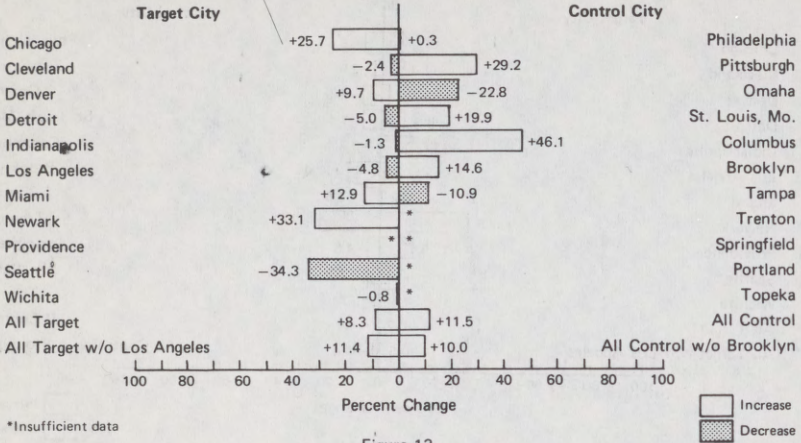


Figure 13

**Black Total in the City Limits Area,
Separations Jan-June 1971 and Jan-June 1972: Percent Change in
GI Bill Utilization VETS Target Cities vs Control Cities**

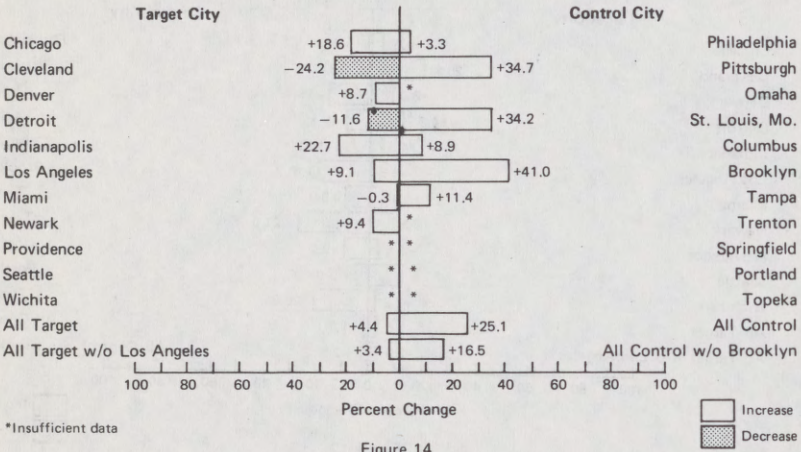


Figure 14

Spanish Total in the City Limits Area,
 Separations July-Dec 1970 and July-Dec 1971: Percent Change in
 GI Bill Utilization VETS Target Cities vs Control Cities

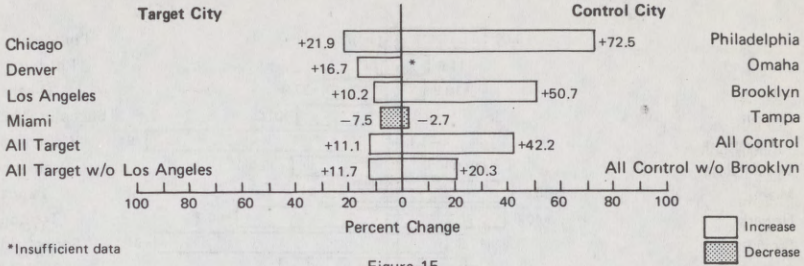


Figure 15

Spanish Total in the City Limits Area,
 Separations Jan-June 1971 and Jan-June 1972: Percent Change in
 GI Bill Utilization VETS Target Cities vs Control Cities

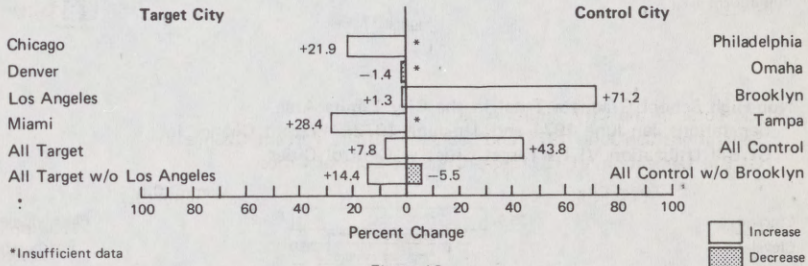


Figure 16

**Non-High School Graduate Total in the City Limits Area,
Separations July-Dec 1970 and July-Dec 1971: Percent Change in
GI Bill Utilization VETS Target Cities vs Control Cities**

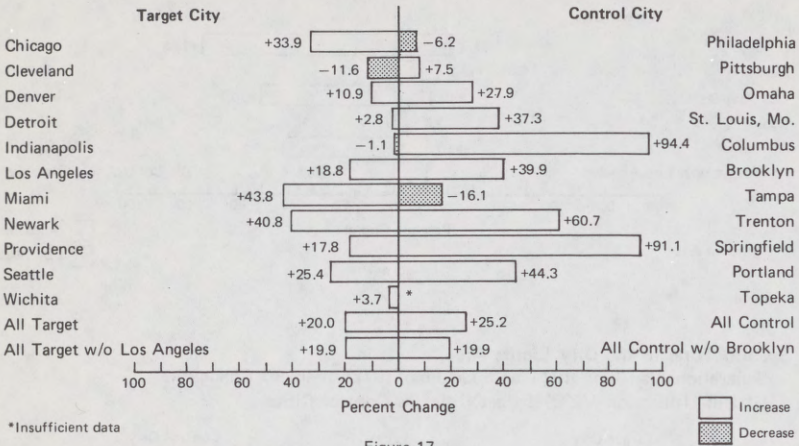


Figure 17

**Non-High School Graduate Total in the City Limits Area,
Separations Jan-June 1971 and Jan-June 1972: Percent Change in
GI Bill Utilization VETS Target Cities vs Control Cities**

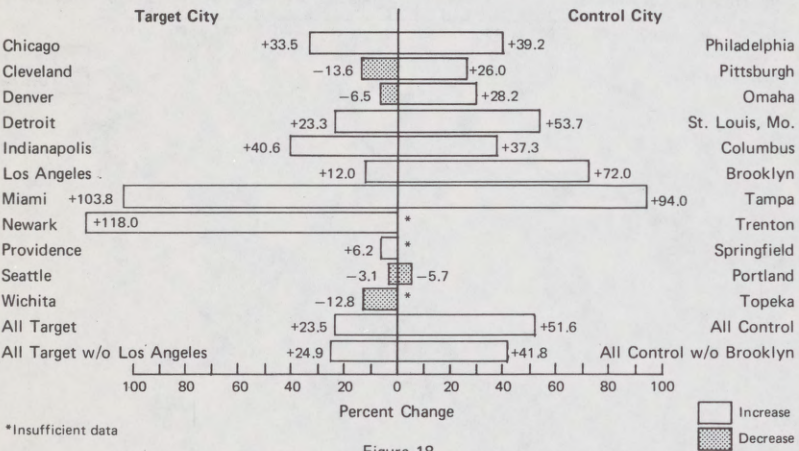


Figure 18

High School Graduate Total in the City Limits Area,
 Separations July-Dec 1970 and July-Dec 1971: Percent Change in
 GI Bill Utilization VETS Target Cities vs Control Cities

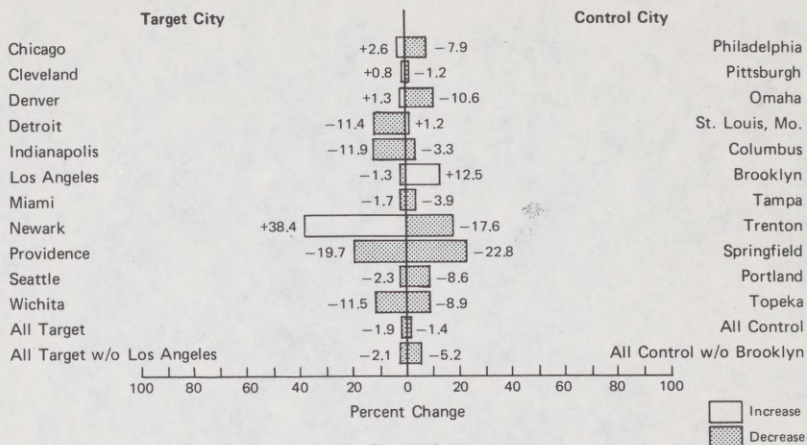


Figure 19

High School Graduate Total in the City Limits Area,
 Separations Jan-June 1971 and Jan-June 1972: Percent Change in
 GI Bill Utilization VETS Target Cities vs Control Cities

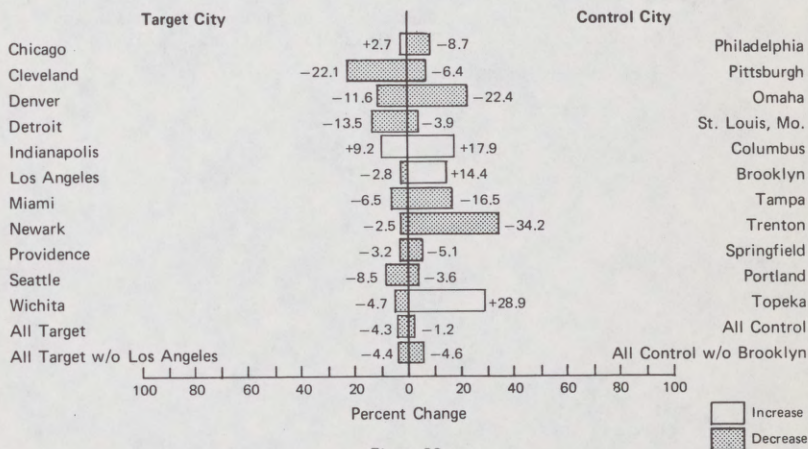


Figure 20

Appendix B
VETS QUESTIONNAIRE

Prepared by

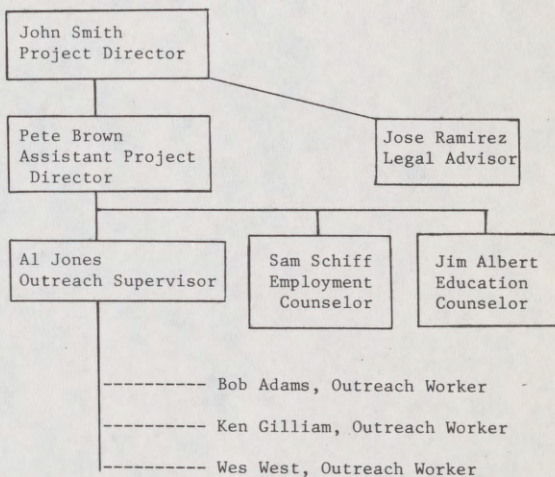
Human Resources Research Organization
Alexandria, Virginia 22314

I. ORGANIZATION & STAFFING

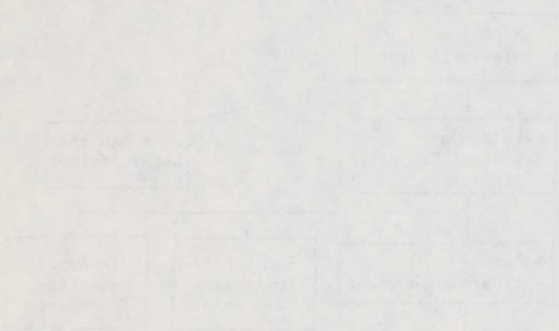
The questions in this section ask about the number and kinds of people who work in or with your organization. Because the VETS program in each city is different, some questions may make sense for some cities but not for others. Please do the best that you can.

- (1) It is important that we have some understanding of the supervisory relationships among the VETS staff. For this reason, please draw an organization chart on the following page. There is a sample organization chart drawn below. You can see that supervisors are higher up on the page than those they supervise. Also, the chart gives the name and job title for each employee. You should try to include these in your organization chart.

SAMPLE ORGANIZATION CHART



DRAW YOUR ORGANIZATION CHART HERE



2. Below is a set of questions asking for information about each person in your organization. There is a blank space for you to fill in the name of each person. Please try to make the order in which you give the names similar to the order in which they appear in the organization chart you have already drawn; that is, the first name you fill in should be the project director's, the second - the assistant project director's (if there is one) and so on. A completed example is shown below.

EXAMPLE

NAME John Smith AGE 32

EDUCATIONAL LEVEL COLLEGE GRADUATE SOME COLLEGE
 HIGH SCHOOL GRADUATE OR GED NON-HIGH SCHOOL GRAD

RACE CAUCASIAN-ANGLO CAUCASIAN-SPANISH SURNAME
 NEGRO, BLACK, AFRO-AMERICAN OTHER

VETERANS STATUS VIETNAM ERA VET OTHER VET NON VET

SEX FEMALE MALE

EMPLOYED ON PROJECT FULL-TIME PART-TIME (hr/wk)

SOURCE OF SALARY VETS CONTRACT
 CITY GOVT EEA OTHER
 OTHER LOCAL GOVT EEA OTHER
 EMERGENCY EMPLOYMENT ACT FUNDS - OTHER
 OTHER
 VOLUNTEER

CURRENTLY ENROLLED IN SCHOOL YES NO

NAME _____ AGE _____

EDUCATIONAL LEVEL COLLEGE GRADUATE SOME COLLEGE
 HIGH SCHOOL GRADUATE OR GED NON-HIGH SCHOOL GRAD

RACE CAUCASIAN-ANGLO CAUCASIAN-SPANISH SURNAME
 NEGRO, BLACK, AFRO-AMERICAN OTHER

VETERANS STATUS VIETNAM ERA VET OTHER VET NON VET

SEX FEMALE MALE

EMPLOYED ON PROJECT FULL-TIME PART-TIME (hr/wk)

SOURCE OF SALARY VETS CONTRACT
 CITY GOVT EEA OTHER
 OTHER LOCAL GOVT EEA OTHER
 EMERGENCY EMPLOYMENT ACT FUNDS - OTHER
 OTHER
 VOLUNTEER

CURRENTLY ENROLLED IN SCHOOL YES NO

NAME _____ AGE _____

EDUCATIONAL LEVEL COLLEGE GRADUATE SOME COLLEGE
 HIGH SCHOOL GRADUATE OR GED NON-HIGH SCHOOL GRAD

RACE CAUCASIAN-ANGLO CAUCASIAN-SPANISH SURNAME
 NEGRO, BLACK, AFRO-AMERICAN OTHER

VETERANS STATUS VIETNAM ERA VET OTHER VET NON VET

SEX FEMALE MALE

EMPLOYED ON PROJECT FULL-TIME PART-TIME (hr/wk)

SOURCE OF SALARY VETS CONTRACT
 CITY GOVT EEA OTHER
 OTHER LOCAL GOVT EEA OTHER
 EMERGENCY EMPLOYMENT ACT FUNDS- OTHER
 OTHER _____
 VOLUNTEER _____

CURRENTLY ENROLLED IN SCHOOL YES NO

NAME _____ AGE _____

EDUCATIONAL LEVEL COLLEGE GRADUATE SOME COLLEGE
 HIGH SCHOOL GRADUATE OR GED NON-HIGH SCHOOL GRAD

RACE CAUCASIAN-ANGLO CAUCASIAN-SPANISH SURNAME
 NEGRO, BLACK, AFRO-AMERICAN OTHER

VETERANS STATUS VIETNAM ERA VET OTHER VET NON VET

SEX FEMALE MALE

EMPLOYED ON PROJECT FULL-TIME PART-TIME (hr/wk)

SOURCE OF SALARY VETS CONTRACT
 CITY GOVT EEA OTHER
 OTHER LOCAL GOVT EEA OTHER
 EMERGENCY EMPLOYMENT ACT FUNDS - OTHER
 OTHER _____
 VOLUNTEER _____

CURRENTLY ENROLLED IN SCHOOL YES NO

NAME _____

JOB TITLE _____

ORGANIZATION _____

NAME _____

JOB TITLE _____

ORGANIZATION _____

NAME _____

JOB TITLE _____

ORGANIZATION _____

7. Of those people counted in question 5, how many have been with the project for the following time periods?

0 - 1 month _____

1 - 3 months _____

3 - 6 months _____

over 6 months _____

8. How many months has your project been in operation? _____
months. The starting date for the project was _____.

9. Under what organization does your project come for administrative purposes?

- CITY GOVERNMENT (specify agency or subdivision) _____
 - COUNTY GOVERNMENT (specify agency or subdivision) _____
 - STATE GOVERNMENT (specify agency or subdivision) _____
 - URBAN COALITION _____
 - OTHER, PLEASE DESCRIBE _____
- _____
- _____

II. SOURCES OF FUNDING

The purpose of the questions in this section is to gain an understanding of how your project is funded and the sources of funding. For the purposes of this section, consider the contribution of a salaried worker to the project as different from an actual cash grant. Question # 1 pertains to cash grants; Question # 2 to contributions of people or other non-cash contributions.

1. CASH GRANTS

AMOUNT _____ SOURCE _____
 TIME PERIOD COVERED _____ TO _____
 USE FOR WHICH FUNDS ARE INTENDED: _____

INITIAL GRANT _____

CONTINUATION OF PREVIOUS GRANT _____

AMOUNT _____ SOURCE _____
 TIME PERIOD COVERED _____ TO _____
 USE FOR WHICH FUNDS ARE INTENDED: _____

INITIAL GRANT _____

CONTINUATION OF PREVIOUS GRANT _____

AMOUNT _____ SOURCE _____
 TIME PERIOD COVERED _____ TO _____
 USE FOR WHICH FUNDS ARE INTENDED: _____

INITIAL GRANT _____

CONTINUATION OF PREVIOUS GRANT _____

AMOUNT _____ SOURCE _____
 TIME PERIOD COVERED _____ TO _____
 USE FOR WHICH FUNDS ARE INTENDED: _____

INITIAL GRANT _____

CONTINUATION OF PREVIOUS GRANT _____

CASH GRANTS CONTINUED

AMOUNT _____ SOURCE _____
 TIME PERIOD COVERED _____ TO _____
 USE FOR WHICH FUNDS ARE INTENDED _____
 INITIAL GRANT _____
 CONTINUATION OF _____
 PREVIOUS GRANT _____

AMOUNT _____ SOURCE _____
 TIME PERIOD COVERED _____ TO _____
 USE FOR WHICH FUNDS ARE INTENDED _____
 INITIAL GRANT _____
 CONTINUATION OF _____
 PREVIOUS GRANT _____

AMOUNT _____ SOURCE _____
 TIME PERIOD COVERED _____ TO _____
 USE FOR WHICH FUNDS ARE INTENDED _____
 INITIAL GRANT _____
 CONTINUATION OF _____
 PREVIOUS GRANT _____

AMOUNT _____ SOURCE _____
 TIME PERIOD COVERED _____ TO _____
 USE FOR WHICH FUNDS ARE INTENDED _____
 INITIAL GRANT _____
 CONTINUATION OF _____
 PREVIOUS GRANT _____

AMOUNT _____ SOURCE _____
 TIME PERIOD COVERED _____ TO _____
 USE FOR WHICH FUNDS ARE INTENDED _____
 INITIAL GRANT _____
 CONTINUATION OF _____
 PREVIOUS GRANT _____

AMOUNT _____ SOURCE _____
 TIME PERIOD COVERED _____ TO _____
 USE FOR WHICH FUNDS ARE INTENDED _____
 INITIAL GRANT _____
 CONTINUATION OF _____
 PREVIOUS GRANT _____

AMOUNT _____ SOURCE _____
 TIME PERIOD COVERED _____ TO _____
 USE FOR WHICH FUNDS ARE INTENDED _____
 INITIAL GRANT _____
 CONTINUATION OF _____
 PREVIOUS GRANT _____

2.

OTHER GRANTS (CONTRIBUTIONS OF PEOPLE AND OTHER NON-CASH CONTRIBUTIONS)

AMOUNT _____ SOURCE _____
 TIME PERIOD COVERED _____ TO _____
 USE FOR WHICH CONTRIBUTION IS INTENDED: _____

INITIAL GRANT _____

CONTINUATION OF
 PREVIOUS GRANT _____

AMOUNT _____ SOURCE _____
 TIME PERIOD COVERED _____ TO _____
 USE FOR WHICH CONTRIBUTION IS INTENDED: _____

INITIAL GRANT _____

CONTINUATION OF
 PREVIOUS GRANT _____

AMOUNT _____ SOURCE _____
 TIME PERIOD COVERED _____ TO _____
 USE FOR WHICH CONTRIBUTION IS INTENDED: _____

INITIAL GRANT _____

CONTINUATION OF
 PREVIOUS GRANT _____

AMOUNT _____ SOURCE _____
 TIME PERIOD COVERED _____ TO _____
 USE FOR WHICH CONTRIBUTION IS INTENDED: _____

INITIAL GRANT _____

CONTINUATION OF
 PREVIOUS GRANT _____

AMOUNT _____ SOURCE _____
 TIME PERIOD COVERED _____ TO _____
 USE FOR WHICH CONTRIBUTION IS INTENDED: _____

INITIAL GRANT _____

CONTINUATION OF
 PREVIOUS GRANT _____

AMOUNT _____ SOURCE _____
 TIME PERIOD COVERED _____ TO _____
 USE FOR WHICH CONTRIBUTION IS INTENDED: _____

INITIAL GRANT _____

CONTINUATION OF
 PREVIOUS GRANT _____

AMOUNT _____ SOURCE _____
 TIME PERIOD COVERED _____ TO _____
 USE FOR WHICH CONTRIBUTION IS INTENDED: _____

INITIAL GRANT _____

CONTINUATION OF
 PREVIOUS GRANT _____

III

TARGET AREA

The purpose of the questions in this section is to gain an understanding of the geographical area your project services and of the population groups who live in this area.

1. The project target area is
- a section of the city
 - the entire city
 - the city plus part of one county
 - one county
 - more than one county

NOTE: If the city and country are the same, please indicate this and mark "the entire city".

2. About how many people live within the target area? _____
3. About what percent of the population is:
- Negro _____%
- Spanish speaking _____%
- Other important minorities _____%

IV

PHYSICAL FACILITIES

The questions in this section are about physical layout and location of your offices.

1. Where is your main office located?
- in the target area
 - other than target area - specify (e.g. downtown office building or city hall) _____
2. Is your main office located in the same building as any of the following?
- | | | |
|---------------------------------|------------------------------|-----------------------------|
| Mayor's office | <input type="checkbox"/> Yes | <input type="checkbox"/> No |
| Other city govt. agcys | <input type="checkbox"/> Yes | <input type="checkbox"/> No |
| State Employment Services Ofs. | <input type="checkbox"/> Yes | <input type="checkbox"/> No |
| City Employment Services Ofs. | <input type="checkbox"/> Yes | <input type="checkbox"/> No |
| County Employment Services Ofs. | <input type="checkbox"/> Yes | <input type="checkbox"/> No |
| Veterans Administration Ofs. | <input type="checkbox"/> Yes | <input type="checkbox"/> No |
| Model Cities Office | <input type="checkbox"/> Yes | <input type="checkbox"/> No |
| Urban Coalition Office | <input type="checkbox"/> Yes | <input type="checkbox"/> No |
| Legal Aide Office | <input type="checkbox"/> Yes | <input type="checkbox"/> No |
| College or University | <input type="checkbox"/> Yes | <input type="checkbox"/> No |
| (Other, please specify) | <input type="checkbox"/> Yes | <input type="checkbox"/> No |
| _____ | <input type="checkbox"/> Yes | <input type="checkbox"/> No |
| _____ | <input type="checkbox"/> Yes | <input type="checkbox"/> No |
3. How many offices other than the main office do you have?
- 1
 - 2
 - 3
 - 4
 - 5 or more

4. If there are other offices, describe their locations, such as college campuses at State College and the type of facility, such as storefronts in local neighborhoods, etc.

| <u>OFFICE LOCATION</u> | <u>TYPE OF FACILITY</u> | <u>POPULATION SERVED</u> |
|------------------------|-------------------------|--------------------------|
| _____ | _____ | _____ |
| _____ | _____ | _____ |
| _____ | _____ | _____ |
| _____ | _____ | _____ |

5. How many people do you have who are "field workers" or "outreach workers" who work mostly in local neighborhoods?

_____ people

6. How many people do you have who work mostly on college campuses?

_____ people

7. How many people do you have who work mostly on or near military bases?

_____ people

V. CONTACT WITH OTHER ORGANIZATIONS

The questions in this section ask about the frequency of contacts that your organization has with organizations which may or may not exist in your area. For the questions following, you means your organization.

1. How often do you have contact (face-to-face or by telephone) with the mayor, the mayor's office or one of his representatives?

- not at all
 less than once a month
 about once a month
 several times a month
 about once a week
 every day
 more than once a day
 organization does not exist in my city

2. How often do you have contact (face-to-face or by telephone) with the city council or individual city councilmen?

- not at all
 less than once a month
 about once a month
 several times a month
 about once a week
 every day
 more than once a day
 organization does not exist in my city

3. How often do you have contact (face-to-face or by telephone) with the county government (chief executive or commissioners)?
- | | |
|---|---|
| <input type="checkbox"/> not at all | <input type="checkbox"/> about once a week |
| <input type="checkbox"/> less than once a month | <input type="checkbox"/> every day |
| <input type="checkbox"/> about once a month | <input type="checkbox"/> more than once a day |
| <input type="checkbox"/> several times a month | <input type="checkbox"/> organization does not exist in my city |
4. How often do you have contact (face-to-face or by telephone) with the state government (Governor's office or state legislature)?
- | | |
|---|---|
| <input type="checkbox"/> not at all | <input type="checkbox"/> about once a week |
| <input type="checkbox"/> less than once a month | <input type="checkbox"/> every day |
| <input type="checkbox"/> about once a month | <input type="checkbox"/> more than once a day |
| <input type="checkbox"/> several times a month | <input type="checkbox"/> organization does not exist in my city |
5. How often do you have contact (face-to-face or by telephone) with the American Legion?
- | | |
|---|---|
| <input type="checkbox"/> not at all | <input type="checkbox"/> about once a week |
| <input type="checkbox"/> less than once a month | <input type="checkbox"/> every day |
| <input type="checkbox"/> about once a month | <input type="checkbox"/> more than once a day |
| <input type="checkbox"/> several times a month | <input type="checkbox"/> organization does not exist in my city |
6. How often do you have contact (face-to-face or by telephone) with the VFW?
- | | |
|---|---|
| <input type="checkbox"/> not at all | <input type="checkbox"/> about once a week |
| <input type="checkbox"/> less than once a month | <input type="checkbox"/> every day |
| <input type="checkbox"/> about once a month | <input type="checkbox"/> more than once a day |
| <input type="checkbox"/> several times a month | <input type="checkbox"/> organization does not exist in my city |
7. How often do you have contact (face-to-face or by telephone) with other Veterans' Groups (specify) _____?
- | | |
|---|---|
| <input type="checkbox"/> not at all | <input type="checkbox"/> about once a week |
| <input type="checkbox"/> less than once a month | <input type="checkbox"/> every day |
| <input type="checkbox"/> about once a month | <input type="checkbox"/> more than once a day |
| <input type="checkbox"/> several times a month | <input type="checkbox"/> organization does not exist in my city |
8. How often do you have contact (face-to-face or by telephone) with the State Employment Service?
- | | |
|---|---|
| <input type="checkbox"/> not at all | <input type="checkbox"/> about once a week |
| <input type="checkbox"/> less than once a month | <input type="checkbox"/> every day |
| <input type="checkbox"/> about once a month | <input type="checkbox"/> more than once a day |
| <input type="checkbox"/> several times a month | <input type="checkbox"/> organization does not exist in my city |
9. How often do you have contact (face-to-face or by telephone) with the City Employment Service?
- | | |
|---|---|
| <input type="checkbox"/> not at all | <input type="checkbox"/> about once a week |
| <input type="checkbox"/> less than once a month | <input type="checkbox"/> every day |
| <input type="checkbox"/> about once a month | <input type="checkbox"/> more than once a day |
| <input type="checkbox"/> several times a month | <input type="checkbox"/> organization does not exist in my city |

10. How often do you have contact (face-to-face or by telephone) with the local newspapers?
- | | |
|---|---|
| <input type="checkbox"/> not at all | <input type="checkbox"/> about once a week |
| <input type="checkbox"/> less than once a month | <input type="checkbox"/> every day |
| <input type="checkbox"/> about once a month | <input type="checkbox"/> more than once a day |
| <input type="checkbox"/> several times a month | <input type="checkbox"/> organization does not exist in my city |
11. How often do you have contact (face-to-face or by telephone) with the local radio stations?
- | | |
|---|---|
| <input type="checkbox"/> not at all | <input type="checkbox"/> about once a week |
| <input type="checkbox"/> less than once a month | <input type="checkbox"/> every day |
| <input type="checkbox"/> about once a month | <input type="checkbox"/> more than once a day |
| <input type="checkbox"/> several times a month | <input type="checkbox"/> organization does not exist in my city |
12. How often do you have contact (face-to-face or by telephone) with the local TV stations?
- | | |
|---|---|
| <input type="checkbox"/> not at all | <input type="checkbox"/> about once a week |
| <input type="checkbox"/> less than once a month | <input type="checkbox"/> every day |
| <input type="checkbox"/> about once a month | <input type="checkbox"/> more than once a day |
| <input type="checkbox"/> several times a month | <input type="checkbox"/> organization does not exist in my city |
13. How often do you have contact (face-to-face or by telephone) with the Legal Aid Society or the OEO Legal Services Program?
- | | |
|---|---|
| <input type="checkbox"/> not at all | <input type="checkbox"/> about once a week |
| <input type="checkbox"/> less than once a month | <input type="checkbox"/> every day |
| <input type="checkbox"/> about once a month | <input type="checkbox"/> more than once a day |
| <input type="checkbox"/> several times a month | <input type="checkbox"/> organization does not exist in my city |
14. How often do you have contact (face-to-face or by telephone) with the local Community colleges?
- | | |
|---|---|
| <input type="checkbox"/> not at all | <input type="checkbox"/> about once a week |
| <input type="checkbox"/> less than once a month | <input type="checkbox"/> every day |
| <input type="checkbox"/> about once a month | <input type="checkbox"/> more than once a day |
| <input type="checkbox"/> several times a month | <input type="checkbox"/> organization does not exist in my city |
15. How often do you have contact (face-to-face or by telephone) with the local 4-year colleges?
- | | |
|---|---|
| <input type="checkbox"/> not at all | <input type="checkbox"/> about once a week |
| <input type="checkbox"/> less than once a month | <input type="checkbox"/> every day |
| <input type="checkbox"/> about once a month | <input type="checkbox"/> more than once a day |
| <input type="checkbox"/> several times a month | <input type="checkbox"/> organization does not exist in my city |
16. How often do you have contact (face-to-face or by telephone) with the local Universities?
- | | |
|---|---|
| <input type="checkbox"/> not at all | <input type="checkbox"/> about once a week |
| <input type="checkbox"/> less than once a month | <input type="checkbox"/> every day |
| <input type="checkbox"/> about once a month | <input type="checkbox"/> more than once a day |
| <input type="checkbox"/> several times a month | <input type="checkbox"/> organization does not exist in my city |

17. How often do you have contact (face-to-face or by telephone) with the local Adult Education or Extension programs offered by the local school district?
- | | |
|---|---|
| <input type="checkbox"/> not at all | <input type="checkbox"/> about once a week |
| <input type="checkbox"/> less than once a month | <input type="checkbox"/> every day |
| <input type="checkbox"/> about once a month | <input type="checkbox"/> more than once a day |
| <input type="checkbox"/> several times a month | <input type="checkbox"/> organization does not exist in my city |
18. How often do you have contact (face-to-face or by telephone) with the local/national churches or religious organizations?
- | | |
|---|---|
| <input type="checkbox"/> not at all | <input type="checkbox"/> about once a week |
| <input type="checkbox"/> less than once a month | <input type="checkbox"/> every day |
| <input type="checkbox"/> about once a month | <input type="checkbox"/> more than once a day |
| <input type="checkbox"/> several times a month | <input type="checkbox"/> organization does not exist in my city |
19. How often do you have contact (face-to-face or by telephone) with the local Business Community organizations (Kiwanis, Lions), etc.?
- | | |
|---|---|
| <input type="checkbox"/> not at all | <input type="checkbox"/> about once a week |
| <input type="checkbox"/> less than once a month | <input type="checkbox"/> every day |
| <input type="checkbox"/> about once a month | <input type="checkbox"/> more than once a day |
| <input type="checkbox"/> several times a month | <input type="checkbox"/> organization does not exist in my city |
20. How often do you have contact (face-to-face or by telephone) with the local neighborhood ethnic organizations?
- | | |
|---|---|
| <input type="checkbox"/> not at all | <input type="checkbox"/> about once a week |
| <input type="checkbox"/> less than once a month | <input type="checkbox"/> every day |
| <input type="checkbox"/> about once a month | <input type="checkbox"/> more than once a day |
| <input type="checkbox"/> several times a month | <input type="checkbox"/> organization does not exist in my city |
21. How often do you have contact (face-to-face or by telephone) with the Veterans Administration (other than the VA Hospital)?
- | | |
|---|---|
| <input type="checkbox"/> not at all | <input type="checkbox"/> about once a week |
| <input type="checkbox"/> less than once a month | <input type="checkbox"/> every day |
| <input type="checkbox"/> about once a month | <input type="checkbox"/> more than once a day |
| <input type="checkbox"/> several times a month | <input type="checkbox"/> organization does not exist in my city |
22. How often do you have contact (face-to-face or by telephone) with the local VA Hospital?
- | | |
|---|---|
| <input type="checkbox"/> not at all | <input type="checkbox"/> about once a week |
| <input type="checkbox"/> less than once a month | <input type="checkbox"/> every day |
| <input type="checkbox"/> about once a month | <input type="checkbox"/> more than once a day |
| <input type="checkbox"/> several times a month | <input type="checkbox"/> organization does not exist in my city |
23. How often do you have contact (face-to-face or by telephone) with the local poverty agency?
- | | |
|---|---|
| <input type="checkbox"/> not at all | <input type="checkbox"/> about once a week |
| <input type="checkbox"/> less than once a month | <input type="checkbox"/> every day |
| <input type="checkbox"/> about once a month | <input type="checkbox"/> more than once a day |
| <input type="checkbox"/> several times a month | <input type="checkbox"/> organization does not exist in my city |

24. How often do you have contact (face-to-face or by telephone) with the local Model Cities offices?

- | | |
|---|---|
| <input type="checkbox"/> not at all | <input type="checkbox"/> about once a week |
| <input type="checkbox"/> less than once a month | <input type="checkbox"/> every day |
| <input type="checkbox"/> about once a month | <input type="checkbox"/> more than once a day |
| <input type="checkbox"/> several times a month | <input type="checkbox"/> organization does not exist in my city |

25. How often do you have contact (face-to-face or by telephone) with the VETS National Staff?

- | | |
|---|---|
| <input type="checkbox"/> not at all | <input type="checkbox"/> about once a week |
| <input type="checkbox"/> less than once a month | <input type="checkbox"/> every day |
| <input type="checkbox"/> about once a month | <input type="checkbox"/> more than once a day |
| <input type="checkbox"/> several times a month | <input type="checkbox"/> organization does not exist in my city |

26. How often do you have contact (face-to-face or by telephone) with the local Drug Abuse/Rehabilitation Programs?

- | | |
|---|---|
| <input type="checkbox"/> not at all | <input type="checkbox"/> about once a week |
| <input type="checkbox"/> less than once a month | <input type="checkbox"/> every day |
| <input type="checkbox"/> about once a month | <input type="checkbox"/> more than once a day |
| <input type="checkbox"/> several times a month | <input type="checkbox"/> organization does not exist in my city |

NOTE: In the spaces below, please add any other organizations that you think are appropriate.

27. How often do you have contact (face-to-face or by telephone) with _____?

- | | |
|---|---|
| <input type="checkbox"/> not at all | <input type="checkbox"/> about once a week |
| <input type="checkbox"/> less than once a month | <input type="checkbox"/> every day |
| <input type="checkbox"/> about once a month | <input type="checkbox"/> more than once a day |
| <input type="checkbox"/> several times a month | |

28. How often do you have contact (face-to-face or by telephone) with _____?

- | | |
|---|---|
| <input type="checkbox"/> not at all | <input type="checkbox"/> about once a week |
| <input type="checkbox"/> less than once a month | <input type="checkbox"/> every day |
| <input type="checkbox"/> about once a month | <input type="checkbox"/> more than once a day |
| <input type="checkbox"/> several times a month | |

29. How often do you have contact (face-to-face or by telephone) with _____?

- | | |
|---|---|
| <input type="checkbox"/> not at all | <input type="checkbox"/> about once a week |
| <input type="checkbox"/> less than once a month | <input type="checkbox"/> every day |
| <input type="checkbox"/> about once a month | <input type="checkbox"/> more than once a day |
| <input type="checkbox"/> several times a month | |

30. How often do you have contact (face-to-face or by telephone) with _____?

- | | |
|---|---|
| <input type="checkbox"/> not at all | <input type="checkbox"/> about once a week |
| <input type="checkbox"/> less than once a month | <input type="checkbox"/> every day |
| <input type="checkbox"/> about once a month | <input type="checkbox"/> more than once a day |
| <input type="checkbox"/> several times a month | |

31. Please list in order of importance, starting with the most important, the five organizations with whom frequent contact is most critical to your project's success.

1. _____

2. _____

3. _____

4. _____

5. _____

32. For each of the those organizations listed in question 31, above, tell us about how good or poor the relationships are.

1. _____

Excellent

Good

Fair

Poor

Very poor

No relationship exists

2. _____

Excellent

Good

Fair

Poor

Very poor

No relationship exists

3. _____

Excellent

Good

Fair

Poor

Very poor

No relationship exists

4. _____

Excellent

Good

Fair

Poor

Very poor

No relationship exists

5. _____

Excellent

Good

Fair

Poor

Very poor

No relationship exists

33. Are the following education programs available in your area?

| | Yes | No |
|-----------------|--------------------------|--------------------------|
| CLEP | <input type="checkbox"/> | <input type="checkbox"/> |
| PREP | <input type="checkbox"/> | <input type="checkbox"/> |
| High School GED | <input type="checkbox"/> | <input type="checkbox"/> |

34. How effective are they?

| | Very Effective | Somewhat Effective | Not Effective |
|-----------------|--------------------------|--------------------------|--------------------------|
| CLEP | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| PREP | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| High School GED | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |

Appendix C

INTERVIEW TOPICS FOR ON-SITE VISITS

1. Completed questionnaires will be reviewed and key issues selected for discussion as appropriate in each city.
2. Relationships with, services provided by and to, and problems with the Veterans Administration.
3. Relationships with, services provided by and to, and problems with the National VETS Staff.
4. Usefulness of the national meetings and workshops.
5. Usefulness and problems with the automated reporting system.
6. Nature of relationship with the local institutional host.
7. The impact of the local political situation on the project.
8. Reasons behind any extensive staff turnover or turnover of key personnel.
9. Controls over hiring and firing in the project.
10. Nature and content of mass media campaign.
11. Opposition or problems encountered with local groups of any kind; exceptional support received from local groups.
12. The extent to which these are active prestige and technical advisory committees, what they do, and the extent to which the contribution is useful.
13. Nature and extent of activities in the employment counseling, job referral, and job creation area.
14. Key elements or functions which have been added to the program as it has evolved.
15. Major obstacles which have existed in the program or which continue to exist.
16. Current major problems.
17. Nature of any internal difficulties (such as staff conflicts, etc) which exist.
18. Total services available to veterans through the program.
19. The aspects of the program which the local staff feels are the strongest and the weakest.
20. Any additional factors deemed important by the local staff.
21. Relationships with local colleges and universities.
22. Relationships with the mayor, the mayor's office, city hall or the county commissioner/ commissioners.

Appendix D

VETS PROJECT STARTING DATES

| <u>Project Cities</u> | <u>OEO Effective Dates</u> | <u>Date Project Director Was Hired</u> | <u>Effective Operational Date of Project</u> |
|-----------------------|----------------------------|--|--|
| Chicago | 1 November 1971 | February 1972 | April 1972 |
| Cleveland | 1 November 1971 | October 1971 | May 1972 |
| Denver | 10 February 1972 | February 1972 | March 1972 |
| Detroit | 1 December 1971 | December 1971 | February 1972 |
| Indianapolis | 28 July 1971 | June 1971 | July 1971 |
| Los Angeles | 3 September 1971 | September 1971 | January 1972 |
| Miami | 10 November 1971 | December 1971 | January 1972 |
| Newark | 4 April 1972 | March 1972 | August 1972 |
| Providence | 5 April 1972 | June 1972 | January 1973 |
| Seattle | 15 July 1971 | July 1971 | August 1971 |
| Wichita | 22 August 1971 | August 1971 | September 1971 |

Appendix E

**MONTHS OF OPERATION OF VETERANS
ADMINISTRATION COMMUNITY SERVICE
SPECIALIST PROGRAM AS OF 31 DECEMBER 1972**

TARGET CITIES

| <u>City</u> | <u>Number of Months</u> |
|--------------|-------------------------|
| Chicago | 25 |
| Cleveland | 14 |
| Denver | 14 |
| Detroit | 36 |
| Indianapolis | 14 |
| Los Angeles | 24 |
| Miami | 13 |
| Newark | 15 |
| Providence | unknown |
| Seattle | 19 |
| Wichita | 7 |

CONTROL CITIES

| <u>City</u> | <u>Number of Months</u> |
|--------------|-------------------------|
| Philadelphia | 37 |
| Pittsburgh | 36 |
| St. Louis | 37 |
| Brooklyn | 12 |
| Topeka | 14 |

HUMAN RESOURCES RESEARCH ORGANIZATION

300 North Washington Street • Alexandria, Virginia 22314

| | |
|---|---------------------------|
| President | Dr. Meredith P. Crawford |
| Executive Vice President | Dr. William A. McClelland |
| Executive Officer | Mr. Saul Lavisky |
| Director for Business Affairs & Treasurer | Mr. Charles W. Smith |
| Director for Program Development | Mr. David S. Bushnell |
| Director for Research Design & Review | Dr. Eugene A. Cogan |
| Director Editorial & Production Center | Mrs. Lola M. Zook |

RESEARCH DIVISIONS

| | |
|---|--------------------------------------|
| HumRRO Division No. 1 (System Operations) 300 North Washington Street Alexandria, Virginia 22314 | Dr. J. Daniel Lyons Director |
| HumRRO Division No. 2 Fort Knox, Kentucky 40121 | Dr. Donald F. Haggard Director |
| HumRRO Western Division Post Office Box 5787 Presidio of Monterey, California 93940 | Dr. Howard H. McFann Director |
| HumRRO Division No. 4 Post Office Box 2088 Fort Benning, Georgia 31905 | Dr. T.O. Jacobs Director |
| HumRRO Division No. 6 Post Office Box 428 Fort Rucker, Alabama 36360 | Dr. Wallace W. Prophet Director |
| HumRRO Division No. 7 (Social Science) 300 North Washington Street Alexandria, Virginia 22314 | Dr. Robert G. Smith, Jr. Director |

Dr. McMURRAY. Senator Williams has had information that the ratio of schedule C employees in the agency was very high. We understand that it is something like 1 to 25 as compared to 1 to 2,000 in other agencies.

We wonder, first, if that information is correct, and then what are you doing about it? Are you going to try to reduce this ratio, or what?

Mr. GALLEGOS. Yes. This is a problem that I have had to address myself to, and have addressed myself to, and will continue addressing myself to.

I might say that not too long ago we had approximately 64 schedule C's. As of this date, September 18, 1974, we are down to, I believe, 23 or 24 schedule C's, so you see in a relatively short time there has been a very large reduction down to 23 or 24.

I am making a thorough evaluation of our entire organizational setup in OEO in view of the situation that we have reduced in employment from, say, 2,500 to down to just under 1,000. That results in a necessity of looking into and evaluating the entire personnel situation and the entire organizational structure.

This is an ongoing problem for any administrator, but particularly when there is this limbo, as it were, and also where the fluctuation in employees is as great as it is. I can assure Senator Williams that I am making every effort to bring down the schedule C employees to what might be a proper level.

Again, the various ratios that have been alluded to with all sincerity, statistics, and ratios sometimes when they do not relate to anything else may be used here and there, and I am not sure that this is valid or not, but nevertheless I am well aware of the problem, and I can assure the Senator and the committee that I will continue to make the proper move so that the balance will be in line with what is proper.

Dr. McMURRAY. And you will keep the committee informed?

Mr. GALLEGOS. Yes.

Dr. McMURRAY. One other question, and then Mr. Scales, who is a minority counsel representing Senator Javits, has some questions also.

Our information is that there are 900 community action agencies for which grants have been made. Formerly you had 2,000 employees to carry on the work and see that the contracts were properly carried out and that the regulations were enforced. Now we understand you have less than 1,000 employees to do this. The question is can you properly protect the agency and the Government's interest with such a small staff?

Mr. GALLEGOS. One of the problems we have is not necessarily smallness of the staff, but the problem that there are certain categories where perhaps there is an overstaffing, and other categories where there is an understaffing.

Some of our regions are understaffed. There may be departments, or at headquarters that have more employees than might be needed. One of the problems that we have had, of course, that I inherited, was that last years in the evolution of the agency there was an effort to reduce the employment.

The results have been rather disastrous because, in keeping with the policy then, in some places there were reductions, and then in

other places there were not. The result is that there is now an imbalance.

This is what I am going to try to do. The first thing is to try to straighten out the imbalance, and then see what direction we are going in the future as far as employees, and then begin to staff up.

This is an ongoing problem, and I am dedicating as much of my time to trying to relieve this imbalance and trying to protect the rights of all employees, and make the necessary transfers, or begin to negotiate, if that can be possible. This is an ongoing problem, and I am giving considerable attention to this.

I would say that this is the No. 1 problem of the agency, the staffing, the rights of the employees, their own rights to upward mobility, and so forth. This is a day-by-day thing, and I am going to give priority to that situation.

Dr. McMURRAY. Thank you.

Mr. Scales has some questions on behalf of Senator Javits.

Mr. SCALES. Mr. Gallegos in your statement you say: "I believe the President, like I, is awaiting the action of the Congress concerning authorization of the program."

Would that suggest in your opinion that he does not stand in favor of President Nixon's position, or at least President Nixon's position is now only one of the alternatives being considered by the President?

Mr. GALLEGOS. The only thing I can give you, as I say, would be merely in the realm of speculation. The only thing I can refer to is the statement that the President made on August 28, and if you like I would read it. Would you like me to read it to you to refresh your memory?

Mr. SCALES. Yes. I think that would be helpful to have it in the record at this point. This was during the press conference?

Mr. GALLEGOS. During the press conference the question was asked: "Do you have any plan to revive the Office of Economic Opportunity and, if so, in what area?"

The answer: "As I am sure you know, the old poverty program has been significantly changed over the last years. The Headstart program has been taken out of OEO and turned over to the Department of Health, Education, and Welfare.

"The health aspects of the old poverty program are also over at HEW. The Congress and Mr. Nixon approved a Legal Services Corporation which was another part of the poverty program. So we wind up really with just the CAP program, the Community Action program.

"Now, I think most people who have objectively looked at the Community Action program and the Model Cities program, and maybe some of the other similar programs, feel there is a duplication there. There is overlapping, and under the new Housing and Urban Development bill local communities are given substantial sums to take a look at the Model Cities program and related programs, and they may be able to take up the slack of the ending of the Community Action programs."

That is the end of the statement.

Mr. SCALES. But you do not consider that statement as one which sets forth all the alternatives, and as I believe you told Senator

Kennedy, you had made a number of proposals to the President yourself, and the President was considering a number of various alternatives proposed by you, and by others; is that correct?

Mr. GALLEGOS. I would say that the interpretation I would give is in other words President Ford has only been in office a short time, and I am certain that he is looking at many of his domestic problems, and in keeping with looking at them I believe that certainly the conclusion would follow that one would want to look at, for example, the three alternatives that I proposed, and that I will propose to the President, or to anyone who will listen to me.

So I would think he would want to look at the various alternatives, and then perhaps add to this statement, expand on it. I think this is only a preliminary statement, certainly it is not a broad statement that gives one the details, and I would think that the door is open.

I do note the President has been saying the door is open, and that he wants to look at this and that, and I do note he has seen many people.

So that would be the sort of openness that I would feel that he would have toward what we are talking about.

Mr. SCALES. Fine. Thank you.

Obviously there are economic problems and economic conferences. I read in the paper today there is a so-called counter-economic conference planned.

I will not ask you to comment on that, but on the general need for community action agencies in any economic downturn situation?

You mentioned energy in your opening statement. Could you talk about some of the other matters, for example, the unemployment problems, and other problems the poor may be facing?

Mr. GALLEGOS. Yes. In connection with the energy thrust of last year, which was one of the most successful programs that I can recall that the OEO has undertaken, we have this year decided to proceed with an Energy program 1974, and I think the important reason why we decided to proceed with Energy program 1974 is that we do have the capability, we do have the mechanism with which to handle many economic problems, certainly in the energy problems.

Just to list a few things, Mr. Scales, we, through our delivery system, which is in fact throughout the country, for alleviation of distress, helping out to patch up homes—I know I have been hearing about fuel stamps, many of the things that are involved in the energy program, and other programs dealing with the economic situation, and certain community action agencies working in their own communities have an excellent mechanism to use to dispense whatever it is.

Mr. SCALES. I have one final area, relating to legal services.

As you know, there is to be a new corporation. It has been about 2 months since that bill was signed into law.

Senator Javits wanted to ask whether you would make a personal commitment to do the following. I will just summarize this, because we want to hear from the other witnesses.

First, to be a voice within the administration to see that the nominations for the Board of Directors are submitted at the earliest opportunity;

Second, to be a voice in the administration for increased appropriations for legal services, both in terms of setting up the corporation,

and in terms of providing for an adequate programmatic level in the interim;

Third, to ask you what your intentions are with respect to the appointment of a Director for Legal Services in OEO, and what your intentions are generally, finally, in terms of the transition, that is, whether you see it as your charge to maintain the program, including backup centers, and even to accelerate it in terms of its coverage as it approaches the date of transfer, or, on the other hand, whether you plan any basic changes in it.

That is quite a number of things but they are all concerns of Senator Javits and others who were involved in the legislation.

Mr. GALLEGOS. Very good. I think I might inform you that during the 2 months that I have been in the Director's seat I have had an opportunity to talk to the National Legal Aid and Defenders Association, and many other groups that are interested in the general problem of the dispensing of legal services, not only to the poor, but to the entire community, which is something that, of course, I can envision the new corporation at the proper time getting into.

I have spent a great deal of time talking to professional people in this sector of dispensing legal services, and also to lay people. Based upon that, I have made a commitment to do the following, relating to the questions you have asked me.

On the first proposition dealing with the nomination, I have urged that the appointments be made with dispatch as soon as possible for obvious reasons, in that I have responsibility as Director of OEO during the transition period to make sure that the proper funding is maintained, the grants are maintained, and, specifically, the backup centers are maintained.

I have talked to you on occasion, and I have committed myself to fund the existing grants which has been done for as long a period as we can do so within our legal ability.

Second, on the backup centers, we have also funded those for a period of 6 months. It is my intention and my commitment to treat all grants in all existing situations in equal fashion.

In other words, I am not going to impose any will of any person, or my own personal involvement in these things. I am going to treat all these grants equally.

Obviously, if there should be valid and/or legal reasons for treating them differently, then that is something else.

On the appointment, I have talked to the people in the White House, because we have had not only at OEO, but in various Senators' offices—and also at the White House, I understand—a tremendous number of applications from all sectors of the community wanting to be on the Board.

Because of the great number—literally hundreds of applications—a thorough scrutiny is being made by many groups of the applications for the Board.

Nevertheless, it is my understanding that the President does desire to make the appointments as quickly as possible rather than wait a long time. So that is the only assurance I can give, but I would rather hear it that way as quickly as possible, rather than saying, "Let us wait until some other time."

I have talked to no one who does not agree with that basic proposition, that we must get the Board duly intact as quickly as possible.

Mr. SCALES. Thank you. Senator Javits had some other questions. These questions relate to expansion of community economic development, also to the representative nature of any Board of Directors, to other matters, and to the extent that these areas are not covered by the questions of other members, we will inquire in writing.

Dr. McMURRAY. Unfortunately for this hearing there are about three votes on the Senate floor. I have been advised that the chairman, Senator Williams, will be back as soon as the three votes are over.

There are a number of witnesses. I realize that these witnesses would rather have the Senators listen to them, but if anybody cares to testify at this moment, I would be glad to have that witness testify, or if you wish to wait until the Senators come back—I will ask Mr. Gallegos if he would wait, because Senator Cranston wants to ask some questions, and will be here—so I apologize for the chairman and members of the committee for the unavoidable delay in hearing the witnesses.

However, if anyone cares to testify in the meantime, he may do so, or shall we just recess for a while?

Mr. SWEENEY. I would be glad to testify at this time.

Dr. McMURRAY. Thank you very much.

STATEMENT OF JOHN L. SWEENEY, LEGISLATIVE REPRESENTATIVE, ACTION COMMITTEE FOR COMMUNITY SERVICES

Mr. SWEENEY. I am John Sweeney. I am legislative representative for Action Committee for Community Services (ACCS). That group is an umbrella group that was formed to represent the several organizations that have been involved for several years in efforts to support the war on poverty.

Specifically, Dr. McMurray, I am testifying today on behalf of the following individuals, and organizations, of which they are either Chairman or President:

Dean Goldsby, chairman, Action Committee for Community Services.

Charles Braithwaite, president, National Association of Executive Directors of Community Action Agencies.

Cleveland Gilcrease, president, National Association of Community Development.

Dennis Highcamp, chairman, the Coalition for the War Against Poverty.

The individuals for whom I speak represent the major organizations formed in recent years to represent the poor people of the United States in this country's efforts to diminish and abolish poverty. These organizations represent State and community action agencies, other groups involved in antipoverty programs, and private citizens concerned about problems of the poor.

The other major group that is involved in the overall effort—the Union of OEO Employees—will give you their views separately.

On behalf of these organizations I wish to say that we believe that Mr. Bert A. Gallegos should be confirmed as Director of OEO.

The members of the umbrella group, the ACCS Board, have met with Mr. Gallegos, and he has given us his views on the major questions of concern to us.

While those views may not have always been exactly what we would have wished, he did give us assurance on two major points. Unlike his predecessor once removed, Mr. Howard Phillips, this Director will follow the law as the Congress passes it, and as the President signs it.

Number two, Mr. Gallegos believes in the community action effort.

He has assured us that he will seek the advice and counsel of community action people in future decisions of his Agency, and that he would welcome expressions of concern from our people who represent the poor people of the country.

He agreed with us that poor people need an advocate in Washington, and he intends to maintain OEO or its successor as that advocate so long as that role is consistent with the law.

He also has indicated his desire that OEO maintain a racially and ethnically equitable employment structure.

We unquestionably would have other questions to ask Mr. Gallegos, if he is confirmed. We may not be satisfied with his response, and we may end up opposing him on specific policy and procedural questions, a circumstance which we have undertaken with past Directors, but we believe we will be able to bring these matters to his attention and maintain a dialog with him.

We do not believe that OEO should be led by a Director designate or an Acting Director. That circumstance caused us too much pain when it was deliberately maintained by the previous administration. We therefore look forward to working with Mr. Gallegos if you, the Senate, confirms him.

Thank you.

Dr. McMURRAY. Thank you very much for your statement.

Does anyone else wish to testify? If not, we will recess until the Senators return.

[Short recess.]

The CHAIRMAN. Please excuse my absence but the votes in the Senate Chamber were an obligation I could not ignore. We will reconvene with the statement of Mr. Phillip Kete, president, OEO Employees Union.

**STATEMENT OF PHILLIP KETE, PRESIDENT, LOCAL 2677,
AMERICAN FEDERATION OF GOVERNMENT EMPLOYEES**

Mr. KETE. Mr. Chairman, my name is Phillip Kete. I am president of the union representing employees at OEO headquarters, and am here on behalf of the National Council of OEO locals, AFGE, AFL-CIO, and also, I say I am happy to be here as a citizen of New Jersey. We oppose the confirmation of Mr. Bert Gallegos as Director of the Office of Economic Opportunity. The national council is the exclusive representative of all OEO employees, being comprised of the locals representing headquarters and each of the 10 regional offices. Our position in this matter was developed only after extraordinary efforts were made to assess Mr. Gallegos' performance, and after consideration by all our member locals.

Our opposition to Mr. Gallegos' confirmation rests on several bases. First and foremost is his lack of commitment to the poverty program. To date, the furthest Mr. Gallegos has gone in support of what OEO does is to say he will not violate the law. In his statement today he emphasized that he has done nothing more or less than this. While this is commendable, it hardly constitutes the leadership any working agency needs if it is to truly carry out its legislative mandate.

But we also have some doubts as to Mr. Gallegos' willingness to at least avoid breaking the law. He served Howard Phillips so faithfully as chief legal officer of the agency that he was promoted to Acting Deputy Director. If he did not know that the activities of Mr. Phillips were illegal, we have little confidence in his current ability to avoid crossing over the line into illegality. If he did believe that the law was being violated, we believe that his responsibility as an officer of the U.S. Government demanded some better response than to simply follow orders.

Moreover, since his nomination as Director of OEO, Mr. Gallegos has ordered or acquiesced in a number of illegal activities. One was the appointment of a schedule C, George Bullock, as Director of the Office of Program Review on July 31, 1974. Mr. Bullock was one of the conspirators who forced the ouster of Alvin J. Arnett as OEO Director during the waning hours of the Nixon administration. Since the Civil Service Commission had recently ordered another schedule C removed from this position, Mr. Gallegos was clearly on notice of the illegality of the appointment of Mr. Bullock. Mr. Gallegos failed to act on the union's complaint in this matter and Mr. Bullock illegally acted in the capacity of Director of Program Review until the Civil Service Commission, at our request, ordered him removed on August 28.

Mr. Gallegos similarly appointed another schedule C to the position of Assistant Director for Plans, Research and Evaluation, despite the fact that less than a year ago no less than the Comptroller General of the United States had ruled precisely the same type of appointment to be illegal. Again, Mr. Gallegos stood by the illegal appointment for a month, until ordered to do otherwise by the Civil Service Commission.

The CHAIRMAN. I am sorry, I have to leave at this time in order to vote.

[Short recess.]

Senator CRANSTON [presiding pro tempore]. Would you please proceed, Mr. Kete?

Mr. KETE. Thank you, Senator.

We were talking about the appointment of Mr. George Bullock by Mr. Gallegos, to the position of Director of the Office of Program Review.

We find the appointment of Mr. Bullock an especially ominous signal, since Mr. Bullock was an agent of Mr. Gallegos' advancement. Mr. Gallegos got his job when former OEO Director Alvin Arnett was fired in July after four OEO political appointees wrote a memo to the White House criticizing Mr. Arnett for having lost "his party compass."

The four signers of the memorandum to the White House include: Mr. George Bullock, Mr. Bill Buchanan, Mr. Bob Jungman, Mr. Morgan Doughton.

One of the four signers of the memorandum, Mr. Bill Buchanan, was quoted as follows in the July 23 Atlanta Constitution:

"In an interview Monday, Buchanan said he and the other authors of the memorandum had become disenchanted with Arnett because, among other things, he had not allowed them to review pending OEO poverty grants.

"Arnett had bureaucrats reviewing grants, which political appointees should have been doing," Buchanan said.

"A lot of these Civil Service employees are liberals. These grants should have been approved or rejected by political appointees."

"Asked if he was saying that Federal expenditures should be approved or disapproved on the basis of political considerations, Buchanan replied:

"Oh, no. But some grants are discretionary. For instance, say, if we have a grant that could go to Harvard, Berkeley, or the University of Georgia, we probably should give it to Georgia because its philosophy would be more in line with ours."

One week after Mr. Buchanan's remarks, Mr. Gallegos appointed Mr. Bullock to head the Office of Program Review.

This office, formerly headed by Mr. Howard Phillips and involved in the so-called incumbency responsiveness program, had in fact been removed from all grant and political clearance functions by former OEO Director Arnett.

On August 15, Mr. Bullock wrote all heads of OEO headquarters offices reinstating the long-discredited political clearance procedures for all headquarters grants. I and other union officials, accompanied by our attorney, protested this practice at a meeting with Gallegos August 16, but Mr. Gallegos refused to discontinue the practice.

Nor was Mr. Bullock the only one of the four conspirators rewarded by Mr. Gallegos. Mr. Gallegos awarded Mr. Bob Jungman a quality increase on July 31 for his services to the current and former Director, the former Director being Al Arnett, who Jungman had just helped out. Mr. Gallegos also entrusted Mr. Bill Buchanan with increased responsibilities as his special assistant for liaison with OEO's investigative unit, which is responsible for enforcing no-politics regulations for OEO grantees. Of the four anti-Arnett plotters only Mr. Doughton, who left OEO, lost out on the fruits of their work.

Senator, OEO is a small agency which has been weighted down by an inordinate number of political appointees. For example, the Government-wide ratio of schedule C appointees to career employees is 1 to 2,000. OEO has 24 such political appointees, out of a total of 968 employees. In other words, OEO has a ratio of political appointees approximately 50 times that of the Government as a whole. These figures do not include the additional eight supergrade positions and seven Presidential appointee positions allocated OEO by the Economic Opportunity Act.

While Mr. Gallegos has made statements promising to reduce this imbalance, by not filling vacant schedule C positions; schedule C appointees continue to be hired with his approval, the most recent one having been hired on September 3.

While political appointees are hired, employees in the career service are not. The last staffing projection for OEO, furnished by OMB last January called for a June 30, 1974 figure of 1,006. That number

of employees was needed for closeout purposes, since OMB forecast the community action programs as ending. Congress has by continuing resolution, extended the programs, but OEO staffing has gone down to 968, 38 below the closeout level, and the staffing shortage in some specialized areas has become critical.

We bring to your attention Mr. Gallegos' refusal to respect his labor-management obligations under Executive Order 11491 and the collective bargaining agreement between OEO and AFGE. We refer specifically to his refusal to comply with nine arbitration awards, as directed by independent arbitrators. In one of the cases an appellate body, the Federal Labor Relations Council, specifically rejected the OEO's management request for review and for a stay; Mr. Gallegos refuses to comply with the award. In another case, no appeal was even made to the FLRC; Mr. Gallegos refuses to comply with the award. In seven other cases, management appealed to the FLRC (in two instances as long ago as last April), and FLRC has quietly cooperated by neither granting review nor stay (which would be clearly unjustified on the merits) nor specifically denying the request for stay; Mr. Gallegos refuses to comply with the awards. The strategy of Mr. Gallegos is clear; to so frustrate the employees' desire for fair and equitable resolution of their grievances that either the union will lose support through apathy or will be goaded into actions which will hurt the cause of an extended poverty program.

OEO and America's poor, deserve superior leadership. We have in the past had such leadership. Able Democrats such as Sargent Shriver and equally able Republicans, such as Don Rumsfeld, Frank Carlucci, and Al Arnett; have directed OEO after being confirmed by this committee and the Senate. They have served ably.

We ask you to request President Ford to submit nominees of stature similar to those named. We note with regret that only one of the seven Presidential appointments requiring Senate confirmation at OEO is currently filled, and that most have been vacant since 1972, and apparently the White House has no attention of submitting any further names.

We know that you share our concern, and we would like to emphasize that none of our complaints about Mr. Gallegos would be very important if during the 2 months he has served as Acting Director he had shown either the ability or the desire to lead an agency dedicated to the eradication of poverty. We respectfully request that the nomination of Mr. Bert Gallegos to be Director of the Office of Economic Opportunity not be consented to by the Senate of the United States.

Senator CRANSTON. Thank you very, very much for your testimony.

I would like to ask you a few questions, but this will be impossible because of the committee's schedule. I would like Mr. Gallegos to respond to writing to the Committee on the various points that were made by Mr. Kete.

[The information referred to and subsequently supplied follows:]

RESPONSE BY MR. GALLEGOS TO QUESTIONS RAISED BY MR. PHILLIP KETE, PRESIDENT, LOCAL 2677, AMERICAN FEDERATION OF GOVERNMENT EMPLOYEES

Mr. Kete has claimed at the beginning of his statement that I knowingly made "illegal" appointments of Mr. George Bullock and Mr. Richard Whitney,

both Schedule C employees, to positions of office heads within OEO. This is not correct. Mr. Bullock and Mr. Whitney had been previously employed in departments going back to 1971, prior to my coming to OEO. It is my understanding these gentlemen served in the Office of Program Review in 1971 under Mr. Phillip Sanchez and other OEO Directors, including my predecessor Mr. Arnett. In keeping with my general policy not to arbitrarily dismiss or remove anyone from office, both of these gentlemen were retained in their positions. At the time, the Office of Program Review and the Office of Planning, Research and Evaluation were, if you will, headless. Therefore, I made these two appointments to provide leadership to these offices. Messrs. Bullock and Whitney were both senior men, and as such, I designated them to act as division heads, not permanent directors. When questions arose to the propriety of these designations, I requested from the Civil Service Commission (copy attached) a review and ruling with regard to these appointments. When the Commission ruled that these individuals could not hold these designations, I immediately rescinded the appointments.

Mr. Kete stated that I had awarded three of the four "conspirators" (Messrs. Bullock, Jungmann and Buchanan) for their part in the firing of OEO's former Director Alvin J. Arnett. This statement is groundless. As I pointed out above, Mr. Bullock was made an acting office head not as a reward but in response to a legitimate need. Mr. Bullock received no increase in monetary or other benefits for his additional duties. Mr. Jungmann did not and has not received a quality increase as alleged in Mr. Kete's statement, and lastly, Mr. Buchanan likewise has received no increase in remuneration or status from me. Mr. Jungmann was employed by Mr. Arnett as his Executive Assistant. Mr. Buchanan also served as a Special Assistant to Mr. Arnett. I inherited these two gentlemen in these positions from my predecessor, in keeping with my policy of not arbitrarily discharging any individual. I retained them in their same capacity as they had served under Mr. Arnett.

Mr. Kete said in his statement that OEO has an inordinate number of political appointees as compared to a government wide ratio of 1 to 2,000 employees. Schedule C positions, I think it important to point out, are not granted by the Civil Service Commission based upon ratios or other mathematical formulas. The relevant considerations in such appointments are the nature of the agency and that Civil Service reviews all proposals for Schedule C positions. If we are going to talk numbers, I might add that the total number of Schedule C positions authorized for OEO constitute only 2.4 percent of the total authorized agency strength. This is down from 2.8 percent in September 1972. There has been no increase in Schedule C appointments in terms of actual positions available.

Mr. Kete stated that OEO's staffing level has been reduced from its authorized level of 1006 to 968. While the statement is correct, the implication that such losses were sustained by competitive employees is not. As I indicated, there is a staffing imbalance. The current staff of 966 is a temporary situation to provide for a correction of an imbalance between headquarters and regional staffs. What has occurred is that slots, not people, have been transferred to our regional offices. Currently the agency is reviewing requests from all field offices and reallocating staffing based upon actual need.

Mr. Kete's statement that OEO refused to comply with nine arbitration awards does not bear up under scrutiny. First of all, what Mr. Kete claims to be non-compliance is in reality an attempt to follow the normal course of resolving labor disputes.

These appeals are in accordance with regulations and in accordance with our present contract with the local union, Article 17, Section 7. I should point out that the OEO Union itself has exercised these appeal rights under those same provisions. In all cases, the basis for the appeals have been questions of legality as to the decision and award itself. Further actions with regard to these disputes will be undertaken in accordance with rulings from both the General Accounting Office and the Federal Labor Relations Council.

Certainly, it is a universal feeling among judiciary circles that every party has the inalienable right to appeal whenever a sincere and honest belief that an appeal is warranted or necessary. It should be pointed out that these arbitration matters were inherited by me. Nevertheless, I can assure you that every effort is being made to resolve them equitably.

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 (Hold Page Numbers Thruout)

AUG 28 1974

A/PER

Termination of Details

George Bullock, OPR ✓
 Richard Whitney, OPR

Attached for your information is a letter from Mr. Bernard Rosen, Executive Director, United States Civil Service Commission. The letter indicates your current detail to the positions of Associate Director for the Office of Program Review and Assistant Director for the Office of Planning, Research, and Evaluation is improper.

Accordingly, by direction of the commission, I am terminating your details immediately. You will resume the duties of your assigned position.

151
 Bert A. Gallegos
 Director-Designate

Attachment

COPY

| CONCURRENCES | | | | | | |
|--------------|--|--|--|--|--|--|
| OFFICE COPY | | | | | | |
| SIGNATURE | | | | | | |
| DATE | | | | | | |

OPR FORM 101 (REV. JUL 72) PREVIOUS EDITIONS MAY BE USED UNTIL EXHAUSTED.

CONCURRENCE SHEET (Official File Copy)



UNITED STATES CIVIL SERVICE COMMISSION
WASHINGTON, D.C. 20415

IN REPLY PLEASE REFER TO

AUG 27 1974

YOUR REFERENCE

Honorable Bert A. Gallegos
Director Designate
Office of Economic Opportunity
Washington, D. C. 20506

Dear Mr. Gallegos:

The Civil Service Commission has recently been looking into the actions taken on July 31, 1974 designating two Schedule C employees, Mr. George Bullock and Mr. Richard Whitney, to positions previously filled by excepted-service appointees.

By letter of August 19, 1974 the Associate Director for Administration indicated knowledge of a complaint the Commission had received from AFGE Union Local 2677 in regard to these cases and requested that we review OEO's actions and determine whether or not they were correct and proper. We have found these actions to be improper.

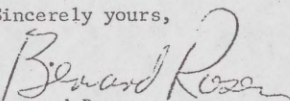
The position of Associate Director for the Office of Program Review was removed from the excepted service by action of the Civil Service Commissioners on June 10, 1974. Accordingly, there was no excepted position to which a Schedule C employee could be detailed. The position of Assistant Director for the Office of Planning, Research, and Evaluation was the position formerly held by a Level IV Presidential appointee. The Comptroller General in an opinion dated August 9, 1973, B-133209, ruled in a similar case in OEO that the Director did not have the authority to detail a Schedule C employee into this position.

THE MERIT SYSTEM--A GOOD INVESTMENT IN GOOD GOVERNMENT

Accordingly, the details of Mr. Whitney and Mr. Bullock are to be terminated immediately. They are to be returned to the Schedule C positions for which the Commission has approved a set of duties. If for any reason you choose not to return them to the duties of their Schedule C positions, action is to be taken immediately to terminate them from the rolls. If termination action is undertaken, the employees must be accorded their rights under 5 CFR 752.202 if they are preference employees.

A follow-up report of the actions taken is requested within 15 days of your receipt of this letter.

Sincerely yours,



Bernard Rosen
Executive Director

Senator CRANSTON. I would like to ask Mr. Gallegos to return now to the witness stand.

Before proceeding, however, I would point out that we are having time problems today. We need this room for another committee for markup of legislation that has been scheduled for some time, therefore, we will be unable to complete the hearing today. We will, however, hear the witnesses who have come from out of town, that is Manuel Fierro, and those accompanying him, although, we will have to be very tight about a time limit on this presentation. We will, of course, accept written statements.

The committee will designate a time for the appearance of other witnesses who are from the Washington environs.

I hope this information will be helpful to those of you who are planning to testify today. We will now proceed.

I was glad, Mr. Gallegos, to have an opportunity to meet with you in my office last Tuesday. Most of the questions I am going to ask you were raised in one way or another during our discussion together, but I feel it is important that we do go over them for the written record.

First, in the area of legal services, what provisions are being made for the continuation of legal services programs within the Office of Legal Services at OEO?

What I am particularly concerned about is that all services programs be promptly refunded on an annual basis, and that "back-up facilities" be refunded promptly for at least 6 months and extended thereafter until such time as the new corporation can decide how to proceed with each program.

What are your intentions in that regard?

Mr. GALLEGOS. Senator, if I may preface my remarks, I certainly intend to follow the Economic Opportunity Act very clearly.

On the matter of backup centers, as I indicated to you in the office the other day, Senator, we have funded the backup centers through March 31, 1975, and again my intent is if at that time the Legal Service Corporation is not in fact culminated, the transition is not finished then, it would be my intention to refund the backup centers until such further time as they can be intact.

In other words, what I want to do is to have the backup centers fully intact when they go into the Legal Service Corporation.

On the other grants, I have fully funded these grants, and they have been as fully funded for as long a time as we can. Most of them have been funded certainly at least 6 months, and many of them for a year's period.

It is my intent to not cut them off prematurely, but to fund for the longest period of time possible, and that applies to the grants and the backup centers.

What I have been telling the various groups is that I want to hand over to the new corporation intact full granting, and full funding for the backup centers, with no deviation.

Senator CRANSTON. I am pleased with that response. So you agree that this schedule as to back-up centers would very likely require an extension beyond the first 6-months extension?

Mr. GALLEGOS. Yes.

Senator CRANSTON. You also agree that the new Board will need at least 3 months after its first meeting to come to grips with major decisions such as what to do about back-up center support?

Mr. GALLEGOS. Yes.

Senator CRANSTON. And you will continue funding them, then, for at least that period?

Mr. GALLEGOS. I certainly will.

Senator CRANSTON. It is my understanding that currently no one is in a position of authority on your staff with specific responsibility for the legal services programs in the field. Dan Bradley, who formerly held this position, was extraordinarily effective, I think, in resolving various problems that arose with respect to particular programs. I believe there is a need to fill this position with a person who would be an advocate for the field programs to ensure continuity during the transition period; especially needed is an individual who has legal services program field experience. Do you plan to fill this position, and will you consider reinstating Mr. Bradley during the most sensitive transition period?

Mr. GALLEGOS. Senator, as I have indicated before, at the present time the grants, the programs, the work of the Legal Services, continues unabated. We are at the present time gearing for the transition.

I have made it very clear to the people in the country that I am very dedicated to this, it is my commitment that during the transition people of all backgrounds and all races, from all organizations, be allowed to come in and have their input.

At the present time members who have been with OEO for a long time, either my staff or Legal Services staff, people who have been there a long time, are keeping the day-to-day work up.

The people who have been there for some time also are assisting in the transition.

Now, on Mr. Bradley, I might say to you, Senator, Mr. Bradley and I are very close. He has been very helpful to me. He is a man of high integrity, and this is not a PR for him, but I must say this, that I would have no hesitancy to bring Mr. Bradley in to assist in whatever manner he might be helpful.

He has told me that he would help me in any way that I asked him to. Because of the excellent relationship that he and I have, the warm sincere relationship that sometimes we do not get with people, I can say nothing but the highest things for him.

I would have no hesitance to bring him in in whatever capacity he might wish to serve.

Senator CRANSTON. Is your answer no, you do not plan to fill that position during the transition period?

Mr. GALLEGOS. The position you speak of is which? I am not sure which position you are speaking of.

Senator CRANSTON. The person who would be responsible for the field programs, and insuring continuity during the transition period.

Are you going to have anybody in that specific role?

Mr. GALLEGOS. Yes. I will have someone in that specific role.

Senator CRANSTON. Will Dan be considered?

Mr. GALLEGOS. He certainly will be, Senator.

Senator CRANSTON. When will you report to the committee on your decision? How soon will you make a decision, and advise the committee?

Mr. GALLEGOS. I would say in possibly several weeks.

Senator CRANSTON. What specific provisions have been made for the orderly transfer of the Office of Legal Services within OEO to the new Legal Services Corporation?

Mr. GALLEGOS. We are making a review of all regulations that we presently have. We are asking other groups who will be coming this week, asking the National Legal Aid and Defenders Association, to submit to us any recommended regulations that they might have.

I am also going to have the Bar Associations—the American Bar Association and the bar associations of various States—and also other groups, ethnic groups, that we would like to have some input into that type of thing, so that we may have it to present to the new Legal Services Corporation as wide and as diverse an input into the regulations, and that type of thing as possible.

Senator CRANSTON. I understand that there are a number of what might be called “Phillips’ holdovers” currently in the General Counsel’s Office, who are and have always been very unsympathetic to the Legal Services program.

It seems to me—and I feel very strongly—that these people should not be in any position of responsibility as to OEO’s transition support activities for the new corporation.

What are your plans in that regard?

Mr. GALLEGOS. Senator, there is no one that I know of who is a hold-over in the General Counsel’s staff. That is number one.

If someone interprets an individual to be so, I can assure the Senator that such individuals will have, by the natural course, nothing to do with Legal Services anyhow.

Further, I will see to it that they do not, but I want to assure the Senator that the General Counsel’s staff because of the situation in OEO is composed of many new individuals, and they certainly do not even know Mr. Phillips, had nothing to do with him.

I was there, the deputy, Mr. Reid, was there, and I do not know which one you might be speaking of, but if you have any names, I would be very glad to address them. Regardless, they are not going to have any input just by nature of the situation.

Senator CRANSTON. Are you planning to issue any new Legal Services regulations during the transition period?

Mr. GALLEGOS. No, I am not.

Senator CRANSTON. That is a definite commitment, that there will be no new regulations?

Mr. GALLEGOS. There will be no new regulations. As a matter of fact, Senator, the general thesis that I go under is that I feel that in view of the transition it is not necessary to do much changing in personnel, on maintaining personnel as is, grants as is, backup centers, regulations as is.

However, I do want to give the new Board as broad an input at the proper time so they may decide what they want to do.

I want to hand over to the Legal Services Corporation as clean a situation as possible, unencumbered by my personal views, or the personal views of anybody else.

Senator CRANSTON. Thank you.

Let me read you a section from the Senate committee's report on the Legal Services Corporation Act which describes the committee's expectations with respect to the Board of Directors of the Corporation:

The Committee expects that, in exercising its advice and consent function, the Senate will want to review the nominations on the basis of the following primary criteria:

(1) A Board membership which is adequately representative of the organized bar, legal education, legal services attorneys, the client community, and organizations involved in the development of legal assistance for the poor;

(2) The selection of persons who are committed to the Corporation's freedom from political control; and

(3) The assurance that the Board members understand and are fully committed to the role of legal assistant attorneys and support the underlying principle of this legislation that it is in the national interest that the poor have full access under law to comprehensive and effective legal services.

Do you support the committee's views regarding these criteria?

Mr. GALLEGOS. I certainly do, Senator, and I might also say, for example, I hope that on the Board there will be representation from groups that in the past have been left out.

For example, there are a number of people from the Spanish community who have never had an opportunity to participate. Being a member of the bar myself, sometimes I think the bar is negligent in not allowing certain groups to participate, so I would hope in the final analysis there will be representatives of minorities, and women, members of the bar, a truly representative group that many times is not in bodies of this type.

So I wholeheartedly support the criteria, and further emphasize that I hope that it is really implemented.

Senator CRANSTON. Will you make a commitment to the committee today to strongly advocate within the administration that the committee's expectations be complied with in submitting nominations for the Board?

Mr. GALLEGOS. I certainly do.

Senator CRANSTON. Thank you.

I would like to read a second paragraph from the Senate committee's report concerning the Board of Directors:

To assure that these criteria [which I described above] "are met, it is expected that the initial nominations for the Board, including the nominee for Chairman, will be presented together to the Senate, so that the President will have the opportunity to present and the Senate to consider the full distribution of membership qualifications for the Board.

Do you know the White House plans with respect to this matter?

Mr. GALLEGOS. I have been emphasizing to people that I talk to that I think it is imperative and highly important that the entire Board be selected and presented rather than piecemeal, for example.

I am recommending very highly—I think it is orderly—the only proper way to do it—and I have been emphasizing over and over that I think that this is the only proper way to do it, to present the entire Board, and with dispatch.

Senator CRANSTON. I am glad that is your position. Would your recommendation include a designation, at the same time, of who is to be the Chairman?

Mr. GALLEGOS. Yes.

Senator CRANSTON. Do you know what the White House plans are? You have stated your view.

Mr. GALLEGOS. I have heard, without any exception, that is the intent of the White House, that the entire membership will be presented at one time, rather than piecemeal.

Secondly, it is my understanding that it is the desire of President Ford to present these names with due dispatch.

I realize, as I mentioned earlier before you were here, Senator, that there has been tremendous interest.

Ordinarily sometimes you cannot find people to fill Boards. Literally hundreds of names have been submitted from all facets of the citizens, which I think is essential, people who have been so highly interested in legal services.

The result has been that it has been necessary to look at great numbers of names, literally hundreds of them. That perhaps has delayed it. If you had only 8 or 10 people to look at, it is very simple, but because of the tremendous interest, because of the desire of many people, that the criteria be adhered to, it may take a little longer, but I understand nevertheless it is the desire to the administration to submit the names rather quickly.

By that I presume the next several months.

Senator CRANSTON. In the next several months?

Mr. GALLEGOS. Within the next several months.

Senator CRANSTON. What is the outside time limit as far as you understand? Several months can mean a lot of months. How many months are we talking about?

Mr. GALLEGOS. I would interpret that as somewhere in November.

Senator CRANSTON. You stated in response to a question raised by Senator Javits that various groups were scrutinizing all applications. Can you tell us which groups you are referring to?

Mr. GALLEGOS. I do know that, for example, my State of Colorado, the bar association has been recommending certain names, the names to be submitted. The law schools in Colorado have submitted certain names.

I also know that in the Latin community in your State of California, and my State of Colorado there they have been interested in certain names.

The National Legal Aid and Defenders Association I talked with the other day. They have names they are considering submitting. Various universities are considering names they want to submit.

There are many groups of that type—a very diverse group of people that are submitting names.

Senator CRANSTON. I understand that. What you have said indicates also that there are groups within the administration itself scrutinizing the names. Which groups are involved within the administration?

Mr. GALLEGOS. I do not have any personal knowledge of any groups in the administration, except perhaps an individual who might do it, but I do not have any organized groups outside the traditional American bar.

Senator CRANSTON. Inside the administration, who is doing the work of going over names?

Mr. GALLEGOS. I do not know, Senator. I can try to find out and give you a report.

Senator CRANSTON. Would you please do that?

[The information referred to and subsequently supplied follows:]

SELECTION OF NOMINEES FOR THE LEGAL SERVICES CORPORATION

Senator, I did state in answer to Senator Javits that "a thorough scrutiny is being made by many groups of the applications for the Board." However, I meant to say "a thorough scrutiny is being made of the applications submitted by many groups," as my answer to your preceding questions indicates. However, my inquiries to the White House staff as to review of nominees to the Board did not yield the names of any specific individuals or groups. I was assured, however, that the normal course for review of Presidential nominations is being followed.

Senator CRANSTON. Who in OEO is drafting position papers and any proposed rules and regulations for the Corporation's consideration?

Mr. GALLEGOS. Basically, at this time, on a very preliminary basis the employees who have been working on that, for example, Mr. Alf Corbett, who has been with the organization a long time, and he and I have been working together very closely every day.

He and a young attorney on his staff are getting our present regulations in order so we can look at them, and then decide the manner in which they are to be scrutinized, so that when we have a large group made up, as I have indicated earlier, of the National Legal Aid people, the bar association people, lay people, we will at least have our regulations in some good shape, so therefore we can fit in and decide what to recommend.

My recommendation has been worked on previous to many organizations in the past, and from my experience in the legislature I feel one of the better ways to handle these types of things is to present what one might think is good regulation, and then if you have your views on another one, present yours also, and the third person, in other words, so the community can have the alternate opportunities, alternate regulations.

In other words, it is not to be a closed letter.

Senator CRANSTON. This is being done by people in the Office of Legal Services, and you?

Mr. GALLEGOS. Yes.

Senator CRANSTON. It is my understanding that there is no pending administration budget request for the Corporation. Is this correct?

Mr. GALLEGOS. I believe that funding is provided in various bills, that whatever the future of OEO is going to be, that there is funding for the activities of the Corporation.

Senator CRANSTON. It is my understanding that the House Appropriations Committee will not move until there is a specific supplemental appropriations request from the administration, and I believe there is not one at the present time.

Mr. GALLEGOS. I would not want to answer that, because I am not sure.

Senator CRANSTON. Would you ascertain that situation and report in writing to us?

Mr. GALLEGOS. Yes.

[The information referred to and subsequently supplied follows:]

ADMINISTRATION BUDGET REQUEST FOR LEGAL SERVICES CORPORATION FUNDS

There is an Administration budget request of \$71.5 million for the legal services program in fiscal 1975, the same amount appropriated in 1973 and 1974. Under the continuing resolution, OEO is spending at the level to continue legal services until the Corporation comes into independent existence ninety days after the first board meeting of the new Corporation. Until that time any appropriation would have to flow through OEO. Since there is no OEO authorization, technically no money may be appropriated for legal services until (1) OEO receives authorization, or (2) the Legal Services Corporation is independent of OEO.

However, under the terms of the continuing resolution OEO has funded legal services grantees for 6 months, generally through March 31, 1975. That is designed to give the Corporation time to review its needs, and, if believed necessary, request a supplemental appropriation for 1975.

Senator CRANSTON. Would you agree there should be a request so that action with respect to setting up the Board and funding for the Board can go forward concurrently?

Mr. GALLEGOS. Oh, yes. I also would recommend whatever it is that is necessary so there will be a continuing program.

Obviously, if that is not fair, then what I have said is all in vain, so I will certainly do all that I can to push and emphasize and strengthen that concept, Senator.

Senator CRANSTON. I appreciate that, and I trust you will also do your best to get the full appropriation of \$90 million for the corporation along with the supplemental request for full funding right away.

Mr. GALLEGOS. Yes.

Senator CRANSTON. Does OEO not need additional funding for the transition?

Mr. GALLEGOS. Transition of Legal Services, or the transition of OEO as a whole?

Senator CRANSTON. Transition of Legal Services. Do you need any additional funding to cover you through this period?

Mr. GALLEGOS. I believe we would need some additional funding, and I would be glad to give you the details on that. I do not have them on the top of my head, but we have talked in a preliminary sort of way.

Again, the reason I cannot is that it will depend upon the mechanism for the transition. However, I will give you my recommendations on that.

Senator CRANSTON. You are managing the traditional legal services program, or at least the program we now have.

Mr. GALLEGOS. Yes.

Senator CRANSTON. And you are also managing and implementing the transition, and it seems to me you may well need more funds, or else both programs are going to suffer. Would you let us know?

Mr. GALLEGOS. Yes.

Senator CRANSTON. How soon can you give us that information?

Mr. GALLEGOS. In the next few days.

Senator CRANSTON. Thank you.

[The information referred to and subsequently supplied follows:]

ADDITIONAL FUNDING FOR OEO AND LEGAL SERVICES CORPORATION

Additional funding for OEO and consequently, Legal Services is dependent on authorizing legislation now being considered by the Congress. Until that passes and is signed, technically no appropriation to OEO can be made. As I have, however, already stated, we have interpreted the present continuing resolution broadly enough to allow any expenditures necessary for the continuance of the legal services program at last year's program levels within the new Corporation. Any further expenditures necessary for a smooth transition will be made and adjusted at the time OEO transfers funds, employees and property to the Corporation:

However, my present policy of funding Legal Services through the transitions will not require policy studies or other transitional activities designed to influence the course of the legal services program after it leaves OEO. The house-keeping details of transferring the program are minimal. Legal services as an OEO program currently occupies space in a separate building from OEO and is identified as a separate activity in our accounting system. We would plan to continue to provide accounting and administrative services to the new Corporation on a contract basis until that Board decides whether it wishes to establish its own payroll, employment, or data processing offices.

Senator CRANSTON. I must call a recess for just a few moments, and I will be right back.

[Short recess.]

Senator CRANSTON. I understand, Mr. Gallegos, that you are committed to maintaining the status quo at OEO. The Agency has been operating on status quo funding for the last 4 years. I am sure you would agree, however, that the Nation's economy has not maintained the status quo over the last 4 years. Is the Agency not going to need more money? Are you going to request more money?

Mr. GALLEGOS. Senator, for example, we are undertaking now with very limited funds, as we did last year, the programs, our energy program, that was successful in the Northeastern States.

We have already begun to prepare for the program this year. However, this year we are going to expand it to not only the Northeast, but to some of the other States.

Obviously, because of the limited funds we are not going to be able to do what we would like to do. This is an area in which we all know there is tremendous need. Because of the excellent history we have from last year, we certainly can use that experience to great benefit this year. I cannot envision for that program alone we will be needing some funds for that.

Senator CRANSTON. Last Tuesday my staff inquired about the seemingly disproportionate number of schedule C appointments at OEO. The ratio of schedule C to career jobs throughout the Government is roughly 1 to 2,000, yet OEO currently has 26 schedule C employees to 960 career employees.

You informed my staff last Tuesday that you had no plans to increase further this number of schedule C positions, nor plans to fill any vacancies.

I understand that in response to a question raised by Senator Williams you stated that you were doing everything possible to bring down the number of schedule C appointments.

Mr. GALLEGOS. Yes, sir, Senator. We had approximately 63 schedule C's a year ago. We are down now to 24 or 23—I do not know the exact number, but nevertheless they have decreased substantially.

At the present time I have committed myself to maintaining the rightful and the integrity of all the positions of the employees in OEO. I do not see any need for any additional Cs.

Senator CRANSTON. Was a new schedule C appointment made last week?

Mr. GALLEGOS. I do not recall it, no.

Senator CRANSTON. Will you look into that and report back?

Mr. GALLEGOS. I will look into it, yes, sir, Senator.

[The information referred to and subsequently supplied follows:]

LATEST SCHEDULE C APPOINTMENT

A schedule C GS-5 secretary was hired on September 3, 1974, to replace a GS-7, schedule C secretary who resigned on August 31, 1974.

Senator CRANSTON. I would appreciate a more detailed explanation of why the situation regarding schedule C appointments exists and what brought it about, and what you plan to do about it. Will you please submit that in writing.

Mr. GALLEGOS. I would be happy to.

Senator CRANSTON. It is my understanding that between 20 and 25 OEO employees have received arbitration awards in their favor, but that these awards have not yet been implemented.

Can you give me up-to-date information on the status of these awards?

I would also appreciate your making available to me a full report on each of these cases.

Mr. GALLEGOS. I certainly will.

Senator CRANSTON. Give up-to-date data on awards.

[The following information was subsequently supplied for the record:]

SCHEDULE C POSITIONS AT OEO

Schedule C positions are controlled by the Civil Service Commission. Due to the delegation of many of OEO's former programs, the Commission reduced allowable C positions from 64 in fiscal 1973 to the present 26.

As you know OEO's future is currently the subject of debate within the Congress and the Administration. Whenever it is warranted, I will replace Schedule C's or to hire additional career employees until the future of the Agency is clarified. An occasional exception to that general policy will occur in cases where it can be justified as necessary even to short-term operation of the Agency.

ARBITRATION AWARDS INVOLVING OEO

OEO has lost 15 arbitrations, of these 15, the Agency implemented 6 awards and appealed 7 to FLRC. OEO has requested rulings from GAO on 2 of the awards.

DIRECTORY OF AGENCY EMPLOYEE GRIEVANCE STATUS
GRIEVANCES DATA INFORMATION SHEET

| | Number | Percent |
|--|--------|---------|
| Total number of grievances filed since July 1, 1973..... | 83 | |
| Grievances resolved..... | 28 | 34 |
| Grievances not pursued..... | 8 | 10 |
| Grievances arbitrated with awards..... | 19 | 23 |
| Grievances awaiting arbitration awards..... | 7 | 8 |
| Grievances pending arbitration..... | 5 | 6 |
| Grievances filed and at some stage of processing..... | 12 | 14 |
| Grievances appealed to Assistant Secretary of Labor re question of grievability or arbitrability and won..... | 3 | 4 |
| Grievances appealed to Assistant Secretary of Labor re question of grievability or arbitrability and lost..... | 1 | 1 |
| Of the 19 arbitration awards: | | |
| Agency victories..... | 3 | 16 |
| Union victories..... | 15 | 79 |
| Split decisions..... | 1 | 5 |
| Of the 15 arbitration awards lost by agency: | | |
| Agency appeals to FLRC of its losses..... | 7 | 46 |
| Agency appeals to GAO of its losses..... | 2 | 14 |
| Implemented awards out of Agency losses..... | 6 | 40 |
| Of the 3 arbitration awards lost by union: Union appeals to FLRC of its losses..... | 1 | 33 |

Federal Labor Relations Council Appeals as of August 28, 1974

| | <i>Percent</i> |
|---------------------------------|----------------|
| Total appeals at FLRC (61)..... | 100.0 |
| Filed by OEO (7)..... | 11.5 |
| Filed by union (2)..... | 3.3 |

¹ 1 appeal is for an arbitration award. The second appeal is for an Assistant Secretary for Labor-Management Relations decision.

NOTE.—Of the 7 appeals filed by OEO, 6 pertain to retroactive pay. This same issue has been raised by 6 other appeals by other organizations. This demonstrates that this issue is of general concern and is not an arbitrary and capricious appeal by OEO.

SCHEDULE C POSITIONS

| | Sept. 1, 1972 | Sept. 1, 1974 |
|---------------------------------------|---------------|---------------|
| Total authorized permanent staff..... | 2,190 | 1,006 |
| Authorized schedule C positions..... | 62 | 25 |
| Percent of total staff..... | 0.028 | 0.024 |

KEITH BAKER
FLRC 74A-]5

GRIEVANCE: KEITH BAKER (OEO and AFGE Local 2677)

DATE OF FILING: OCTOBER 6, 1972

FMCS NUMBER: 74K01401

GRAVAMEN:

A. CONTRACT VIOLATIONS:

- Article 2, Section 2 -- for failure to abide by OEO Staff Instruction 511-2.5(2)(1); FPM Chapter 511-1(1)(a)(i); CSC Bulletin 312-3;
- Article 11, Section 8

B. ISSUES:

- Grievant sought promotion from GS-13 to GS-14, August 1971 based upon accretion of duties. OEO's Promotion Point Plan prevented supervisors from approving request.
- Grievant submitted second request for promotion to GS-14 based upon accretion of duties, April 25, 1972. Approved by supervisor but never acted upon.
- Grievant filed request for position classification with OEO Personnel. Personnel made no written response.
- Recommendation to OPD Promotion Review Bd. made July, 1972. Board denied promotion because of promotion point plan restrictions.
- CSC Classification Appeal filed September, 1972. CSC response to Baker, dated 2-1-73, certifying a series change but denying reclassification to GS-14 and request for retroactive remuneration.

ARBITRATOR: FRANCIS J. ROBERTSON

ARBITRATOR AWARD:

DATE: MARCH 13, 1974

That, "Baker should be paid retroactively for his services from August 1, 1971 to January 1, 1973 the difference between the GS-14 rate and the GS-13 rate."

NOTE: Baker was transferred to H.E.W in August, 1973 per Delegation of Authority between OEO and H.E.W.

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PETITION FOR REVIEW FILED WITH FLRC

- A. REFERENCE NUMBER: 74A-25 (FLRC#)
- B. DATE FILED: Petition to Review & Set Aside 4-2-74
Petition to Stay Arbitrator's Award 4-15-74
- C. BASES FOR APPEAL:
- Contract expressly excludes from the negotiated grievance procedure matters for which appeals procedures are specified in statute or regulations;
 - Arbitrator's award is repugnant to CG Decisions establishing that employee is entitled only to compensation of position to which he properly appointed, and pertinent laws and regulations prohibiting retroactive remuneration except:
 - a. to correct unjustified/unwarranted personnel actions.
 - b. to correct administrative error or oversight
 - c. to remedy a finding of discrimination pursuant to EEO Act 5USC 5596; 42USC 2000e-5
- D. ISSUES BEING RAISED:
- Agency contends that Arbitrator - Robertson's knowledge that CSC entertained and subsequently denied job reclassification precluded making an award inconsistent with CSC's finding.
 - Arbitrator's award based upon "equal pay for substantially equal work" was erroneously based. Agency officials maintain that "the standard of equal pay is equal pay for all employees classified in the same classes and grades."
 - Agency finds no basis for retroactive remuneration under law, pertinent regulation and related comptroller general decisions.

DALLAS PROMOTIONS
FLRC 74A-29

GRIEVANCE: FRANK S. GULLORDO AND ROY C. BROOKS

DATE OF FILING: SEPTEMBER 27, 1973

FMCS NUMBER: 74K06012

GRAVAMEN:

A. CONTRACT VIOLATIONS:

- Section 8 of amendments: Career Promotions
- Article 11, Section 8: Equal Pay for Equal work
- Article 11, Section 14: Details
- Article 12, Merit Promotions

B. ISSUES

- Did management fail to process promotions for the two grievants in the proper time frame as established in OEO staff manual 250-2.
- Was alleged details made with our competitive promotion procedures being adhered to, thereby violating Article 11, Section 14 of the agreements.

ARBITRATOR: MURRAY M. ROHMAN

ARBITRATOR AWARD:

DATE: APRIL 3, 1974

That grievants be retroactively promoted.

PETITION FOR REVIEW FILED WITH FLRC

- A. REFERENCE NUMBER: 74A-29
- B. DATE FILED: APRIL 22, 1974
- C. BASES FOR APPEAL:

- Award is contrary to laws, rules, and regulations as contained in 5USC 5596; 42USC 2003-5;
- FPM Chapter 511 and Comptroller General Decision B178562.

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D. ISSUES BEING RAISED:

- Can management be legally forced to retroactively promote the grievants which would violate applicable laws, and regulations.

AIDA MORALES
FLRC 74A-42

GRIEVANCE: AIDA MORALES

DATE OF FILING: SEPTEMBER 13, 1973

FMCS NUMBER: 74K04660

GRAVAMEN:

A. CONTRACT VIOLATIONS:

- Article 10 -- Career Development and Training.
- Article 7 -- Equal Opportunity.

B. ISSUES:

- Was Ms. Morales entitled to present a grievance to OEO and be represented by the National Council of OEO Locals when she was no longer an OEO employee?
- Was Ms. Morales denied career development opportunities in violation of Article 10 of the agreement?
- Was Ms. Morales subject to discrimination on account of her sex or her ethnic background in violation of Article 7 of the Agreement?
- If it be found that Ms. Morales is entitled to relief, may any such award extend to any period prior to March 31, 1972, the date of the Agreement?

ARBITRATOR: JOHN H. DORSEY

ARBITRATOR AWARD:

DATE: MAY 30, 1974

The Arbitrator found that Ms. Morales had been denied proper career development opportunities in violation of Article 10 of the Agreement and that this denial was based on discrimination because of her sex. He thus awarded Ms. Morales a promotion to GS-11 retroactive to the date in November 1971 that the Presidential promotion freeze was lifted and appropriate retroactive pay.

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PETITION FOR REVIEW FILED WITH FLRC

- A. REFERENCE NUMBER: 74A-42
- B. DATE FILED: JUNE 24, 1974
- C. BASES FOR APPEAL:

- The Agency has appealed this arbitration award on the basis of Executive Order 11491, which states, "... matters excluded from this negotiated grievance procedures are those for which appeals procedures are specified in statute or regulations, or interpretation of regulations by appropriate authorities, such as the Civil Service Commission...." An appeals procedure for cases of discrimination is specified in the FPM Supplement 713.212 - 713.222.

Further, the Agency contend, that the arbitrator's award is not based upon substantial evidence. Therefore, it should be set aside pursuant to legal interpretations in Brotherhood of R.R. Trainmen v. Central of Georgia RY. Co. 415 F2d 403 (C.A. Ga 1969), cert. den 90 sct. 564 and U.S. v. State of Florida 482F 2d 205 (CA5 1973).

D. ISSUES BEING RAISED:

- Request to stay the award.
- It is Agency understanding, based upon a review of pertinent rules (5 U.S.C. 5596; 42 U.S.C. 2000e-5), regulations (FPM Chapter 511), and related decisions of the Comptroller General of the United States (B-178562, July 20, 1973) that the sole bases for retroactive personnel actions are:
 - to correct unjustified and unwarranted personnel actions;
 - to correct administrative error or oversight based upon an individual and specific ruling of the General Accounting Office;
 - to remedy a finding of discrimination under the Equal Employment Opportunity Act.

- Based on the above, may the arbitrator award retroactive pay and promotion on a finding of discrimination when it is repugnant to Executive Order 11491 for a matter of discrimination to be a case for arbitration under the negotiated grievance procedure?

- May the Agency implement an arbitrator's award which is not based on substantial evidence when case law establishes that such an award is equated with one that exceeds the authority and jurisdiction of the arbitrator? (Brotherhood of R.R. Trainmen v. Central of Georgia RY. Co. 415 F 2d 403 (C.A. 4 1973) den 90 S. ct. 564) and U. S. v. State of Florida 482 F 2d 2-5 (C.A. 4 1973).

DOUG OLIVER
FLRC 74A-43

GRIEVANCE: H. DOUGLAS OLIVER

DATE OF FILING: FEBRUARY 13, 1974

FMCS NUMBER: 74K10912

GRAVAMEN:

A. CONTRACT VIOLATIONS:

- Article 2, Section 2 -- Abiding by all relevant laws and regulations.
- Section 11 of Amendment -- Refusal to post vacancy announcement.
- Article 3, Section 5 -- Past practice.
- Article 10, Section 4 -- Career Development (on-going career development and upward mobility).
- Article 7, Section 6 -- program to identify women and minorities for promotion.
- Article 7, Section 1 -- Equal Opportunity (discrimination).

B. ISSUES:

- Did the grievant's failure to have an OEO form 81 (Supervisory Evaluation for Promotion) filled out properly violate Article 2, Section 2 and deny him appropriate supervision.
- Did Operations' failure to post vacancy announcement for Team Leader for Community Development Branch, Special Programs violate Section 11 of the Amendments.
- Was the failure to appoint the grievant acting Team Leader, where the grievant was senior staff member in team, violate Article 3, Section 5 (past practice).
- Was the failure to post vacancy violate the bargaining unit rights (grievant) right to upward mobility as a minority group member in violation of Article 7, Section 4 and relevant laws and regulations.

-f-

- Did management lack a program to identify women and minorities for promotion in violation of Article 7, Section 6.
- Did Mr. Crutcher's promotion policy reflect a racial bias in violation of Article 7, Section 1

ARBITRATOR: ANNE H. MILLER

ARBITRATOR AWARD:

DATE: APRIL 23, 1974

- Grant the grievant a temporary promotion to a GS-15 from April 10, 1974 (date he assumed the acting duties of the GS-15 vacancy) until the position is filled through merit promotion.
- Orders the agency to post the position of Team Leader (Community Development Team) for merit promotion by June 24, 1974.
- That the agency shall establish a career development plan for any employee who did not have such a plan at the time of their last performance evaluation.
- That the agency shall establish a program to identify qualified women and minorities for promotion.

PETITION FOR REVIEW FILED WITH FLRC

- A. REFERENCE NUMBER: 74A-43
- B. DATE FILED: JULY 1, 1974
- C. BASES FOR APPEAL:

- Award is contrary to rights retained to management under Executive Order 11491, Section 12(b).
"Management officials of the agency retains the rights ... to hire promote, transfer, assign and retain employees in positions within the agency"
- Finding of Administrative error is regard to grievant's OEO Form 81 is unsupported by the definition of Comptroller General Opinion B-173815 "... as failure of agency to carry out written administrative policy of nondiscretionary nature, to comply with administrative regulations have manatory effect."

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- Sole basis for retroactive personnel actions are
 - 1) to correct unjustified and unwarranted personnel actions.
 - 2) to correct administrative error or oversight based upon an individual and specific ruling of the GAO;
 - 3) to remedy a finding of discrimination.

Pertinent rules ect.: 5 USC 5596; 42 USC 2000e-5; FPM Chapter 511, CG Opinion B-178562, July 10, 1973.

- Subchapter 8 FPM (300-19); Section 8-4(e) states; "... Except for brief periods, an employee should not be detailed to perform work of a higher grade level unless there are compelling reasons for doing so ..."
- Award of arbitrator regarding career development plans is unsupported by the evidence.

D. ISSUES BEING RAISED:

- Can management legally be forced to temporarily promote the grievant on a retroactive basis under the present finding of fact which does not meet the requirements for such retroactive action.
- Whether the arbitrator's finding of administration error where it regards the OEO Form 81 is erroneous and whether such finding can legally justify retroactive personnel action.
- Can management's right to determine whether to post a vacancy announcement as given under the E.O. 11491 Section 12(b) be denied it by an arbitrator's order.
- Can an arbitration make a finding that the agency is in violation of Article 10, Section 4 (career development plan) and Article 7, Section 1 (Equal Opportunity Discrimination) where it regards the bargaining unit in general - where no evidence exist to support that allegation - and at the same time find that there had been violation of the same Articles in regard to the grievant.

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- Under the provisions of the FPM (300-19); Section 8-4(e) can an agency appoint the grievant acting under a formal 30-day appointment (Appointment ran about 45 days) without actually giving the grievant a temporary promotion.

ETHEL OVERBY
FLRC 74A-45

GRIEVANCE: ETHEL OVERBY

DATE OF FILING: JANUARY 30, 1974

FMCS NUMBER: 74K10055

GRAVAMEN:

A. CONTRACT VIOLATIONS:

- Article 12, Section 4(7) promotion where position is reconstituted.
- Article 11, Section 8 -- Equal Pay for Equal Work principle.
- Article 10, Section 3 -- Career Development and Training - Improving the status of women and minorities.
- Article 7, Section 1 -- Equal Employment - provision against discrimination.
- Section 8 of the Amendments -- Career Promotions - promotion of employee below journeyman level in a career ladder.
- Article 2, Section 2 - Complying with all applicable laws and regulations..
- Article 2, Section 14 -- Appropriate supervision of employee.

B. ISSUES:

- That Management refused to properly consider and promote the grievant in a timely manner in compliance with OEO Instruction 250-2 in violation of Article 2, Section 2.
- That subsequent to the grievant being promoted to CS-14 as part of a resolution to the grievance whether in addition she should receive retroactive pay for equal work and has been denied her rights as a female employee under the provisions of the contract.

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- That the agency violated Article 2, Section 14 for failure to provide grievant with appropriate supervision.

ARBITRATOR: ANNE H. MILLER

ARBITRATOR AWARD:

DATE: MAY 9, 1974

- Based on a finding of arbitrary and racial discrimination the arbitrator ordered:
 - That the grievant's promotion to a GS-14 be made retroactive to October 11, 1973.
 - That the grievant be made whole for any lose of pay she suffered between October 11, 1973 and March 31, 1974 (March 31, 1974 is the effective date of the GS-14 promotion based on a resolution agreement between the grievant and management).
 - That the retroactive promotion be processed within five working days from the receipt of award and that the back pay be remitted or at least obligated prior to June 30, 1974.

PETITION FOR REVIEW FILED WITH FLRC

- A. REFERENCE NUMBER: 74A-45
- B. DATE FILED: JULY 15, 1974
- C. BASES FOR APPEAL:

- Article 16, Section 1 and Section 2 of National Agreement:

- Section 1 "The only matters excluded from this negotiated procedure are those for which appeals procedures are specified in statute or regulations or interpretation of regulations by appropriate authorities, such as the Civil Service Commission."

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-Section 2 "... any matter ... which is not covered by this negotiated procedure will be equitably resolved under the procedure set forth in OEO Staff Instruction 771-1. The only exceptions will be those stated in Section 5(a) of that Instruction.

- FPM Chapter 713 specifies the procedural requirements for processing complaints of discrimination, including entitlement to appellate review by U.S. Civil Service Commission and final judicial review pursuant to Section 717(c) of the Equal Employment Act of 1972. The use of the negotiated grievance procedure circumvents the intent of Public Law 92-261 and applicable regulations to fully safeguard the employee's rights to judicial review therefore, the arbitrator may not waive the employee's right through the arbitration proceeding.
- That retroactive personnel actions must be based on the following according to regulation of the General Accounting Office;
 - to correct unjustified and unwarranted personnel actions;
 - to correct administrative error or oversight based upon an individual and specific ruling of the General Accounting Office;
 - to remedy a finding of discrimination under the Equal Employment Act.

See: Comptroller General Opinion B-178563,
July 10, 1973; 5 USC 5596.

D. ISSUES BEING RAISED:

- Should stay be granted.
- Whether a finding of discrimination linking retroactive personnel action is not made pursuant to the regulations as outlined by GAO, can legally be implemented.

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- Therefore, was the award of retroactive promotion and back pay outside the scope of the arbitrator's authority and does it violate statutory, FPM, CG and Agency requirements.
- Excluded from the agency grievance procedure (OEO Staff Instruction 771-1, Part 5(a)(1)(e) is "An allegation or complaint of discrimination under OEO Staff Instruction 713-2." Therefore, allegations of such have not been processed according to FPM Chapter 713 and OEO Staff Instruction 713-2.

MARTIN et al
FLRC 74A-57

GRIEVANCE: MARTIN, MOLLER AND STOEHR
(LLOYD C. MARTIN: JOHN MOLLER: P. JACK STOEHR)

DATE OF FILING: JANUARY 22, 1974

FMCS NUMBER: 74K08763

GRAVAMEN:

A. CONTRACT VIOLATIONS:

- Article 2, Section 2 -- Applicable Laws and Regulations That William Joslyn was temporary employee in violation of FPM 316-9 Sub-Chapter 4 and 7.
- Section 5 of the Amendments -- Temporary Employees to be used to fill temporary positions.
- Article 4, Section 1 -- Employee Rights
In the administration of all matters covered by this agreement, officials and employees are governed by existing or future laws and the regulations of appropriate authorities
- Article 12, Sections 3(e); 4(a); 5(b)(e)(f); 14; 16.
- Section 11 of the Amendments; Filling Vacancies (in-house applicant provision).

B. ISSUES:

- Was William Joslyn, a temporary employee within OEO of 3 year duration at the time properly selected for the position of Systems Analyst, GS-14, as set forth in the merit promotion vacancy announcement #73-29 and in compliance with Article 12 of the National Agreement?
- If William Joslyn was not properly selected should one of the grievants have been selected for the position?
- Was William Joslyn's temporary status within the agency legal in compliance with the FPM Chapter 316?

-2-

ARBITRATOR: HOWARD W. KLEEB

ARBITRATOR AWARD:

DATE: JULY 12, 1974

- That OEO, within 14 days of award, should desk audit the position in question, prepare a new position description and if necessary obtain clearance of new PD from CSC.
- Upon approval of new PD, OEO shall remove William Joslyn from the position.
- Within 5 days of approval of new PD, OEO shall advise the grievants in writing of its intent to fill the position and that they are eligible for consideration, if they should apply within 5 days from the day of the notification.
- If one or more of the grievants submit applications OEO shall give priority consideration to them for the position in accordance with Article 12.
- If one of the grievants is selected for the position, OEO shall give him a retroactive promotion back to January 9, 1974.

PETITION FOR REVIEW FILED WITH FLRC

A. REFERENCE NUMBER: 74A-57

B. DATE FILED: AUGUST 6, 1974

C. BASES FOR APPEAL:

- Arbitrator's misinterpretation, outside the provisions of the contract and Civil Service regulations. Therefore, the opinion is erroneous and not supported by the evidence:
 - CSC Regulation 316.402 B(1) Non-Competitive Temporary Limited Appointment.
 - FPM Supplement 990-1, Book III, Part 315, Subpart D Section 315.401 (2)(b) Reinstatement rights without competition.

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- FPM 335-9 Subchapter 3 (1)(E) and (E)(2)
Merit Promotion Plans.

- Statement of finding pre-dating the existence of the National Agreement in determining that Joslyn was originally hired illegally in 1970 as a temporary employee
- That the decision and award violate Executive Order 11491 as amended, Section 12(b) in that it requires the agency to abolish a position and create a new position.
- That the contingency of requiring retroactive pay, if one of the grievants is chosen for the new position is beyond the arbitrator's authority in that it does not meet the criteria for retroactive personnel actions as defined by the following:
 - 5 U.S.C. 5596; 42 USC 2000e-5; FPM Chapter 511; Comptroller General Opinion B-178562, July 10, 1973.

D. ISSUES BEING RAISED:

- Whether William Joslyn's temporary appointments were outside the provisions of the Federal Personnel Manual Chapter 316-9 limiting appointments to one year. (In that Joslyn had numerous appointments and different duty assignments- such appointments were proper under CSC regulation 316.402 B(1) in that he had reinstatement eligibility for the Federal Service).
- Whether a temporary employee can compete under merit promotion procedures with career employees for vacancy announced positions. (The arbitrator says no; The Agency considers his opinion erroneous and not based on facts, and in complete disregard of FPM Chapter 335-9, Subchapter 3 (e) and (e)(2) Merit Promotion Plans and also in disregard for Joslyn's reinstatement rights for the Federal Service.
- Whether William Joslyn was an "in-house" candidate under the provisions of Section 11 of the Amendments. (The arbitrator erred in his disregard for the necessity to interpret this provision of the contract and evaluate the testimony of the Union President).

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- Whether the arbitrator's finding that the agency pre-selected William Joslyn for the announced position was supported by the evidence. (The arbitrator's basis for this finding is mainly that Joslyn wrote the job description, whereas FPM 312 Subchapter 3-2c states that "Each Agency is free to determine who will prepare position descriptions.")
- Whether the arbitrator can order retroactive personnel action if one of the grievants is selected for the new position which he orders established. (Based on the legal criteria for retroactive personnel actions the arbitrator erred in this regard).
- Whether the arbitrator can legally order William Joslyn removed from his present position, the position abolished and a new position established. (The agency believes that such an award is repugnant to the prerogatives retained to Management under Executive Order 11491 Section 12(b)).

NOTE: The Union has raised an issue with FLRC regarding whether management met the 20-day period for filing this petition. (Management position is that it met the 20-day deadline based on commencing the time period from the date the arbitrator's award was delivered by mail to the agency addressee).

BOARMAN-THOMPSON
FLRC 73A-67

GRIEVANCE: BOARMAN/THOMPSON

DATE OF FILING: JULY 27, 1973

FMCS NUMBER: 74K02132

GRAVAMEN:

A. CONTRACT VIOLATIONS:

- Article 12, Section 4(4) -- details to higher grade positions exceeding 60 days require merit promotion procedures.
- Article 2, Section 2 -- adherence to pertinent laws and regulations (alleged violation of FPM 335, Section 4(1))
- Section 11 of Amendments -- Filling vacancies.

B. ISSUES:

- Does Management's removal of the two individuals in the positions in question moot the grievance?
- May the Union demand that Management be required to fill a vacancy, which would be in discord with Section 12(b) Executive Order 11491, and is this an arbitrable issue?
- Were the employees of the Evaluation Division of Legal Services deprived of appropriate supervision as specified in Article 2, Section 14 because of lack of a direct supervisor?
- Did the Agency fail to meet its contractual obligations by filling the two GS-15 positions in question without using merit promotion procedures?

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ARBITRATOR: JAMES M. HARKLESS

ARBITRATOR AWARD:

DATE: November 30, 1973

The arbitrator found that the Agency had violated the contract by not adhering to Article 12 in filling the 2 GS-15 positions in question. Further, he determined that after the original decision was made to fill the position of Chief of the Evaluation Division of Legal Services, the Agency was obligated to continue trying to fill the position using merit promotion procedures, and he ordered the Agency to do so.

PETITION FOR REVIEW FILED WITH FLRC.

A. REFERENCE NUMBER: 73A-67

B. DATE FILED: December 26, 1973

C. BASES FOR APPEAL:

- Executive Order 11491, Section 12(b)(4)(5):
"...(b) Management officials of the agency retain the right, in accordance with applicable laws and regulations ...

...(4) to maintain the efficiency of the Government operations entrusted to them;

(5) to determine the methods, means and personnel by which such operations are to be conducted;"

D. ISSUES BEING RAISED:

- May the Agency implement an award which is repugnant to Executive Order 11491 and which infringes upon the Agency's right to determine the necessity of filling a vacancy at any particular time?

BARBARA COPELAND

GRIEVANCE: BARBARA COPELAND

DATE OF FILING: August 23, 1973

FMCS NUMBER: 74K03744

GRAVAMEN:

A. CONTRACT VIOLATIONS:

- Article 2, Section 2 --practice laws and regulations.
- Article 11, Section 1 -- each employee will be provided with an accurate P.D.
- Article 12, Section 4 -- exclusions from merit promotion procedure.

B. ISSUES:

- Was the grievant wrongfully denied a promotion to GS-9?
- Was the agency bound to promote Ms. Copeland into a non-existent position which was part of a division no longer within OEO?

ARBITRATOR: ROGER M. DOUGHERTY

ARBITRATOR AWARD:

DATE: 12/17/73

- The arbitrator decided against the agency and awarded the grievant a retroactive promotion back to June 29, 1973, but without retroactive pay.

PETITION FOR REVIEW FILED WITH FLRC (SEE NOTE:) - NOW AT GAO

A. REFERENCE NUMBER: 74A-4

B. DATE FILED: 1/8/74

C. BASES FOR APPEAL:

- 5 USC 5596; 42 USC 2009e-5; FPM Chapter 511; Comptroller General Decisions B-178562, July 10, 1973 -- B-69907, October 9, 1947 -- B-66664, May 28, 1947.

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D. ISSUES BEING RAISED:

- It is agency understanding based upon a review of pertinent rules (5 USC 5596; 42 USC 2000e-5): regulations (FPM Chapter 511): and related decisions of the Comptroller General of the United States (B-178562, July 20, 1973) that the sole bases for retroactive personnel actions are:
 - to correct unjustified and unwarranted personnel actions;
 - to correct administrative error or oversight based upon an individual and specific ruling of the General Accounting Office;
 - to remedy a finding of discrimination under the Equal Employment Opportunity Act.
- - May the Agency award retroactive promotion when it is not based on one of the above?
- May the Agency implement an award of retroactive promotion without retroactive pay when it would be repugnant to decisions of the Comptroller General of the United States? (see B-69907, October 9, 1947 and B-66664, May 28, 1947)
- May the agency implement an award which is based on an improper promotion request?

NOTE: The appeal to the Federal Labor Relations Council was denied on the basis of being untimely filed. The agency has since written the Comptroller General of the U. S. for his ruling on the legality of implementing the award. No decision has come forth as of yet.

OED PROMOTIONS

GRIEVANCE: OED PROMOTIONS

DATE OF FILING: SEPTEMBER 24, 1973

FMCS NUMBER: 74K04075

GRAVAMEN:

A. CONTRACT VIOLATIONS:

- Section 8 of Amendments -- Career Promotions to journeyman level.
- Article 7 -- Equal Opportunity
- Article 10 -- Career Mobility

B. ISSUES:

- Is the administrative delay caused by desk audits by Personnel violative of Section 8 of Amendments.
- Does the delay in processing inhibit career mobility of the employees (Article 10).
- Are the delays in processing discriminatory (Article 7).

ARBITRATOR: WILLIAM EDGETT

ARBITRATOR AWARD: FOR THE UNION

DATE: 1/31/74

- "Management is required to process promotions within the time frames established by OEO Staff Manual 250-2.
- Failure of Management to follow the manual may result in an award establishing a date consistent with the time frames in the Staff Manual, as discussed above, which result in both retroactive pay and retroactive effective date for promotion.
- Thelma Woodland's promotion is to be made effective October 14, 1973.
- Narva Ross' promotion is to be made effective October 7, 1973.

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- Craig Hathaway's promotion is to be made effective October 7, 1973.
- Management is in violation of Article 7 of the Agreement because of its failure to establish and maintain an affirmative action program. The remedy requested by the Union for this violation is denied. However, Management is directed to establish a program which is consistent with the Agreement, regulations, and Executive Order...."

PETITION FOR REVIEW FILED WITH GAO, COMPTROLLER GENERAL

- A. REFERENCE NUMBER:
- B. DATE FILED: APRIL 10, 1974, by T. ROLLIS
- C. BASES FOR APPEAL:

- Agency's understanding that the only basis for retroactive personnel actions are:
 - to correct unjustified and/or unwarranted personnel actions;
 - to correct an administrative error or oversight based upon an individual and specific ruling by the General Accounting Office;
 - to remedy a finding of discrimination under the EEO Act.

See; 5 CFR 559.803;

CG Decisions:

- B-178156, June 5, 1973
- B-178562, July 10, 1973
- E-174655, January 20, 1972
- B-172250, July 13, 1971

- D. ISSUES BEING RAISED:

- May an arbitrator order the head of an agency to back-date personnel actions to provide for retroactive compensation to employees without basing such a ruling on one of the three conditions stated above?

-3-

- Does the absence of specific language in the Union Agreement limiting an arbitrator's authority work in such a way as to permit him to award retroactive personnel actions?

NO DECISION YET FROM GAO.

ASST/ASSOC DIRECTORS
FLRC 74A-59

GRIEVANCE: PRESIDENTIAL APPOINTEES
AKA-MANAGEMENT VACANCIES
AKA-ASSISTANT/ASSOCIATE DIRECTORS

DATE OF FILING: JANUARY 14, 1974
AMENDED - MARCH 27, 1974

FMCS NUMBER: 74K08765

GRAVAMEN:

A. CONTRACT VIOLATIONS:

- Article 2, Section 2 -- referring EOA of 1964, as amended Title VI, Section 601(a).
- Section 6 of Amendments -- "Both Parties agree that within two weeks after confirmation, the OEO Director will submit to the National Council a full list of all current management positions subject to Senate confirmation and will thereafter indicate any change within 24 hours of its occurrence".

B. ISSUES:

- Is the Agency obligated, and does it have the power to give to the National Council a list of the Assistant Directors beyond what is specified in Section 601(a) of Title VI?
- Pertaining to the Amended grievance remedy - does the Agency have to remove employees serving in "positions subject to Senate confirmation" when these positions are not specified in statute or the National Agreement.

ARBITRATOR: SAMUEL JAFFEE

ARBITRATOR AWARD: NO ARBITRATION HELD.

Agency appealed arbitrability to the A/SLMR on Feb. 20, 1974. The Assistant Regional Director upheld Agency position that issue was beyond the grievance procedure, and that the Agency did not have the power to fill all the positions authorized by the EOA, even if it wanted to, as this was up to the President.

Union appealed to Assistant Secretary of Labor for Labor Management Relations on May 6, 1974. A/SLMR ruled with Union that the issue was arbitrable.

Agency filed appeal with FLRC.

- 2 -

PETITION FOR REVIEW FILED WITH FLRC

- A. REFERENCE NUMBER: 74A-59
- B. DATE FILED: AUGUST 16, 1974
- C. BASES FOR APPEAL:

EOA of 1964, as amended, Title VI, Section 601(a) states:

- "There is hereby established in the Executive Office of the President the Office of Economic Opportunity. The Office shall be headed by a Director who shall be appointed by the President, by and with the advice and consent of the Senate. There shall also be in the Office one Deputy Director and five Assistant Directors who shall be appointed by the President, by and with the consent of the Senate. The Deputy Director and the Assistant Director shall perform such functions as the Director may from time to time prescribe."

Executive Order 11491 states:

- Section 12(b) Management officials of the agency retain the right, in accordance with applicable laws and regulations
 - (1) to direct employees of the agency:
 - (2) to hire, promote, transfer, assign, and retain employees in positions within the agency, and to suspend, demote, discharge, or take other disciplinary action against employees;
 - * * *
 - (4) to maintain the efficiency of the government operations entrusted to them;
 - (5) to determine the methods, means, and personnel by which such operations are to be conducted; and
 - (6) to take whatever actions may be necessary to carry out the mission of the agency in situations of emergency;

D. ISSUES BEING RAISED:

- Since the specific functional areas or offices of the five Assistant Directors are not specified in the EOA, and the appointment of the five Assistant Directors is at the discretion of the President, may the Agency respond to the National Council beyond a reiteration of Section 601(a)?

- 3 -

- If the Agency is carrying out the mission and appointing individuals to head various offices (in accordance with E.O. 11491), and the President has not nominated individuals for the Assistant Directors, does an arbitrator have the power or authority to remove those individuals and thereby disrupt the functioning of the Agency by granting the Unions requested remedy?

OEO/OED VACANCIES
FLRC 74A-50

GRIEVANCE: OEO/OED VACANCIES (COMBINED BY A/SLMR)

DATE OF FILING: December 6, 1973 (OEO)
November 15, 1973 (OED)

FMCS NUMBER: 74K08472 (OEO)
74K06380 (OED)

GRAVAMEN:

A. CONTRACT VIOLATIONS:

OEO- Article 2, Section 2 -- Abide by all relevant laws and regulations.

Section 11 of Amendments -- Filling vacancies "in-house" candidates.

OED - Article 2, Section 2 -- Abide by all relevant laws and regulations.

Section 11 of Amendments -- Filling vacancies with "in-house" candidates.

Article 10 -- Career Mobility.

Article 12 -- Merit Promotion.

B. ISSUES:

- Is the failure by management to post vacancies a violation of Judge Jones' April 11, 1973 order in Local 2677 v. Phillips, therefore a violation of Article 2, Section 2.
- Is the failure to post vacancies a violation of Section 11 of Amendments or is the filling of vacancies a reserved management right.
- Does the failure to post vacancies deny employees career mobility and potential promotions.

-2-

ARBITRATOR: JAMES HARKLESS (OEO)
EDWARD MERRIGAN (OED)

ARBITRATOR AWARD:

DATE:

No arbitration held. Appealed by agency January 10, 1974, to Assistant Secretary of Labor as non-arbitrable. Area Administrator upheld agency's position on March 5, 1974, that filling or not filling vacancies is a reserved management right under Section 12(b) of Executive Order 11491.

Union appealed to Assistant Secretary of Labor for Labor Management Relations. A/SLMR upheld OEO position on June 18, 1974.

Union appealed to FLRC (see below)

PETITION FOR REVIEW FILED WITH FLRC:

A. REFERENCE NUMBER: 74A-50 (FLRC #)

B. DATE FILED: July 17, 1974 by Phil Kete.

C. BASES FOR APPEAL: (BY UNION)

- Questions of arbitrability should be determined by an arbitrator, consistent with private sector practice (See United Steelworkers v. American Mfg., 363 U.S. 564 and United Steelworkers v. Workrior and Gulf Nav. Co., 363 U.S. 574).
- Section 11 of Amendments was not questioned by the Agency as being non-negotiable at the time of signing amendments; therefore, it is proper to go before an arbitrator for interpretation.
- Ruling by A/SLMR was a policy determination outside the scope of his authority under Section 13(b) of E.O. 11491.

COPPEDGE (DALLAS)
FLRC 74A-17

GRIEVANCE: FRANCES D. COPPEDGE

DATE OF FILING: NOVEMBER 7, 1973

FMCS NUMBER: 74K06013

GRAVAMEN:

A. CONTRACT VIOLATIONS:

- Article 7, Section 2 -- Equal Opportunity - Headquarters and Regional office employees GS-1-7, 8-12 and 13 and over will reflect minority population of both.
- Article 7, Section 6 -- Establish programs at Headquarters and Regional office to identify qualified women and minority applicants for promotions.
- Article 10 -- Career Development and Training - Employer responsible for providing career mobility.
- Article 3, Section 5 -- Continue any employee benefits, practices and understanding mutually acknowledged by the parties not in consistent with agreement.
- Article 4, Section 4 -- The Employer will give regard and consideration to the rights of the Union and to other obligations imposed by the agreement.

B. ISSUES:

- Is the failure to promote Ms. Coppedge to a career latter position a violation of Section 8 of the amendments.
- Did Management's failure to promote Ms. Coppedge have an effect on minority group and women employees, thereby violating Article 7, Section 2.
- Was Ms. Coppedge denied career mobility opportunity therefore violating Article 7, Section 6 and Article 10.

-2-

- Did Management's unilateral change in practice of transmitting promotion request individually violate Article 3, Section 5 of the contract.

ARBITRATOR: HENRY L. SISK

ARBITRATOR AWARD:

DATE: FEBRUARY 12, 1974

That portion of the grievance requesting retroactive pay to GS-7 was denied.

PETITION FOR REVIEW FILED WITH FLRC

A. REFERENCE NUMBER: 74A-17 (FLRC #)

B. DATE FILED: MARCH 1, 1974

C. BASES FOR APPEAL: (BY UNION)

- Questions Arbitrator's award -- alleged contrary to OEO Staff Manual 250-2, which provide for time-tables for processing promotions, therefore inconsistent with Article 2, Section 2 of the agreement.

D. ISSUES BEING RAISED:

- Grievant had met pertinent requirements at the time her supervisor had submitted the request to Personnel on 9/17/73. Promotion was not effective until 1/20/74.
- That the delay was undue and arbitrary in that Article 2, Section 2 and OEO Staff Manual 250-2 had been violated.
- That the delay of four months in processing the promotion was a violation of Article 2, Section of the agreement which constituted an undue and arbitrary act.

Senator CRANSTON. I am most concerned by reports I have received of understaffed field offices.

Apparently many vacancies are being left unfilled, resulting in decreased efficiency in the field operations.

How do you plan to rectify this situation?

Mr. GALLEGOS. Again, as I stated earlier this morning, one of the great difficulties is that because of the evolution of OEO that I have inherited—and I do not make that an excuse—I can only work with what I have inherited.

The situation has been, as you well know, that there has been rather devastating effect upon the organization and morale and the rights of employees over the last several years, simply because in the country, as it were, no one has taken the bull by the horns and evolved what the future of this situation should be.

I am hoping this year this will be done.

Nevertheless, that is in the future. I only can work with what I have.

One of the difficulties has been that I have inherited an imbalance. In some spots we have, perhaps, too many employees; in others, not enough.

Again, one of the problems that I am being criticized for, again that I have inherited, is that I cannot wave a wand and put them in this place.

In order to do this, I need the full and sincere cooperation of the labor aspect in the organizations so that we can do these things. That is part of it.

I am at this time hoping that there will be some genuine cooperation with me. I am going to try to move from where there is an oversupply into some of the areas where there is an undersupply.

For example, in the Philadelphia area, we know that they are very badly undermanned. I am going to hope to move from the headquarters, if I can do it legally, some people there if they will voluntarily move.

That is one problem.

The other would be that we would be able to hire more people to fill these slots.

I am very concerned about this, and I am making every effort to remedy the situation.

Senator CRANSTON. Regarding the need for increased funds, there are a number of impact programs which still have a substantial unrealized potential. Will you press for increased funding?

Mr. GALLEGOS. I would agree with that statement.

Senator CRANSTON. You will press for increased funding?

Mr. GALLEGOS. Yes.

Senator CRANSTON. What specific actions, if any, did OEO take to insure the interests of poor people who were represented in the planning for and implementation of the economic summit sessions?

Mr. GALLEGOS. You are speaking of which?

Senator CRANSTON. The economic summit.

Mr. GALLEGOS. The administration economic summit?

Senator CRANSTON. Yes.

Mr. GALLEGOS. Would you repeat the question, please?

Senator CRANSTON. Did you take any steps to insure that the viewpoints of poor people would be represented?

Mr. GALLEGOS. I am going to do that. I am going to ask the administration that, No. 1, we have representation from OEO to begin with, the headquarters, and, second, that people on the grassroots level also have the opportunity.

I had the opportunity several weeks ago in a group of people to meet with President Ford, a group which was made up of Hispanic people from throughout the country of all political persuasions, and they told the President some of the things that are implied in your question. And he responded very favorably, that he wanted input from grassroots, from ethnic groups, and from various categories.

Many of us who heard that will certainly followthrough, and certainly I, as head of OEO, will followthrough.

Senator CRANSTON. Is it not a little late now? That summit starts 10 days from now.

Mr. GALLEGOS. There will be many things that will be ongoing that people need to have input all the way through.

Senator CRANSTON. The summit occurs on the 27th and 28th. I think the invitations have been out for sometime, and I think it is rather late. But if you can start now and do anything to insure that the poor and their viewpoints are represented in that session, it would be helpful.

Mr. GALLEGOS. I would certainly try to.

Senator CRANSTON. If you will let us know what results you receive from that, I would appreciate it.

Last Tuesday, we discussed the need for openness and responsiveness from your office in all matters brought to your attention.

At that meeting, you were asked specifically about the funding status of a particular California legal services program.

You indicated that your congressional liaison, Mr. Sattler, would contact my office the very next day.

My staff did not receive a response until yesterday, 1 week later, despite the fact that my staff had placed two calls—last Friday and this past Monday—to Mr. Sattler regarding this matter.

I would like to ask if that meets what you indicated we could expect in terms of responsiveness to a specific problem?

Mr. GALLEGOS. I always try to answer my phone calls. I am not the sort of person who delays. I do not always give the answer a recipient wants, but I will see to it that various employees also give response, not only to Members of Congress and the Senate, but also to the general public.

I think that is part of our function, and I certainly apologize to the Senator if you did not receive a prompt reply.

Senator CRANSTON. You are responsible for the responsiveness of people working under your direction, and I trust that you will see to it that there is that response.

Mr. GALLEGOS. Yes.

Senator CRANSTON. Could you give me an overall—not too lengthy—succinct summary of how you view your responsibilities at OEO if you are confirmed?

Mr. GALLEGOS. As I stated in my opening statement—and I am sure you have a copy, or you will have a copy—I will say this because of

my background as a lawyer, 25 years in general practice in Colorado, because of my having served in the legislature in a legislative capacity, and also on a general school board, I appreciate the legislative process.

I particularly appreciate the fact that if you want to legislate, you should be in a legislative body, and one should not legislate from a bureaucratic seat, for example.

The point I want to make to you, Senator, is that I am very appreciative and am very meticulous in following the law, trying to follow the intent of the legislature or the Congress, and that I recognize that I am not the legislature.

I am merely the one who will carry out the law. I am dedicated to doing that.

I will state to you and to anyone else that I will carry out the law.

At the present time, we can talk about many other things about the future, but at the present time I can only carry out one law, the Equal Opportunity Act, and I shall carry that out by making the grants to the fullest extent possible, maintaining the employment, not firing people arbitrarily, making sure that everyone has due process, as I have done all my life.

Certainly, the world has been good to me, because I have tried, and I am sure I have this reputation nationally, and otherwise, but I try to maintain legislative and legal integrity. That is my feeling on the legal end of it.

On the other hand, being from the southwest, and having seen the problems of the migrants in the southwest and all over, I am very cognizant of the conditions of the poor, the desperate conditions of the poor migrants in my State and other States.

We have not eradicated poverty. Poverty is still with us.

I am dedicated to spending the rest of my life doing the little I can to alleviate the problems of those people who have been left out of the good things of life, and this is what has guided me in my general law practice and has guided me in my legislative experience and in my record in the legislature in the field of education, in the field of welfare, judicial reorganization, the concerns of the poor people, the underprivileged, which is one that I am proud of.

The little success that I have had is because people have recognized that I am sincere about that.

I come here with that. I am my own man, I follow the law, I follow my philosophy of the past, and whatever I am, I shall be dedicated to doing these things for the underprivileged people.

Senator CRANSTON. Do you see yourself as an advocate for the poor, an advocate of finding solutions to their problems, and with a great responsibility to work with poor people so they have a feeling they are participating?

Mr. GALLEGOS. Very much so, because that is part of this position.

Senator CRANSTON. As General Counsel of the agency, what advice did you give former Director Phillips as to, first, his authority to be an Acting Director when his nomination had not been submitted to the Senate; and, second, his authority to dismantle programs specifically authorized and funded by Congress?

Mr. GALLEGOS. Senator, I have served under three Directors—Mr. Phil Sanchez, who was a fine dedicated individual, but whose name

should be mentioned among the very fine individuals who have come before me; I also, having been the General Counsel and being the only Presidential appointee when Mr. Phillips came in, remained there. Then, certainly, I served under Mr. Arnett—three very different individuals.

Being a lawyer, not all clients accept one's advice as a lawyer. I can say this—it may sound facetious, but it is very true—some of the clients who have not taken my advice are now behind bars.

Senator CRANSTON. I do not think any of those three people are behind bars.

Mr. GALLEGOS. No.

I told a number of people, and Mr. Phillips, it is so clear what the law says.

When I came here to be nominated and confirmed 3 years ago, it said I must be nominated and confirmed for my post that I hold now, and that is it. It is very clear.

Mr. Phillips was told by me, you must be nominated, you must be confirmed period. That obviously was not abided by.

Senator CRANSTON. That was not.

Mr. GALLEGOS. That advice was not needed. It is just like I am here today. In other words, if someone told me why do you not just go ahead and serve informally, I would give myself my own legal advice, and that would be the advice I would give you or Howard Phillips or anybody else, you must be nominated, you must be confirmed. Anything else is illegal.

Senator CRANSTON. What did you tell him as far as his authority to dismantle programs specifically authorized and funded by Congress?

Mr. GALLEGOS. Again, going back to the act, the law is, there are on-going programs. Until such time as the Legislature speaks again, one must follow the law, the continuity, the granting of grants, the continuing of programs, the carrying out of the intent of the Legislature and the law.

This is what I told Mr. Phillips and other people. This must be done.

Senator CRANSTON. You were in full agreement with the opinions of Judge Jones?

Mr. GALLEGOS. Absolutely.

Senator CRANSTON. Finally, this is not a question, but would you submit to me personally and for the record copies of all your legal memoranda to Mr. Phillips, or legal memoranda from your office to him, on these two questions and as well as on other legal matters?

If you would please indicate where you believe any reference to individual and personal matters or other personal or sensitive matters should be excised from such papers before they are reproduced for the public record, we will thus protect any such sensitivities.

Mr. GALLEGOS. Yes, sir.

[The information referred to and subsequently supplied, follows:]

RESPONSE OF MR. GALLEGOS TO QUESTIONS RAISED BY SENATOR CRANSTON

My opinions concerning the two points raised by you with regard to the appointment of Mr. Phillips and his attempts to close down the Agency became known well in advance of any request for written opinions. Consequently, I was never asked to give my opinions in writing. Shortly after these questions arose in discussions with Mr. Phillips, Mr. Alan MacKay was appointed Acting General Counsel.

Senator CRANSTON. That concludes the questions I have, and I thank you very, very much.

We will go now to item 5 on the witness list.

As I indicated earlier, we will reconvene for the other witnesses who are from this general area.

We will now hear from Manuel Fierro, who is accompanied by a number of other people.

I do regret that I have to ask that you submit in writing whatever written statements you have, and please summarize what you feel are the most essential points because we want to comment on what has gone before, but we have to accomplish all of this in 10 minutes.

STATEMENT OF MANUEL D. FIERRO, PRESIDENT, RAZA ASSOCIATION OF SPANISH SURNAMED AMERICANS, ACCOMPANIED BY JOE BENITES, NATIONAL PRESIDENT, LEAGUE OF UNITED LATIN-AMERICAN CITIZENS, ANTONIO MORALES, NATIONAL CHAIRMAN, AMERICAN G.I. FORUM OF THE UNITED STATES, ED VALENZUELA, NATIONAL PRESIDENT, IMAGE, RAUL YZAGUIRRE, NATIONAL DIRECTOR, NATIONAL COUNCIL OF LA RAZA, PETE VILLA, NATIONAL CHAIRMAN, JOBS FOR PROGRESS-SER, RICARDO ZAZUETA, NATIONAL DIRECTOR, JOBS FOR PROGRESS-SER, JOE ACEVES, NATIONAL DIRECTOR, LATIN-AMERICAN MANUFACTURERS' ASSOCIATION, FRANK ESPADA, VICE CHAIRMAN, NATIONAL SPANISH-SPEAKING COALITION ON DOMESTIC AFFAIRS, A PANEL

Mr. FIERRO. Senator Cranston, I would like to introduce the members of the panel here with me today.

Mr. Antonio Morales will read the joint statement for the whole group, and if you have any questions, we will be happy to respond to them.

Mr. MORALES. Mr. Chairman and members of the committee, my name is Antonio Morales. I am the National Chairman of the American G.I. Forum, and I want to thank you for the opportunity you have extended to us to appear before you today regarding the nomination of Mr. Bert A. Gallegos as the Director of the Office of Economic Opportunity.

Accompanying me today is the leadership of the seven largest national Spanish-speaking organizations in the country, and we are here to collectively express our full support of Mr. Bert Gallegos' nomination to the directorship of the Office of Economic Opportunity.

We have individually and collectively met with Mr. Bert Gallegos to review his perceptions of OEO programs and the future direction that this office will take. We have done so because we have been greatly concerned whether these programs were going to continue in strengthening our economically deprived communities, in providing community participation in program planning, and in the offering of new approaches to helping solve problems of minorities and the working poor of our country.

We have additionally reviewed Mr. Bert Gallegos' qualifications and background and as a private attorney, State legislator, community leader and, more recently, as General Counsel to OEO, he has demonstrated his effectiveness, capabilities, and concern for the disadvantaged, minorities, and working poor of our country.

It is for these reasons, Mr. Chairman and members of the committee, that we fully support Mr. Bert Gallegos' nomination. We believe that Mr. Bert Gallegos can and will provide the needed leadership and program direction that will prove to be in the best interest of the disadvantaged, minorities, and working poor. We have been assured by Mr. Bert Gallegos that the mandate of Congress will be properly carried out.

While we have this opportunity to express our views to this committee regarding the directorship of OEO, we would like to also express our concerns regarding the current legislation that is presently before this committee that will continue the programs currently authorized under the Economic Opportunity Act of 1964.

On August 8, 1974, we testified before the Senate Subcommittee on Employment, Poverty and Migratory Labor, and we want to re-emphasize that we strongly support the continuation of these programs under an independent agency. That is the only demonstrated and effective vehicle that can continue to advocate for the poor and disadvantaged in our country. To do otherwise is to ignore the problems and progress our communities have made in the past 10 years.

Additionally, we have made several recommendations to the subcommittee regarding the legislation that require additional authorizations or new language to the proposed legislation. We would also like to submit these recommendations to this committee in order that adequate and favorable consideration be given to our concerns.

Mr. Chairman and members of the committee, again we want to thank you for the opportunity to appear before you today, and we sincerely hope and strongly urge you to favorably act on the nomination of Mr. Bert Gallegos as the Director of the Office of Economic Opportunity.

We will be glad to respond to your questions.

Senator CRANSTON. Is there anyone of you at the table who would like to make a few comments?

Mr. BENTES. Mr. Chairman, if I may, I would just like to make a statement for your consideration.

I sat back there and listened to the testimony presented to you by the employees of OEO. I do not know how many of these are Spanish-speaking, sir, but I would put this to you, that before you for the first time in the history of this country is the greatest gathering of leaders of the Spanish-speaking community.

This has never happened before, and we represent a constituency of many, many millions, so I would like to say to you that we are expressing that concern to your committee.

Senator CRANSTON. Do any of you have any comments on the criticisms and objections that were registered by the representative of the OEO union?

Mr. YZAGUIRRE. Senator Cranston, I would like to just make one short comment.

One of the problems of Spanish-speaking in this country is that we have not been included in any of the ongoing programs and agencies in the Government. We are afraid that this union is trying to exclude the Spanish-speaking by keeping a closed shop at this time.

MR. VALENZUELA. Senator Cranston, I am the National President of the Spanish-Speaking organization concerned with Government employees.

We have attempted to set up meetings with the AFGE National President, Mr. Clyde Webber—we have been unsuccessful at this point—because we have an extreme concern that we are not being represented, the Spanish-speaking employees.

Therefore, we are wondering whether we have proper representation by that organization when they talk about Mr. Gallegos in this respect.

SENATOR CRANSTON. I want to assure you we will contact AFGE representatives and do our best to expedite establishing such a meeting, if that is what you wish, and we will see to it as far as we are able to if there is such an opportunity.

If any of you wish to submit any written statements, we will be delighted to receive them for the record.

MR. YZAGUIRRE. Senator Cranston, I am National Director of the National Council of La Raza, and some of our concerns are the same kind of concerns we have brought up with Mr. Gallegos.

We met with him, and we spent several hours, and his response to those kinds of very tough hard questions were to our satisfaction.

We indicated to him that we were concerned with the high frequency of political appointees, and he assured me that he would look at that very closely.

Beyond that, we also stated that we wanted programs funded on their merits, on the programs that answer the question: "Are we doing something about poor people?" and that be the main consideration. And he assured us that was going to be the embodying principle of the agency.

MR. MORALES. Senator, I may add that our organization is one created to represent the poor.

Our organization is made up of the poor.

SENATOR CRANSTON. That is a good statement. I thank you very much. I am deeply grateful to you for being so helpful in terms of our time problem.

I know that Senator Williams, the chairman of the full committee, and Senator Javits, are very sorry they could not be here for your particular presentation.

I apologize to the witnesses who we were unable to hear today, but we will announce a further hearing and get in touch with you.

At this point I order printed the statements of those who could not attend and other pertinent material submitted for the record.

[The information referred to follows:]

NATIONAL CONFEDERATION of AMERICAN ETHNIC GROUPS

562 Davis Building

• Washington, D. C. 20006 •

Tel: (202)-338-8900

17 September 1974

The Honorable
 Harrison A. Williams, Jr.
 Room 352, Old Senate Office Building
 The Capitol
 Washington, D. C. 20510

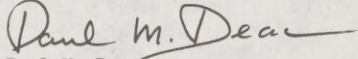
Dear Senator Williams:

In your capacity as Chairman of the Committee on Labor and Public Welfare you have under consideration the matter of the confirmation of Mr. Bert A. Gallegos as Director of the Office of Economic Opportunity (OEO).

We in the National Confederation of American Ethnic Groups wish to state that on the basis of our long acquaintance with Director-designate Gallegos in his capacity as OEO General Counsel, in which capacity he demonstrated repeatedly his common sense, legal ability and spirit of fair play, in our opinion an affirmative vote for his confirmation as OEO's Director is called for.

Our many constituent organizations which we represent from your home state of New Jersey will be glad to learn that you voted in support of a public servant who gives serious promise of giving fair and equal consideration to the needs of all disadvantaged citizens -- not just one or two selected minorities.

Sincerely yours,



Paul M. Deac
 Executive Vice-President

PMD/vbr



RAZA ASSOCIATION OF SPANISH SURNAMED AMERICANS

400 First Street NW—Suite 706
Washington, D.C. 20001

202/638-4483

STATEMENT OF

MANUEL D. FIERRO/PRESIDENT

RAZA ASSOCIATION OF SPANISH SURNAMED AMERICANS

AUGUST 8, 1974

BEFORE

THE SENATE SUBCOMMITTEE ON EMPLOYMENT,
POVERTY AND MIGRATORY LABOR OF THE
SENATE COMMITTEE ON LABOR AND PUBLIC WELFARE

REGARDING

THE CONTINUATION OF PROGRAMS CURRENTLY AUTHORIZED
UNDER THE ECONOMIC OPPORTUNITY ACT OF 1964

(H.R. 14449, S. 3870, S. 3798)

A CITIZENS' LOBBY FOR THE SPANISH SPEAKINGAT THE NATION'S CAPITAL

MR. CHAIRMAN, WE STRONGLY SUPPORT THE CONTINUATION OF THE PROGRAMS CURRENTLY AUTHORIZED UNDER THE EOA WITH THE FOLLOWING RECOMMENDATIONS. THESE RECOMMENDATIONS WOULD REQUIRE ADDITIONAL AUTHORIZATIONS OR THE ADDING OF NEW LANGUAGE TO THE PROPOSED LEGISLATION BEFORE THIS COMMITTEE.

1. THAT THE DEFINITION OF THE TERMS "DISADVANTAGED," "UNEMPLOYED" AND "UNDEREMPLOYED" USED IN THE EOA TO DESCRIBE PERSONS WHO CAN QUALIFY FOR SERVICES BE FURTHER DEFINED TO INCLUDE BUT NOT BE LIMITED TO:

"PERSONS WHO SUFFER IN THE LABOR MARKET BECAUSE OF THEIR LIMITED SPEAKING, READING AND WRITING ABILITIES IN THE ENGLISH LANGUAGE."

HEAD-START/FOLLOW-THROUGH

1. THAT A BUREAU OF MIGRANT AFFAIRS BE ESTABLISHED WITHIN THE OFFICE OF CHILD DEVELOPMENT TO ADEQUATELY SERVE THE NEEDS OF MIGRANT PRE-SCHOOL CHILDREN, AND THAT THIS OFFICE BE AUTHORIZED IN APPROPRIATIONS OF NO LESS THAN 5% OF THE TOTAL HEAD-START BUDGET OR A SEPARATE APPROPRIATION OF NO LESS THAN \$10 MILLION.

2. THAT THE FOLLOWING NEW LANGUAGE BE ADDED TO THE HEAD-START AND FOLLOW-THROUGH PROGRAMS SO AS TO,

"PROVIDE THAT SPECIAL ASSISTANCE BE GIVEN TO THE NEEDS OF PERSONS OF LIMITED ENGLISH SPEAKING ABILITY (AS DEFINED IN SECTION 703 (9) OF TITLE VII OF THE ELEMENTARY AND SECONDARY EDUCATION ACT OF 1965), BY PROVIDING BILINGUAL HEAD START AND FOLLOW THROUGH PROGRAMS IN WHICH INSTRUCTION IS GIVEN IN ENGLISH AND TO THE EXTENT NECESSARY TO ALLOW

SUCH CHILDREN TO PROGRESS EFFECTIVELY THROUGH THE HEAD-START AND FOLLOW-THROUGH PROGRAM, IN THE NATIVE LANGUAGE OF SUCH CHILDREN, AND SUCH INSTRUCTION IS GIVEN WITH APPRECIATION FOR THE CULTURAL HERITAGE OF SUCH CHILDREN. THAT THE SECRETARY BE AUTHORIZED TO EXPEND SUCH SUM OF MONEY AS MAY BE REQUIRED FOR THIS PROGRAM."

3. THAT THE FOLLOWING NEW LANGUAGE BE ADDED IN THE RESEARCH AND DEMONSTRATION PROGRAMS IN THE HEAD-START AND FOLLOW-THROUGH PROGRAM SO AS TO,

"PROVIDE A PROGRAM OF RESEARCH AND NEEDS ASSESSMENT IN THE FIELD OF BILINGUAL EDUCATION IN ORDER TO ENHANCE THE EFFECTIVENESS OF THE HEAD-START AND FOLLOW-THROUGH PROGRAMS CARRIED OUT UNDER THIS ACT AND OTHER PROGRAMS FOR PERSONS OF LIMITED ENGLISH SPEAKING ABILITY.

4. PROVIDE FOR THE INCLUSION OF INDIVIDUALS OF LIMITED ENGLISH SPEAKING ABILITY AS DEFINED IN SECTION 703 (9) OF THE ELEMENTARY AND SECONDARY EDUCATION ACT OF 1964.

COMMUNITY ECONOMIC DEVELOPMENT

1. THAT THE AUTHORIZATIONS OF APPROPRIATIONS FOR THE CONTINUATION AND THE DEVELOPMENT OF NEW COMMUNITY DEVELOPMENT CORPORATIONS BE INCREASED TO \$84 MILLION IN FISCAL YEAR '76, \$120 MILLION IN FISCAL YEAR '77 AND \$154 MILLION IN FISCAL YEAR '78.
2. THAT NEW LANGUAGE BE ADDED IN THE STATEMENT OF PURPOSE SO AS TO,

"PROVIDE FINANCIAL AND OTHER ASSISTANCE TO START, EXPAND OR LOCATE BUSINESS IN OR NEAR THE AREA SERVED SO AS TO PROVIDE EMPLOYMENT AND OWNERSHIP OPPORTUNITIES FOR RESIDENTS OF SUCH AREAS, AND

PROGRAMS INCLUDING THOSE WHO SUFFER IN THE LABOR MARKET BECAUSE OF THEIR LIMITED SPEAKING, READING AND WRITING ABILITIES IN THE ENGLISH LANGUAGE."

HUMAN SERVICES POLICY RESEARCH

(H.R. 14449)

1. THAT THE FOLLOWING NEW LANGUAGE BE ADDED IN THE STATEMENT OF PURPOSE SO AS TO,

"PROVIDE FOR THE INCLUSION OF INDIVIDUALS OF LIMITED ENGLISH SPEAKING ABILITY AS DEFINED IN SECTION 703 (a) OF THE ELEMENTARY AND SECONDARY EDUCATION ACT OF 1964."

MIGRANT AND SEASONAL FARMWORKERS

THE CREATION OF A NATIONAL OFFICE FOR MIGRANT AND SEASONAL FARMWORKERS AS OUTLINED IN THE ENCLOSED POSITION PAPER.

APPENDIX II

A POSITION PAPER SUPPORTING THE ESTABLISHMENT
OF A NATIONAL OFFICE FOR MIGRANTS AND SEASONAL
FARMWORKERS WITH RESPONSIBILITY FOR THE COOR-
DINATED ADMINISTRATION OF ALL NATIONAL MIGRANT
AND SEASONAL FARMWORKER PROGRAMS

Prepared By

Raza Association of Spanish Surnamed Americans
(RASSA)
400 First Street, N.W., Suite 706
Washington, D.C. 20001
202/638-4483

Under the present structure of the federal government, the categorical programs presently delivering services to migrant and seasonal farmworkers are diffusely spread throughout several departments and agencies of the federal government (HEW, DOL, OEO, HUD, DOA). This has resulted in the lack of a unifying philosophy, ambiguity in the definition of federal organizational missions and priorities, lack of substantive coordination among its members, outright duplication among programs and jurisdictional rivalry among agencies.

Furthermore, the federal perception of the population-at-risk is as best nebulous, there being as many definitions of "migrants" and "farmworkers" as there are categorical farmworker programs. Definitions have grown from programmatic sources which are based on the travel function, while ignoring the fact that the problems are the same whether the worker is in-stream, in a home-base situation, or attempting to leave the stream. This multiplicity of federal definitions has:

- a. made coordination of programs difficult.
- b. created non-comparable data bases for each program thus making evaluation of total programmatic impact impossible, and
- c. varied the farmworker's eligibility for benefits in a manner which deprives him of services when his need is greatest.

Consequently, the federal expenditure of millions of dollars in farmworker programming in the last several years has not significantly benefitted the target population.

RASSA PAGE 2

RATIONALE FOR A NATIONAL/FEDERAL MIGRANT OFFICE

Already among the most deprived in terms of health, education and social conditions, farmworkers face a constantly expanding crisis of unemployment due to the rapid mechanization of agribusiness. Past experience suggests that state and local governments are either unwilling or unable to meet the needs of farmworkers:

- Residency requirements for social programs in some states prohibit their serving this mobil population.
- Since farmworkers move through a number of states and regional jurisdictions, responsibility for meeting their needs is commonly shirked by any given area with the consequence that there is no firm focus on non-federal levels.
- The documented lack of social opportunity and health and education resources in rural areas makes it difficult for state and local governments to meet the needs of many rural residents. Consequently, migrants and seasonal farmworkers are at the bottom of the list of priorities.
- The GAO report, "Impact of Federal Programs to Improve Living Conditions of Migrants and Other Seasonal Farmworkers" is another example.

Based on these concerns, the creation of a National Office for Migrant and Seasonal Farmworkers seems to be the most feasible alternative to developing and facilitating a single comprehensive strategy to meet the needs of the migrant and seasonal farmworker through the federal government.

Combining the categorical programs presently delivering services to the migrant and seasonal farmworker under a single

RASSA PAGE 3

administrative office can stress the inter-relation of program areas as they affect the individual and family. This will focus on the inter-relationship between these programs in such a way that was not previously possible and will provide increased responsiveness to special concerns in each area. With one national office having the responsibility of federal activities, decisions involving the most effective allocation of resources and deployment of funds will be made at the national level by one single agency. This is in contrast to the present system which attempts to resolve migrant and seasonal farmworkers' problems with a multitude of government agencies and departments (see objective and programmatic functions of the National Office for Migrant and Seasonal Farmworkers).

RATIONALE FOR CREATION OF THE NATIONAL OFFICE FOR MIGRANT AND SEASONAL FARMWORKERS IN A FEDERAL DEPARTMENT OTHER THAN THE DEPARTMENT OF LABOR (DOL)

Because of the comprehensive social, educational, and environmental nature of farmworker problems and the incompatibility of most migrant programs with those presently being undertaken by DOL, creation of such an office in a governmental agency other than DOL is recommended.

Migrant programming includes a wide range of activities such as day care, emergency food and medical assistance, health, education, manpower, housing, etc. The DOL's focus is limited in scope, i.e. manpower. Thus, the total migrant and seasonal farmworker program deficiencies could be overcome in an agency other than DOL.

RASSA PAGE 4

In the formulation of this document, numerous inquiries were made with migrant program staffs, grantees, and migrant and seasonal farmworkers and the result has been this draft.

In summary, the National Office for Migrants and Seasonal Farmworkers will require its own authority, resources, and flexibility. Such development of a single comprehensive strategy might be organized along the following lines:

- Creation of this office should be done through Congressional legislation rather than Executive Order or merely the acceptance of a transfer of programs.
- Creation of a regional structure under NOMSF for those regions currently having programmatic responsibility for migrants.
- Delegation of current migrant and seasonal farmworker administrative and programmatic responsibility presently in other departments and agencies to NOMSF.
- Designation of NOMSF migrant task force to begin working out the process and mechanism for the implementation of such strategy.

Senator CRANSTON. The committee is now adjourned.
[Whereupon, at 1:15 p.m., the committee adjourned.]

APPENDIX

AFFIDAVIT OF BERT A. GALLEGOS

I, Bert A. Gallegos, being duly sworn do hereby depose and say that:

1. I am the Director-Designate and General Counsel of the Office of Economic Opportunity hereinafter referred to as the Agency.

2. Sometime on or shortly after January 29, 1973, when Mr. Howard Phillips was selected to succeed Mr. Philip Sanchez, I made known my opinion to Mr. Phillips on the legality of serving as Acting Director of the Agency without fulfilling the express condition of Article 2, Section 2 of the Constitution and Section 601(a) of Title IV of the Economic Opportunity Act of 1964. I orally advised at that time and several subsequent times all persons addressing this question that only one who is properly nominated by the President with the advice and consent of the Senate may legally assume the position of Director of the Agency. Failure to follow this prescribed format would render any such appointment null and void. This was my opinion then and continues to be my opinion today.

3. At no time between January 29, 1973 and June 11, 1973 do I remember any written memorandum of correspondence from the Office of General Counsel to the Office of the Director on this subject. A recent review of the existing files has also failed to produce any such written communication on this and related subjects.

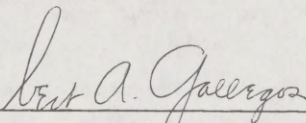
4. My opinion on the proper procedures for appointment established by Congress in Section 601(a) of Title 6 of the Economic Opportunity Act of 1964 was confirmed by the opinion of the Honorable Judge William Jones for the U.S. District Court for the District of Columbia in the case of Williams v. Phillips, 360 F. Supp. 1963, (1973), Judge Jones stated that:

"... the failure of the Congress to provide legislation for an acting director must be regarded as intentional. The Court holds that in the absence of such legislation or legislation vesting a temporary power of appointment in the President, the constitutional process of nomination and confirmation must be followed. Therefore, the Court finds that the defendant Phillips was not appointed lawfully to his post

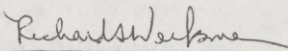
as Acting Director of OEO. An injunction will issue to restrain him from taking any actions as Acting Director of OEO."

Judges Wright, Leventhal, and Robinson for the U.S. Court of Appeals for the District of Columbia Circuit again reaffirmed my position June 22, 1973 when they refused to grant an Emergency Motion for Stay Pending Appeal in this case stating that:

"Article II, Section 2 of the Constitution unequivocally requires an officer of the United States to be confirmed by the Senate unless different provision is made by Congressional statute. In the case of OEO, the pertinent enactment reinforces rather than diminishes the requirement of Senate confirmation. See 42 U.S.C. Section 2941(a) (1970). The only issue is the existence of Presidential authority to make an interim appointment without Senate approval. Under the legal theory accepted by the District Court, the President lacked authority to appoint an acting director of OEO, save in an emergency situation not here present. Accordingly, the District Court concluded that appellant had served illegally in that position since the date of his appointment on January 29, 1973."


BERT A. GALLEGOS

Subscribed and sworn to before me, this 8 day of October, 1974.



Notary Public

My commission expires May 15, 1978.

HARRISON A. WILLIAMS, JR., N.J., CHAIRMAN
 JENNINGS BENDIS, W. VA.
 CLAIRBORNE FILL, R.I.
 EDWARD M. KENNEDY, MASS.
 GAYLORD NELSON, WIS.
 WALTER P. MONDALE, MINN.
 THOMAS P. EGLETON, MO.
 ALAN GRANSTON, CALIF.
 HAROLD E. HUGHES, IOWA
 WILLIAM D. HATHAWAY, MAINE

JACOB K. JAVITS, N.Y.
 PETER H. DOMINICK, COLO.
 RICHARD S. SCHWEIKER, PA.
 ROBERT TATE, JR., OHIO
 J. GLENN BEALL, JR., MD.
 ROBERT T. STAFFORD, VT.

United States Senate

COMMITTEE ON
 LABOR AND PUBLIC WELFARE
 WASHINGTON, D.C. 20510

JOSEPH P. McMURRAY, STAFF DIRECTOR AND
 CHIEF LEGISLATIVE COUNSEL
 MARJORIE M. WHITTAKER, CHIEF CLERK

December 10, 1974

Honorable Bert A. Gallegos
 Director Designate
 Office of Economic Opportunity
 1200 19th Street, N.W.
 Washington, D.C. 20506

Dear Mr. Gallegos:

Since the Committee's September 18 hearing on the confirmation of your nomination to become the Director of the Office of Economic Opportunity, several additional questions regarding the operations of the agency have arisen. In order for this Committee to properly discharge its responsibility in the appointment process, I would appreciate your responding to these additional questions as quickly as possible.

(1) During recent weeks, the Committee has become aware that union-management relations within OEO have become very strained. The Committee is concerned that this situation may be the result of deliberate management frustration of the contractual agreement with the OEO locals by forcing grievance and other matters of dispute to arbitration, rather than by resolving such matters through bilateral negotiations. It has also been suggested that there is a prevalent anti-union attitude within the organization and that incidents of harassment and intimidation against union members is widespread. If such is the case, then not only does this create an unhealthy work environment within the agency, but it also leads to losses in terms of man hours, costs to the Government of these proceedings, and creates a negative image of the Government's role in employment. I would appreciate your personal views on this matter and what actions you have taken to date and what actions you would undertake as Director to improve union relations within the organization.

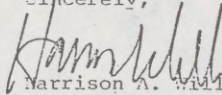
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(2) There has also recently surfaced information which indicates that there may be possible misuse of OEO local grants. In particular, recent information and newspaper accounts regarding the use of grant money in Region IV have raised questions about the use of certain grant moneys in ways not consistent with the procedures and purposes of the grant program. Would you indicate to the Committee your personal role in the administration of all OEO grants, the type of review and safeguards which are applied in the awarding of grants, both in the regional offices and in the Washington, D.C. office, and what steps are involved in reviewing a grant prior to its approval? If there has been an investigation of this matter, particularly on the matters involving grant administration in Region IV, I would appreciate your attaching a copy of any such investigative report to your responses to this letter. Would you also please indicate what actions you personally will institute to insure that the grant process is not abused and that possible violations of existing grants are remedied?

(3) The Committee would appreciate information on the safeguards applied at the OEO to insure that positions in the agency are filled on the basis of merit, and that any indicia of "political clearance" for professional staff members is avoided. Also, what personal role do you now have, and what role have you had previously, and what personal role would you have as Director in the selection process of professional staff members? I would also like to have an indication of the current OEO staffing make up and where vacancies exist. Also, what steps have you taken to insure that any vacancies in staff positions within the agency are filled as quickly as possible?

I hope that your responses to the Committee on these questions will be as complete as possible given the need that the Committee has for this information as quickly as possible. Your cooperation in providing this information to the Committee will greatly aid it in its role of advising the Senate on key positions within the Government.

Sincerely,


Harrison A. Williams, Jr.
Chairman

HAW:gss

**OFFICE OF ECONOMIC
OPPORTUNITY**EXECUTIVE OFFICE OF THE PRESIDENT
WASHINGTON, D.C. 20506

December 11, 1974

Honorable Harrison A. Williams
Chairman
Committee on Labor and Public Welfare
United States Senate
Washington, D.C. 20510

Dear Mr. Chairman:

Thank you for your letter of December 10. I am pleased to respond to your concerns. Union-management relations within the Office of Economic Opportunity is a long standing problem. To fully understand this situation permit me to go back to the period beginning in 1973. At that time OEO's ceiling was 2,150 people, with approximately 1,000 in the regions and the balance in headquarters. In the succeeding months, spin-offs of 471 employees accompanied programs devoted to health, Native Americans, migrants, housing and research. These spin-offs, plus continuing attrition due largely to the uncertainty concerning the future of OEO, further reduced personnel to about 1,000 by the following November. Not included in this figure were over 100 consultants hired between February and June of 1973, during Mr. Phillips tenure. None of these consultants are now on our rolls.

The number of Schedule C's allotted by Civil Service to this Agency was reduced from 64 on June 30, 1973 to 23 today, of which 19 are filled. The reduction in personnel is also reflected in the Presidential appointees. Although the Economic Opportunity Act authorizes seven Presidential appointees, currently there is only one, the Director-Designate, and the balance have remained unfilled for over a year.

Since the Agency has been in limbo over the past 2 years, only the most necessary vacancies have been filled, and these almost exclusively by promotion from within.

These appointments and promotions have followed Civil Service and Union contract provisions to the best of our ability. None underwent political clearance to my knowledge. The reduction in personnel and the uncertain future of the Agency have contributed to a major employee morale problem with the specter of future reductions hanging constantly before Agency employees. In addition, the normal channels of communication that exist in a stable employment situation have been eroded through these drastic reductions in personnel. This morale problem has been particularly reflected in the number of grievances which confronted me when I was nominated by the President.

- 2 -

The procedure used in handling of grievances is as follows: Investigate to determine the facts surrounding a grievance matter once the grievance is formally filed; respond expeditiously to the Union on the matter and attempt to resolve the grievance; and proceed to maintain open communication with the Union, inclusive of meetings with Union representatives, during each step of negotiations leading to either resolution or arbitration.

Since I took over as Director-Designate I have continued a branch of seven career employees to handle labor-management relations for the Agency. This branch is headed by an employee with a career of service in the labor movement and the point of view he represents is not anti-union.

At the time of my appearance before the Committee, approximately 100 grievances were outstanding. Since that first appearance, about 70% of these grievances have been resolved. The remaining grievances which have not been resolved or which were not resolved at that time were related to appeals before the Federal Labor Relations Council and the Comptroller General.

Since my tenure as Director-Designate began (July 19, 1974) we have had a total of 29 grievances filed in Headquarters and Regional Offices and have resolved one-third of these. We have gone to arbitration on eight, and ten are still in stages where they can possibly be resolved during the next several days or weeks. The other two raise questions which are not legitimate grievable matters under the provisions of our National Agreement with the Union in our view and therefore have been presented to the Assistant Secretary's Office for Labor-Management Relations, Department of Labor, to decide this point.

When lack of resolution or agreement is the case, the process left open to the Union is to proceed to arbitration, which they do without delay. While arbitration is a tool for resolving questions in dispute, I intend to propose to the AFGE National Office the use of other less drastic tools, for example, the use of a neutral catalyst to bring the interest of the Union into compatibility with the interest and mission of the Agency.

I recognize a need for this type of system because of the nature of a number of our grievances which either tend to infringe on the prerogatives of management or which are filed without supporting evidence. An example of this is a grievance filed on November 14, 1974, The Council

- 3 -

of OEO Locals, charging OEO management officials with secretly engaging in systematic political discrimination in employment and promotion of Schedule A attorneys. The arbitrators findings in the only known specific alleged political clearance case (FMCS Case No. 74K12443) included the following: "The record does not support a finding that either Roberts or any other employee was discriminated against because of political reasons. The record also does not show discrimination in favor of Roberts because of political affiliation. This is not a case in which one person has been given a position which might have gone to someone else, or has been denied a position which went to someone else, because of anyone's political affiliation."

To my knowledge no such political clearance system is or has been in existence since my nomination as Director of the Agency, nor am I aware of any such system operating during my appointment as General Counsel. My position was then, and continues to be, that for the purpose of both employment and promotion the only factors for consideration are those concerning an employee's academic achievement and his professional performance.

My personal view on the AFGE union is that our mutual interest in serving the poor will eventually overcome the Agency's past history in the labor-management area. Should differences continue to arise they will be handled through negotiated contractual procedures and I firmly pledge to bring management to the discussion table in good faith and to maintain a solution-oriented attitude on the Agency's part.

Beyond the pledge of good faith in improving union-management relations, I also consider it my duty under the law to safeguard the Civil Service system for all Federal employees. I assure you that all positions will be filled consistent with the Civil Service merit system and the negotiated agreement with the AFGE. As in the past, I will continue to select members of my immediate staff and key subordinates who report directly to me. Subordinate supervisors have been delegated selection authority and I plan to continue such delegation, subject to the Civil Service system for all Federal employees.

I am enclosing an organization chart for Headquarters and an organization chart for a typical regional office. Also enclosed is a copy of our present on board personnel.

- 4 -

You will note that we currently employ 979 permanent employees, 27 below our established ceiling of 1,006. We have followed a policy of filling vacancies only in cases where absolutely necessary to continue operations with proper regard for protection of the Federal interest. No legal services employees have been added in order to allow the Independent Corporation the widest latitude in directing its own future. Economic Development is similarly slated for other stewardship under House Bill 14449. The future of remaining Community Action and related activities has not been formally authorized by legislation. Under these circumstances, I have continued a policy of filling absolutely necessary positions. As I stated in my confirmation testimony, an inherited imbalance exists, with relatively more employees in headquarters than in the regional offices. When the role of OEO is settled, I intend to institute a reorganization to add professionals to our regional offices and will fully staff the Agency to accomplish the mission determined by the Congress.

The morale problem, which we are attempting to ameliorate, has led the Union, which at the very outset opposed my confirmation, to bring general charges of maladministration and misuse of grant funds, especially in Atlanta.

Grant review procedures are clearly laid out and published in the Federal Register as to the course of the grant through OEO procedures from the budget allocation to receipt of the check by the grantee. The steps include at the barest minimum review first, by the analyst, by representation of General Counsel, by the budget officer of the allotment holder and by the responsible administrative official in all levels of responsibility. Over 90% of our grants are made through Regional Offices.

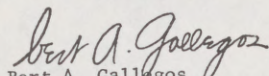
When allegations with respect to the questionable use of government funds arise from any source, an investigation is initiated by the General Counsel's office. Specifically, inspectors are sent to the scene to interview and possibly take depositions from those implicated and the allegation sources. If a sound justification is found, our findings are reviewed for proper administrative action or referral to the Justice Department.

Based on recent newspaper reports concerning Region IV, an inspection is presently underway there. At the conclusion of the investigation, I would be most willing to informally discuss, in confidence, the findings with the Chairman and interested Members of the Committee.

- 5 -

Problems in administering the Agency here discussed have their roots in the previous Administration's belief that Federal funding of Community Action should cease. In the intervening two years since the former President's budget message of January 1973, the courts have ruled, as you are aware, that the program must be continued until Congressional intent is otherwise detailed. The Congress has not completed action on an expression of its intent through legislation extending the Agency and the current Administration has not had the opportunity to review the work of Congress and determine whether a prospective bill should be signed or vetoed. Within those parameters, it is my policy to do the best I can for poor people under the continuing resolution which has been authorized by the Congress and signed by the President. I pledge to continue this effort and to administer the decision that is jointly reached by the Congress and the President.

Sincerely,



Bert A. Gallegos
Director-Designate

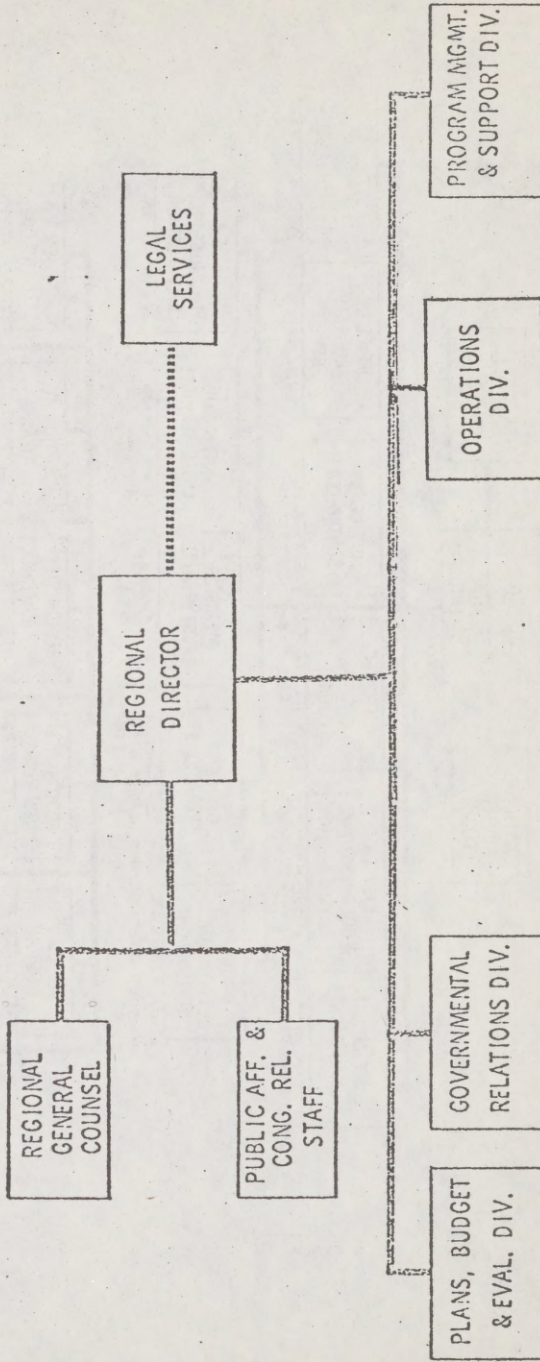
Enclosures

ON BOARD PERSONNELAS OF 12/7/74

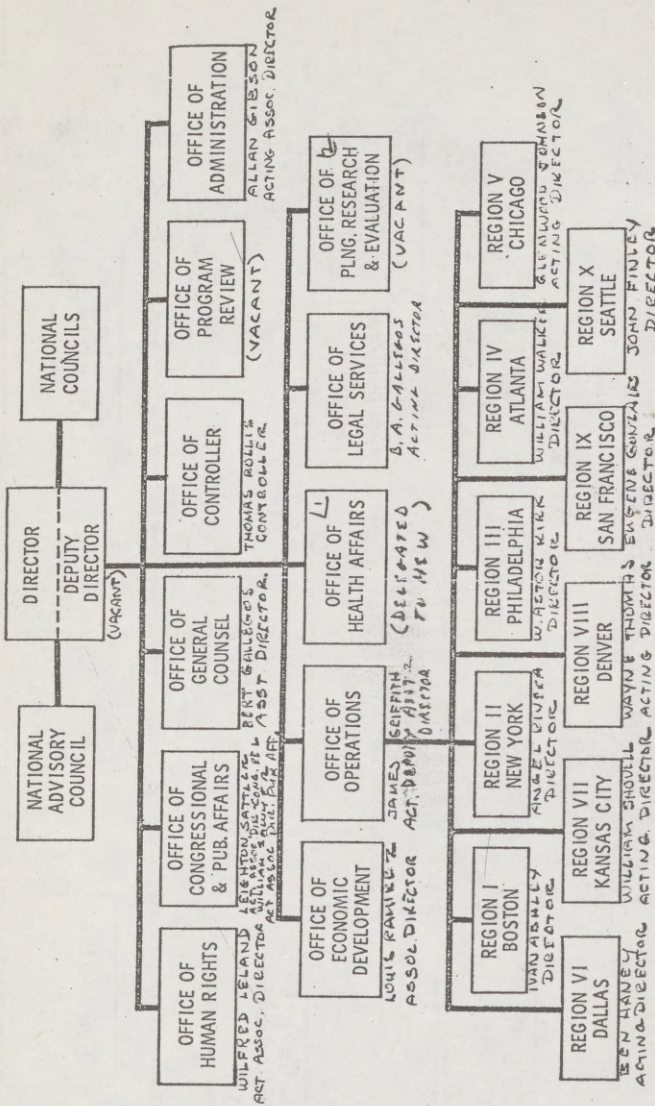
| <u>Headquarters</u> | <u>Permanent</u> | <u>Temporary</u> |
|--|------------------|------------------|
| Director | 14 | 0 |
| Administration | 66 | 17 |
| Congressional & Public Affairs | 24 | 1 |
| Controller | 121 | 1 |
| General Counsel (including Inspection) | 25 | 1 |
| Human Rights | 17 | 0 |
| Legal Services | 56 | 0 |
| Operations | 57 | 1 |
| PR&E | 3 | 0 |
| Program Review | 13 | 0 |
| Economic Development | 35 | 2 |
| TOTAL | 431 | 23 |
| <u>Regions</u> | | |
| Boston | 34 | 2 |
| New York | 63 | 10 |
| Philadelphia | 36 | 5 |
| Atlanta | 86 | 12 |
| Chicago | 84 | 5 |
| Dallas | 78 | 6 |
| Kansas City | 49 | 0 |
| Denver | 39 | 5 |
| San Francisco | 50 | 16 |
| Seattle | 29 | 1 |
| TOTAL | 548 | 62 |
| TOTAL OEO | 979 | 85 |

OFFICE OF ECONOMIC OPPORTUNITY

TYPICAL REGIONAL ORGANIZATION



EXECUTIVE OFFICE OF THE PRESIDENT
 OFFICE OF ECONOMIC OPPORTUNITY
 BERT SALLEGOS
 DIRECTOR, DESIGNATE



(1) FUNCTIONS TRANSFERRED TO NEW

(2) INCLUDES ONLY EXPERIMENTAL RESEARCH FUNCTION (3) (4) (5) (6) (7) (8) (9) (10)