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[COMMITTEE PRINT]

91st Congress
2d Session

HOUSE OF REPRESENTATIVES

WILLIAM L. DAWSON'S PROGRAMS TO HELP THE DISADVANTAGED

A STAFF STUDY

BY THE

SPECIAL STUDIES SUBCOMMITTEE

OF THE

COMMITTEE ON GOVERNMENT OPERATIONS

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December 1970

Printed for the use of the Committee on Government Operations

U.S. GOVERNMENT PRINTING OFFICE

52-401 WASHINGTON : 1970

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INTRODUCTION

The chairman of the Special Studies Subcommittee, the Honorable John S. Monagan, directed the staff to undertake a study of the Honorable William L. Dawson's efforts on behalf of his people in the nation. He felt that the work of the chairman of the full committee on their behalf was such that it deserved inscription in the annals of history.

Congressman Dawson has been characterized by his peers as a man of great personal courage and conviction—a fighter for those principles and ideals which he believed reflect the best interests of all the people of the United States. Moreover, he had one of the most distinguished and outstanding records of public service of any American they knew. This record includes service as an officer in the U.S. Army in World War I, a Member of Congress since 1942, and the Chairman of the House Committee on Government Operations for almost two decades.

SCOPE OF STUDY

This report is based on a study by the staff, under the direction of the chairman of the Special Studies Subcommittee.

The investigation included examination of correspondence and memorandums contained in U.S. Department of Labor files in Washington, D.C.; conferences with key officials in that agency and with a member of the Illinois State Employment Service; and study of the manpower reports of the President and other pertinent documents issued by the U.S. Department of Labor.

Essentially, Congressman Dawson's "modus operandi" was one of personal contact, nonetheless his accomplishments are well known. Many persons were interviewed by the staff for this report and, whatever documentation was available was utilized.

DISCUSSION

Opening Remarks

Congressman William L. Dawson, had been concerned with the plight of disadvantaged people, especially Negroes, living in our big cities and rural areas as far back as the days of his youth and had strived over the years to alleviate their problems. He was able to work more purposefully for solutions to the many problems of the disadvantaged when he was elected to the Congress. As his stature in the Congress grew and he assumed chairmanship of the House Committee on Government Operations, he was able to take more positive steps toward alleviating those conditions of oppression which he felt were retarding America's forward march. This report does not attempt to relate his vast efforts in behalf of minorities and the poor; it does, however, attempt to outline a few of his major accomplishments.

Headstart education for pre-school-age youngsters,

Teacher-training for instructors in ghetto area schools,

Full-time minority groups representatives within the U.S. Employment Service,[1]

Local employment programs under his auspices, and

Outreach to the disadvantaged by the U.S. Employment Service and the Illinois State Employment Service.

Congressman Dawson's concern focused on the above areas early in the 1960's because of the following factors which occurred during the 1950's:

1. The influx into Chicago and other large northern cities of large numbers of undereducated, unskilled, rural-oriented Negroes and their families from the southern States who found it difficult, if not impossible, to find and compete for suitable employment in the cities.

2. Discriminatory practices that had come to his attention which indicated that Negroes were finding it difficult to obtain meaningful jobs.

3. The recent public admission that the State Employment Service agencies at that time were "* * * employer-oriented agencies, whose mission was one of filling employers' jobs vacancies with applicants who met their specifications. Those who didn't, received little or no attention * * *."[2]

4. The structure of the U.S. Employment Service local offices in large cities at that time. Beginning in 1961, the local offices in the 55 largest metropolitan cities were set up as industrial-occupational offices in the main central employment areas (heartlands) of the cities, and these offices were to serve all employers within and all workers

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[1] Until March 1969, the U.S. Employment Service was part of the U.S. Department of Labor's (DOL) Bureau of Employment Security (BES). At this time the BES was abolished and the Employment Service became an integral part of the U.S. Training and Employment Service under the Manpower Administration, DOL.

[2] Prepared statement of Samuel C. Bernstein, Administrator, Bureau of Employment Security, Illinois Department of Labor, in Hearings before the Subcommittee on Employment, Manpower, and Poverty of the Committee on Labor, and Plblic Welfare, United States Senate, Ninety-First Congress, First and Second Sessions.

living in, or habitually working in, these areas. Each office would serve employers in a broad industrial category and all occupations dominant in and characteristic of those industries. This was to bring together the total supply of and demand for labor of a single category. For example, a commercial office would serve all office employers and workers having office skills.

In Chicago these large specialized offices were, for the most part, located in the downtown district, which was a considerable distance from the neighborhoods where the disadvantaged and hard-core unemployed were concentrated. Consequently, the residents of these neighborhoods, most in need of the services, had to travel considerable distances to apply for and receive the services of the heartland offices.

Education For Pre-School-Age Children

To prevent or lessen the problems and difficulties in obtaining suitable employment and other needed services for the future generation in the cities, Congressman Dawson believed that it was necessary to provide the underprivileged pre-school-age youngsters with an earlier (head) start in educational discipline, in competitive learning, and in wholesome play activities.

He believed that in this way children in economically-impoverished homes who may feel, and suffer from, the strains and tensions which adults often build up within themselves, and who may be at a loss for ways to keep entertained or occupied, would find wholesome release and fulfillment in the give-and-take among children of their own age through carefully planned activities under trained supervision.

In addition to the emotional, intellectual and social development which such a program could provide, he felt it could also furnish these youngsters with nutritious luncheons and with regular medical and dental checkups, which would assure their best possible early development.

In 1963, Congressman Dawson succeeded in persuading the then Chicago school superintendent to inaugurate a very limited program which was in effect only during July and August. This limited effort was slightly expanded in 1964 to make a total of three classrooms, again for the summer months only.

With this limited start, Congressman Dawson in May 1964 wrote to Commissioner of Education, Mr. Francis Keppel, urging his consideration of a grant to the Chicago Board of Education for such a demonstration project on a full-year basis, encompassing his whole preschool education and health care program.

In September 1964, the Chicago Teachers College North received a grant from the U.S. Office of Education for a cost survey of the preschool educational plan proposed by Congressman Dawson for the Chicago area. The grant was to be used to determine the cost of the "Dawson Plan" on an 11-month yearly basis for a period of at least 4 years and the availability of special personnel, buildings, and equipment.

Congressman Dawson's idea had its fulfillment in 1965, when a major experiment in the prevention of educational failure was launched as part of the "War on Poverty"—Project Headstart.

In 1965, Project Headstart signed contracts with agencies in all 50 States to bring some 560,000 children into Headstart classes for a

6-to 8-week session during the summer. Integrated classes, no more than 15 children per class, and classes made up of at least 85 percent of very poor children were required in each project. Sponsors of the projects also had to provide medical, social, psychological, and other services. Many children were helped who had never before seen a doctor or dentist, and who were in need of glasses, hearing aids, and prosthetic devices.

It was contemplated in 1965 that full use would be made of year-long projects to train additional staff, so that the operation could be broadened as rapidly as possible.

During 1966, nearly 575,000 youngsters were enrolled in Headstart summer programs and 160,000 in full-year programs which, in some cases, provided all-day care so that mothers could work.

Teacher-Training Program at the Center for Inner City Studies

Implicit in Congressman Dawson's suggestion to the U.S. Commissioner of Education for the demonstration program for preschool-age children was the need for a program which would have as its goal the training of teachers who would concern themselves with the social, cultural, and educational problems of those who lived in, or on the fringe of, poverty.

As a result of a proposal to the Commissioner of Education by Congressman Dawson, the U.S. Office of Education made a grant of $250,000 to the Illinois Teachers College, Chicago-North, in early 1966, for pilot work on a teacher-training program. The program was in connection with a Center for Inner City Studies which was being planned for the South Side of Chicago.

The stated purpose of the Center was to train high school graduates and teachers from among Chicago's minority groups—Negroes, Cubans, southern white migrants, Mexicans, American Indians, and Puerto Ricans—to work more effectively among those persons who were economically disadvantaged. The teachers and trainees from the Center were to be sent into all areas of Chicago to work with minority groups in a manner designed to upgrade their chances for obtaining employment.

In his remarks at the official opening of classes at the Center for Inner City Studies on September 9, 1966, Congressman Dawson stated that he hoped the program would, in the long run, prove to be the remedy that so many have sought to the complicated problem of poverty. He further mentioned that "* * * we must provide the schools in our poor neighborhoods with teachers who take into account the backgrounds of the poor—teachers who know that the cultural values and the verbal patterns of more affluent neighborhoods may be beyond the beginning reaches of the poor child raised among other poor children in poor neighborhoods."

In closing, Congressman Dawson provided his philosophy regarding the educational needs of the disadvantaged when he stated:

> * * * The educated person is a free person. The way out of the ghetto is through the door of a school.

Congressman Dawson had, on many occasions, stated this philosophy more succinctly when he said to his people:

"Don't get mad, get smart."

Minority Groups Representatives

In the early 1960's, Congressman Dawson decided that he had to move more forcefully in order to correct alleged discriminatory job orders and job referral practices within the Illinois State Employment Service (ISES) in the Chicago area. These practices and allegations that minority groups, in particular, were not being serviced in line with administration policies were constantly coming to his attention. Congressman Dawson asked the Secretary of Labor to look into the status and activities of the ISES in the area of minority group service. This resulted in the appointment of a few "minority groups representatives." Later, members of Congressman Dawson's staff held numerous meetings with Department of Labor National Office and Chicago Regional Office officials, as well as with ISES officials, concerning these matters.

As a result of Congressman Dawson's insistence, the Chicago Regional Office conducted a review of the role and responsibilities of local office minority groups representatives in the Chicago heartland offices. This review disclosed that although each of the six major offices had had minority groups representatives appointed to them in April 1964, less than 20 percent of their time was spent operating as minority groups representatives. The review uncovered the fact that the representatives had been told by their supervisors that their first responsibility was to regular ISES work and that time spent on minority problems was to be fitted into their regular work. Their regular work was such that they found limited time to perform the duties of minority groups representatives.

The review concluded that there was enough work in each of the offices to utilize a minority groups representative virtually full-time, and within a month, the ISES established full-time minority groups representatives and relieved them of all other responsibilities.

With the results of the review in hand, Congressman Dawson insisted that minority groups representatives be appointed to several additional Chicago areas and other ISES offices.

Shortly thereafter, the Secretary of Labor announced an expansion in the Labor Department's program of providing job assistance to members of minority groups. Fifty new full-time specialists in this field were to be put to work in State employment service offices, some on a Statewide basis, and others in specified metropolitan areas.[3]

Twenty-nine of the minority groups representatives were to be assigned to large metropolitan areas in which the problem of nonwhite unemployment and underemployment had been particularly acute. The other 21 representatives were to work with groups and organizations throughout specific States. They were to attempt to uncover existing job opportunities, make nonwhite workers more aware of these possibilities, and channel a greater number of them into these jobs.[3]

[3] U.S. Department of Labor press release dated Oct. 27, 1965.

These new positions represented a threefold increase in the number of full-time minority groups representatives in the various State employment service offices.[3]

Neighborhood Programs Under Congressman Dawson's Auspices

In addition to the aforementioned Federal programs which were basically originated by Congressman Dawson, he believed that programs were needed at the neighborhood level for the purpose of improving the employability opportunities of young Negro adults. He, therefore, conducted programs within his own district in an effort to meet these ends.

Under his auspices, and at his second ward headquarters, the First Congressional District's Business and Professional Men's Club opened the Dawson School of Business Management which offered courses on owning and operating small businesses. At the end of an 8-week course, graduating ceremonies were held and certificates awarded to the graduates of the school. The U.S. Small Business Administration cosponsored this course and provided instructors to teach the courses.

Congressman Dawson also purchased typewriters and hired a typing instructor to provide secretarial training to teenage girls after school at his Chicago headquarters. He was also instrumental in organizing, at his headquarters, a beauty salon training school for young girls. He also helped to organize the operators of various Negro beauty salons in the Chicago area into an association. The members of this association, in turn, were able to reach many young people through a variety of educational and social activities. Again, most of these activities were undertaken at his headquarters.

Congressman Dawson's "Outreach" Program

Recognizing that the ultimate solution to most of the problems of the disadvantaged minorities was the obtaining of well paying, meaningful jobs by these persons and knowing that there already existed a vehicle which could be used to help attain this goal—the Federal-State Employment Service system—Congressman Dawson focused his attention on this system in an attempt to get it to better serve the disadvantaged throughout the Nation.

He felt that the ISES in particular, like the employment services of most other States, was not concerned with the problems of how to get the unemployed—especially the hard-core unemployed—into its offices to receive job counseling, job training, and ultimately jobs. Therefore, early in 1953, Congressman Dawson succeeded in securing the services of some Employment Service personnel who, on their own time, engaged on a limited scale in job counseling and employment service practices in his First Congressional Districts. They worked out of churches, settlement houses, and other locations.

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[3] U.S. Department of Labor press release dated Oct. 27, 1965.

As this volunteer activity grew, Congressman Dawson moved to involve the ISES more directly. He was instrumental in the ISES adopting what he called an "outreach" concept—a concept of reaching out to find and help the unemployed—to seek out disadvantaged persons in the neighborhoods where they lived with the object of bringing them into meaningful contact with available manpower services.

The success of this limited program made him feel that its enlargement was imperative. Consequently, he became instrumental in getting the Department of Labor's U.S. Employment Service to adopt the outreach concept throughout the Nation as part of its Youth Opportunity Centers (YOC's) program and later as a basic tenet of its operating procedures.

In the early 1960's Congressman Dawson, having already recognized that the Employment Service needed to shift its emphasis from being an "employer-oriented" agency to being an "applicant-oriented" agency in order to meet the pressing needs of the disadvantaged unemployed and underemployed, decided on his course of action. As a necessary first step in this redirection of emphasis, he believed that the Employment Service staff had to become involved in a program which would attract all the disadvantaged in the neighborhoods in which they lived; youth, men and women. He felt that many of the disadvantaged—many newly arrived from the South—were either not aware of the existence of the State employment services or, if they were, had no means of transportation to the heartland offices, did not know how to get to these offices, were embarrassed because of poor clothing to visit the offices, or lacked initiative and/or motivation to visit these heartland offices.

Employment Service officials at the headquarters office in Washington, D.C., the regional office in Chicago, and at the State level in 1963 and 1964 were opposed to the idea as not practicable and feasible. They argued that this kind of program would not solve the problems of the hard-core unemployed. They argued for testing and training programs. Congressman Dawson argued, however, that even testing and training programs had to originate in the ghetto neighborhoods, and that because this was not being done the present system was failing to make a dent in the unemployed ranks and was not responsive to the needs of the large minority groups in Chicago.

Finally, because of Congressman Dawson's persistence, agreement was reached with the U.S. Department of Labor to try a "pilot" Outreach program in Chicago. Thirteen locations were eventually set up, one in Congressman Dawson's second ward headquarters building, with the Business and Professional Men's Club furnishing the store rent-free, the desks, chairs, and a receptionist to help out the two Illinois State Employment Service personnel assigned. The success of the pilot project was immediate. For example, the following table shows the activity of the 13 Outreach locations in the city of Chicago for nine months of 1966:

NUMBER OF PERSONS SERVED BY THE ILLINOIS STATE EMPLOYMENT SERVICE—OUTREACH LOCATIONS IN CHICAGO DURING LAST 9 MONTHS OF 1966

Outreach location	Interviewed	Referred to jobs	Placed in jobs	Referrals pending [1]	Referred to counseling	Referred to MDTA [2] programs	Referred to YOC [3] program	Referred to other agencies
ABLA Homes	203	147	66	----	----	----	----	----
Argo-Summit	110	65	34	----	----	26	----	----
Beth Eden Church	67	55	19	33	1	4	----	----
Booth House Extension	181	105	40	12	20	----	----	----
Business and Professional Men's Club	1,493	1,100	908	28	2	----	178	----
Center Urban Ministry	23	16	6	5	----	----	1	----
Christ Church	510	302	120	24	----	----	----	----
East Garfield Park Community Organization	125	58	17	----	----	----	19	----
Latin-American Defense Organization	78	73	10	17	2	----	4	53
Oakland Community Organization	480	262	115	15	----	23	1	1
St. Augustine Center for American Indians	104	49	21	15	----	----	2	26
Robert Taylor Homes	1,024	659	180	3	----	----	----	----
West Side Organization	53	15	7	----	----	----	----	----
Total	4,451	2,906	1,543	152	25	53	205	80

[1] Represents job referrals whose disposition was not known at date of schedule preparation.
[2] Manpower Development and Training Act.
[3] Youth Opportunity Centers.

Source: Illinois State Employment Service record.

As may be noted from the above table, the Business and Professional Men's Club location had the largest activity of any location. This was due, in part, to the publicity this location received through the following avenues:

Congressman Dawson bought commercial time from a local radio station to advertise the Outreach location.

Mention was made of the services being offered by the ISES at this location in Congressman Dawson's monthly newsletter to his constituents.

Precinct captains working out of the same building spread the word throughout their respective neighborhoods about the services being offered at the location.

It should be further noted that of the total of 1,543 persons placed in jobs, 211 were placed directly by the Outreach locations, and the remaining 1,332 were referred by the Outreach locations to local offices. The local offices, in turn, placed the referred persons in jobs and credited the outreach locations with placement assists. Under the Outreach program, the local offices still held the great majority of job openings and, therefore, it was necessary in most instances for the Outreach locations to refer applicants to the local offices for job placement.

Nothing is quite as heady as success. The Dawson Outreach program became the subject of a special feature story news release put out by the U.S. Department of Labor on June 12, 1967. The concept was also carried to other States. As it spread to other geographical areas, it took on additional objectives as well as new innovations. The following

sections of this report describe these as they were promulgated by the U.S. Employment Service during the years since Congressman Dawson's "Outreach" proposals were first tried by them in the Chicago, Ill., area.

Outreach in the Youth Opportunity Centers (YOC's)

Youth Opportunity Centers (YOC's) were set up in early 1965 as part of the Federal-State Employment Service system to assist large numbers of youth who were not adequately being reached by the local employment service offices. Once these young people were reached, the basic aim of the YOC's was to increase their employability through counseling and other related services and to help them get jobs. Young people were also referred to vocational training or to the then new Manpower Development Training Act (MDTA), Job Corps, and Neighborhood Youth Corps (NYC) programs.

While the YOC's were to serve all youth, 16 to 21 years of age, and were therefore located near, but not in, the ghetto areas, their major emphasis was to be on the disadvantaged youths. Consequently, outreach to the disadvantaged was an important element in their programs. It was felt that the underprivileged youth were often too suspicious of authority or too discouraged and apathetic to come to the centers on their own initiative. Therefore, specially trained youth advisers and community workers, who were indigenous to the slum areas, went out into these areas to find the young people who needed help. They were to talk to these youths in their own language, explain the new programs available to them, and clear away their suspicions and hostility.

Over 300,000 new young applicants were served by YOC's from February through October 1965. Counseling service was given to 88,000, and 73,000 were placed in jobs. In addition, close to 30,000 youths were referred to Neighborhood Youth Corps projects, over 3,000 to the Job Corps, and over 7,000 to MDTA training. A total of 32,000 youths were brought into the YOC's through outreach during 1965.

Outreach in the U.S. Employment Service's human resources development concept

Begun on a demonstration basis in Chicago in the latter part of 1965 and adopted as a basic part of the U.S. Employment Service operations in August 1966, the human resources development (HRD) concept was to be addressed to the most critical manpower problem—that of hard-core unemployment and underemployment in urban slums. The implementation of the HRD concept was to bring together all Employment Service efforts to serve individuals in the various groups who had difficulty in obtaining suitable employment; i.e., youth, older workers, handicapped, members of minority groups, hard-core unemployed, and the urban poor.

The HRD concept recognized that active efforts to seek out the disadvantaged had to be made. The background of alienation and discouragement characteristic of slum residents often meant that those who needed help the most would not seek it, even if they knew of its availability.

The concept therefore started with an effort to identify and reach out to those most in need of employment services through new avenues including the use of community workers, staff in smaller neighborhood centers, and mobile units.

A second basic premise of the HRD concept was the belief that people who were disadvantaged needed special kinds of services to help them prepare for and adjust to the modern world of work. These services included special counseling and testing, instruction on the requirements of a regular work situation, referral to occupational training, and continuing contact with the worker after he was employed to help him adjust to his new work environment.

The demonstration or prototype project was a pilot "intensive service" program in three slum neighborhoods of Chicago under the sponsorship of the mayor's committee on manpower. City, State, and Federal agencies joined forces with representatives of business and minority groups and community agencies in carrying out this program. The approach was first to conduct a door-to-door, person-to-person survey of employment needs in the target areas and then to follow through with a "two-pronged" effort—

To work with employers to increase employment opportunities for the disadvantaged, and

To help disadvantaged individuals prepare and qualify for these jobs.

Experimental programs of the same nature—featuring an intensive door-to-door outreach approach and testing a variety of techniques for meeting the problems of those interviewed—were undertaken in St. Louis, Houston, Rochester, N. Y., and, in a modified form, in the Watts and south-central Los Angeles areas. All projects confirmed the need for and response to such outreach and the accompanying need for more training and job opportunities for the hard-core unemployed.

On August 24, 1966, the U.S. Employment Service issued a program letter to all State employment security agencies entitled "Guidelines for the Development of Plans of Action to Implement a Human Resources Development Program for the Disadvantaged." The letter proposed that priority be given to implementing the HRD program in each of the 139 metropolitan areas in which YOC's were then operating or were contemplated. The guidelines contained in the letter were given to State employment security agencies for use in developing a plan of action for each of these 139 areas. At the same time, it was recognized that the State plan of action must also include provision for outreach, selection and referral services to disadvantaged adults in other parts of the State insofar as MDTA trainees were concerned.

The letter stated that the guidelines contained therein reflected many of the findings which resulted from the demonstration programs in Chicago, Houston, Los Angeles, St. Louis, and Rochester, New York.

Instead of further fragmenting and specializing services to disadvantaged and hard-core adults, as distinguished from youth, the letter proposed to develop comprehensive HRD programs which

concentrated on the basic concept of improving the employability of disadvantaged persons regardless of age or other special characteristics.

The program outlined in the letter consisted of four major functions: (1) outreach, (2) improving employability, (3) developing job opportunities and placement services, and (4) providing job market information.

To provide operating bases for the new HRD program, the YOC's expanded their functions to provide service to the disadvantaged in all age groups. In addition, the facilities and services of on-going organizations in slum neighborhoods—including community action agencies' centers, employment service offices, and settlement houses—were widely utilized.

It was felt that in slum areas, people from the same neighborhood and culture could, with far greater acceptance and effectiveness than strangers, go from house to house and win response from the men and women who were often mistrustful and hostile to public agency programs. Consequently, the outreach staff in the HRD program were, as far as was possible, neighborhood residents who had received special training.

At the HRD centers, special counseling staff worked individually with persons encouraged to come in by the Outreach staff and planned how to remove the obstacles to their employment. If personal difficulties such as living conditions, family or child-care problems, legal and credit questions, and problems of clothing or tools or transportation hampered employability, or if problems of physical or mental health stood in the way, the welfare and health services of the community were called upon under cooperative arrangements.

The plan for each individual might include, in any needed combination, basic education, other pre-training preparation, work-experience programs, and institutional, on-the-job, or apprenticeship training. For youth the plan might also involve referral to the Neighborhood Youth Corps or Job Corps.

Outreach in the human resources employability development model

In 1968, the U.S. Employment Service promulgated the human resources employability development model to present procedural and staffing guidelines to assist State and local offices in moving from an HRD framework to a fully functioning program in line with the needs of the disadvantaged clients. The HRD concept has spelled out the role of the Employment Service as the provider of intensive employability services for the disadvantaged. The Work Incentive Program (WIN), Job Opportunities in the Business Sector (JOBS), Concentrated Employment Program (CEP), and other similar programs had given the Employment Service an opportunity to apply the HRD concept at the local level. However, it was felt that to make the HRD programs effective, all the Employment Service components needed to be brought into harmony with the HRD concept.

The intent of the Employability Development Model was to present a broad description of a model that could (1) encompass numerous programs based upon the HRD concept, and (2) provide a wide range of counseling, support, training, and job development. The model was to cover a full range of services, including outreach, en-

rollment, assessment, orientation, employability development and tryout training, job development, placement, job coaching, and followup.

The model also introduced the concept of the employability development team consisting of both professionals and preprofessionals. Each client was to progress through the employability development programs with the assistance of an employability development team. The team was to begin with the client at his level of need and proceed with him at his own pace of development.

The number of staff needed for a team and the division of work among the staff depended on the size of the caseload, the complexity of client problems, and a number of other variables. It was suggested that one team, assigned the maximum number of 200 clients, could consist of five employment service staff members, a counselor, a manpower or job development specialist, a work and training specialist, a coach, and a clerk-stenographer, and additional aides working with each team through WIN or other programs. In small offices, a team could consist only of a job developer and a counselor along with appropriate community resources and aides.

Outreach was the first step in the employability program and the methods of outreach included the following:

> Through personal contact, primarily through trained indigenous workers in the homes, hangouts, and streets of the poverty area, prospective clients were to be referred to the HRD unit for possible enrollment in the program.
>
> The outreach worker will contact and identify the client and motivate him to pursue further information and exploration of the HRD program.
>
> The outreach worker may encourage the client to report back to him if the initial referral contact result was puzzling or unsatisfactory. The outreach worker serves as client advocate, maintaining a limited followup relationship in such instances. He also serves to call attention to weaknesses in the HRD operation.

Aides were to be a primary resource in outreach, enrollment, and orientation and were to serve as indigenous advisors to groups of enrollees. They were also to assist team staff in groups sessions, transportation problems, clerical data gathering, compilation, etc.

The employment service as a comprehensive manpower agency

In June 1969, the U.S. Employment Service issued a document entitled "The Employment Service as a Comprehensive Manpower Agency" which broadly defined substantive changes that were felt to be required in the Employment Service organization, systems design, and operating methods and techniques. This represented a conceptual approach to the redesign of the Employment Service as a Comprehensive Manpower Delivery System. The concept was qualified by a statement that much developmental work remained to be done in testing and validating the conceptual design.

The Employment Service believed that to achieve the desired redirection of the Employment Service, the HRD concept in its broadest sense must permeate all functions and activities. Consequently, all planning, management action, and operations must be compatible

with and directly or indirectly supporting the accomplishment of this goal. While this was envisioned when the HRD concept was introduced, field visits and past evaluations of HRD effectiveness by the Employment Service indicated that field implementation had not achieved the desired redirection and the concentration of effort to fulfill the Employment Service's mission of more adequately serving the disadvantaged.

The stated purpose of this document was to present a new local office system for the delivery of manpower services—providing for new functional groupings and functional relationships—which could eventually serve as the model for the complete restructuring of all local offices to enable them to serve as comprehensive manpower agencies. The significant feature of this change was the fact that services to "mainstream" applicants were to be streamlined so as to free staff to provide more intensive services to less competitive and less qualified applicants.

Under the comprehensive manpower system, the Employment Service local offices will provide three levels of service to applicants varying in intensity according to their needs:

(1) *Self-directed job information level*—self service use by job-ready applicants of a computerized or other type job bank listing of job openings and other information about job opportunities.

(2) *Employability exploration level*—job finding assistance and instruction, job development, and job market information for applicants who are unsure of their degree of job-readiness.

(3) *Intensive employability development level*—a controlled case-load, team approach to provide the hard-core and disadvantaged with the full range of intensified manpower services.

The U.S. Employment Service is currently testing this new system in six cities: Syracuse, Memphis, Phoenix, San Antonio, Wichita, and Pittsburgh. In addition to these six cities, Greenleigh Associates, Inc., under contract, is presently setting up prototype systems in four cities and one rural area. The cities selected for this study are Hartford, Baltimore, Milwaukee, and Tacoma. The rural area selected was the Euphrata-Moses Lake area in the State of Washington.

After the restructuring has been completed and the offices have functioned for a period of time in the 10 model cities and the rural area, the employment service plans to evaluate the results of the models and will then decide whether to further implement the system throughout the country.

As of October 1, 1970, an interim report on these model systems is to be submitted to the Secretary of Labor on March 15, 1971, and a final report is due to be submitted on June 15, 1971.

Outreach and recruitment activities under this new system are directed only toward disadvantaged persons. Accordingly, outstationing of employment service staff at locations such as colleges, union halls, employer establishments, and schools, primarily for the purpose of recruiting and placing job-ready applicants, is to be eliminated. The outreach techniques to be utilized in the new delivery system are the same as described under the HRD Employability Development Model.

CONCLUSION

Thus, like a pebble dropped in the center of quiet water, the ripples of Congressman Dawson's work in behalf of minorities of the disadvantaged people of America continues to be extended in ever-widening circles. This, above all, is characteristic of the man, for in his quiet way he worked to achieve the goals he sought.

"Be smart," he would admonish a friend enraged by frustration. "Don't get mad, get smart! Think out your problem. You may find there are many possible ways to solve it!"

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