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ABSTRACT

On July 31, 1978, the U.S. Senate Committee on Human Resources held a hearing in Perth Amboy, New Jersey, on the problem of youth unemployment. In particular, the effectiveness of the CETA (Comprehensive Employment and Training Act) and YEDPA (Youth Employment and Demonstration Projects Act) programs concerned the Committee. Following an opening statement by Senator Harrison Williams, testimony and prepared statements were given by public officials of Perth Amboy and Middlesex County as well as by school officials, representatives of various community agencies, and CETA trainees. The majority of witnesses felt that CETA had achieved limited success in targeting services and jobs to those in need. The Puerto Rican Association of Human Development presented testimony and documentation on the failure of CETA to help Hispanics gain employment. It was recommended that CETA develop more sophisticated evaluation procedures, that local agencies have more input in funding distribution, bilingual programs be instituted, and CETA and the school districts increase their cooperative efforts. David H. Tyrrell of Middlesex County College testified on the relationship between CETA and colleges, stressing the need for ongoing commitment on the part of the government and the schools. He also emphasized the importance of bilingual education. (Also included are materials submitted by parties not present and an entry in the Congressional Record by Senator Williams summarizing the hearing.) (FLG)

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YOUTH UNEMPLOYMENT, 1978

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HEARING

BEFORE THE

COMMITTEE ON HUMAN RESOURCES

UNITED STATES SENATE

NINETY-FIFTH CONGRESS

SECOND SESSION

ON

EXAMINATION OF THE PROBLEMS FACING YOUTHS IN THE
JOB MARKET

JULY 31, 1978

PERTH AMBOY, N.J.

CE 020 721



U.S. DEPARTMENT OF HEALTH,
EDUCATION & WELFARE
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CONTENTS

CHRONOLOGICAL LIST OF WITNESSES

JULY 31, 1978

PERTH AMBOY, N.J.

| | |
|---|-----------|
| Molyneux, Thomas J., director, Middlesex County Board of Chosen Freeholders | Page 3 |
| Epps, C. Roy, president, Urban League of Greater New Brunswick, accompanied by Carol Grant, executive director, Middlesex County Economic Opportunity Corp.; Geraldine Harvey, executive director, Central New Jersey Opportunities Industrialization Centers; Israel Gonzalez, director, Puerto Rican Office of Human Development; and Abraham Espada, chairman, Puerto Rican Association for Human Development, a panel | 6 |
| Otlowski, Hon. George, mayor, Perth Amboy, N.J. | 62 |
| Boyle, Charles A., chairman, Middlesex County Career Education Coordinating Council, superintendent of schools, Edison, N.J., accompanied by David H. Tyrrell, dean of the Division of Engineering Technology, Middlesex County College, a panel | 65 |
| Fox, Gil, CETA Summer Program, Old Bridge, N.J., accompanied by Cathy Jasmin, CETA trainee, New Brunswick; George Cruz, YCCIP project, New Brunswick; Deborah Oglesby, CETA trainee, New Brunswick; Charlene Sims, member, youth advisory council; and Zoromae Glenn, CETA trainee, Somerville, a panel | 88 |

STATEMENTS

| | |
|---|----|
| Boyle, Charles A., chairman, Middlesex County Career Education Coordinating Council, superintendent of schools, Edison, N.J., accompanied by David H. Tyrrell, dean of the Division of Engineering Technology, Middlesex County College, a panel | 65 |
| Prepared statements | 88 |
| Casady, John, mayor, Woodbridge, N.J., prepared statement | 97 |
| Central New Jersey Opportunities Industrialization Centers, Geraldine Harvey, executive director, prepared statement | 28 |
| Epps, C. Roy, president, Urban League of Greater New Brunswick, accompanied by Carol Grant, executive director, Middlesex County Economic Opportunity Corp.; Geraldine Harvey, executive director, Central New Jersey Opportunities Industrialization Centers; Israel Gonzalez, director, Puerto Rican Office of Human Development; and Abraham Espada, chairman, Puerto Rican Association for Human Development, a panel | 9 |
| Fox, Gil, CETA Summer Program, Old Bridge, N.J., accompanied by Cathy Jasmin, CETA trainee, New Brunswick; George Cruz, YCCIP project, New Brunswick; Deborah Oglesby, CETA trainee, New Brunswick; Charlene Sims, member, Youth Advisory Council; and Zoromae Glenn, CETA trainee, Somerville, a panel | 88 |
| Middlesex County College, Edison, N.J., David H. Tyrrell, dean, division of engineering technology, prepared statement | 76 |
| Middlesex County Coordinating Council for Career Education, New Brunswick, N.J., Charles A. Boyle, chairman, prepared statement | 68 |
| Middlesex County Economic Opportunities Corp., Carol Grant, executive director, prepared statement | 15 |
| Molyneux, Thomas J., director, Middlesex County Board of Chosen Freeholders | 3 |
| Otlowski, Hon. George, mayor, Perth Amboy, N.J. | 62 |

(iii)

| | |
|---|-------------|
| Perth Amboy Board of Education, Robert S. Blank , job placement coordinator, CETA youth programs, Perth Amboy Public Schools, Perth Amboy, N.J., prepared statement..... | Page 103 |
| Puerto Rican Association for Human Development, Abraham Espada, chairman, prepared statement..... | 32 |

ADDITIONAL INFORMATION

| | |
|--|-----|
| Articles, publications, etc. | |
| "Exemplary Youth Employment Programs" by Senator Harrison A. Williams, Jr. from the Congressional Record, August 8, 1978..... | 106 |
| "Hispanics in New Jersey: Prime Target for CETA," by the Puerto Rican Congress of New Jersey..... | 41 |
| Communications to | |
| Williams, Hon. Harrison A., Jr., a U.S. Senator from the State of New Jersey, from Zoromae Glenn, CETA trainee, Central New Jersey Opportunities Industrialization Center, New Brunswick, N.J., July 28, 1978..... | 99 |

YOUTH UNEMPLOYMENT, 1978

MONDAY, JULY 31, 1978

U.S. SENATE,
COMMITTEE ON HUMAN RESOURCES,
Perth Amboy, N.J.

The committee met, pursuant to notice, at 9:30 a.m., in the city council chamber, city hall, Perth Amboy, N.J., Senator Harrison A. Williams, Jr. (chairman), presiding.
Present: Senator Williams.

OPENING STATEMENT OF SENATOR WILLIAMS

The CHAIRMAN. We have brought our Senate committee to Perth Amboy for many reasons. I'd like to read part of a statement. Then we have Tom Molyneux ready to open our hearing.

The committee meets in Perth Amboy today to explore, at the local level, one of the most persistent, intractable barriers to full employment and sound economic and social growth as a nation.

Youth unemployment, joblessness among the young people of the Nation, has presented us with serious social and economic consequences.

But more important, in my view, are the personal consequences for young Americans—in terms of opportunities lost, human potential wasted, and the prospect of living in deprivation and discouragement for all of their years.

The scope of youth unemployment is a continuing national scandal.

Despite improvement in recent months in overall youth unemployment, joblessness among teenagers was 14.2 percent in June—nearly 2½ times the rate of the labor force as a whole.

Among minority teenagers, unemployment in June was a tragic 37.1 percent, and it ranged up to more than 50 percent among minority young women and residents of both sexes in poverty neighborhoods.

The progress that has been made over the past year is largely attributable to new and expanded Federal programs.

We have mounted the broadest and most significant national offensive against youth unemployment in 45 years.

New programs were enacted last year in the Youth Employment and Demonstration Projects Act, and youth services under the Comprehensive Employment and Training Act were greatly expanded.

As a result, more than two and one-third million young people have received employment and training opportunities under Federal programs in the first 6 months of this year. This figure is more than four times the number served under Federal programs that were operating before CETA was enacted in 1974.

(1)

Our focus today will be mainly upon the newly authorized youth employment and training programs that were enacted last year and funded by Congress with an initial appropriation of \$1 billion.

The programs have been through the initial start-up phases, but implementation is not complete. They are expected to achieve only 70 percent of their full operational potential by the end of the current fiscal year on September 30, 1978.

Authorization for funding the new programs, as well as the entire CETA program, expires this year. Legislation to extend the program will come before the Senate during August, and these hearings will provide the committee with the opportunity for a timely evaluation of their impact and value.

The committee's interest is in exploring the major policy questions and the degree to which the CETA programs—including the new youth programs under YEDPA—are operating at the local level to provide the answers.

Effective programs require that we understand the experiences of youth in the workplace and their expectations and aspirations for the future.

We must insure that limited resources are appropriately targeted on youth who are most in need and on areas where unemployment is most severe.

We have to insure that educational programs, job-skill development, and job placement agencies are fully coordinated so that acquisition of basic and special skills can be converted to satisfying and productive careers.

Today, we will explore the working relationship between the education system and the Federal employment and training programs, as well as whether these programs are funneling youth into careers with the greatest future opportunities and potential; whether placement goals place the incentives on moving youth through their training too rapidly, before they reach optimum skill levels; and what difficulties might be expected in shifting the emphasis of the programs away from simple work experience and toward more formal and structured training.

The experience of the distinguished and able witnesses to be heard by the committee will provide us a solid basis for exploring these and other questions. I welcome them and thank them for their willingness to assist the committee.

It is vital that we get the story from a community that is classically important, because we have such a large percentage and have had such a large percentage, of unemployed young people. New Jersey's experience will be very, very critical to the Senate's consideration when we take up CETA and the other programs within a very few days.

It is with the greatest pleasure that I now begin with the director of the Middlesex County Board of Chosen Freeholders, Tom Molyneux. Middlesex County is the key to the delivery of the programs in the community through the prime sponsor organization that we have created under the Comprehensive Employment and Training Act, CETA.

So, Tom, I'm always glad to be with you, whether it's at picnics, at rallies, or during the day in the hard work of making government deliver to the people the services they need.



**STATEMENT OF THOMAS J. MOLYNEUX, DIRECTOR, MIDDLESEX
COUNTY BOARD OF CHOSEN FREEHOLDERS**

Mr. MOLYNEUX. Thank you very much, Senator.

On behalf of the board of freeholders of the County of Middlesex, we welcome you and your staff into our fine county. And I know that Mayor Otlowski later on will welcome you to this very, very fine, progressive city of Perth Amboy.

During the past decade interest has begun to stir in the labor market experiences of younger persons have been elevated to the level of a social problem. The name of this social problem is unemployment.

Teenagers have always been more susceptible to unemployment than adults. During the 1960's, however, the already-high teenage unemployment rate began to rise relative to that of the other age groups.

This deterioration was particularly marked among blacks. The unemployment rate for black teenagers, particularly girls, rose to an almost unbelievably high level. Even in 1966 and 1967, when economic slack had been largely eliminated and labor markets were quite tight, teenage unemployment remained above the level of earlier prosperity periods.

In 1967, persons aged 16 to 19 accounted for 8.5 percent of the labor force; but for 28 percent of the unemployment.

In a society increasingly concerned with target unemployment rates and with the trade-offs between unemployment and price level change, it has become important to know why young workers account for such a high proportion of total joblessness.

In a society increasingly concerned with eliminating poverty, it has become important to know the impact of early labor market experience on current family income and on the development of adult skills and work attitudes.

There are three questions of primary concern:

Why is unemployment so high among younger workers, even under the best of circumstances?

Why has it risen so sharply during the past decade?

How efficiently does the labor market function in transforming novices into productive and flexible adult labor?

The first question is the most readily answered. The normally high level of teenage unemployment is due primarily to the fact that so many teenagers are labor market entrants or re-entrants, rather than to their deficiency or instability as employees. Teenage job hunters do not appear to experience greater difficulties in finding employment than do adult job hunters.

Unemployment is higher among teenagers than among adults because the proportion of job hunters is also higher. The adverse labor market experience of any specific cohort of teenagers is not thus predictive of subsequent difficulty in adult life.

Rather, within a decade or less, the high unemployment rates of the teenage years are replaced by exceedingly low unemployment rates, reflected through school departure, the acquisition of a full-time job, and maturation.

To emphasize that frequent labor market entry or re-entry is the major explanation for high teenage unemployment is not to rule out

the possibility that low levels of motivation, insistence on unrealistically high wages, or the inadequacy of current labor market institutions may also play a contributory role.

A number of different explanations have been advanced for the rise in teenage unemployment.

Some have suggested that underlying structural changes have permanently reduced the unemployability of younger workers: For instance, that successive increases in the minimum wage and the expansion of its coverage have resulted in a sizable number of teenagers being unable to find jobs because their productivity does not warrant payment of the legal minimum; or that advancing technology is reducing employment opportunities for workers with minimal education or experience; or that traditional "entry jobs" are being eliminated and the creation of new "entry activities" inhibited; as a result, less-educated youths are being condemned to long sieges of unemployment.

Indications are that the teenage labor market is highly, though not perfectly flexible and is closely interrelated with the adult labor market. Further, there is no evidence that the employability of teenagers has been impaired by increased minimum wages or by technical changes.

On the basis of all the available evidence, higher teenage unemployment must be attributed to substantial increases in the supply of teenage labor, and to the very important changes in its quality.

Between 1953 and 1957, the population aged 16 to 19 increased by 700,000, or 8 percent; between 1957 and 1960, by 1.4 million, or 15 percent; between 1960 and 1964, by 2 million, or 19 percent; and between 1964 and 1966, by 1.4 million, or 11 percent, with the increase slackening greatly in 1967.

In 1953, 16 to 19 year olds accounted for 7.7 percent of the working age population. By 1967, this percentage had risen to 10.5 percent. These additional teenagers were all school attenders, available only for part-time or part-year jobs.

Youths who in earlier periods would have entered the labor market on a full-time basis in their midteens, are now likely to enter and re-enter several times during their school careers, each time running the risk of exposure to unemployment.

Although the teenage population will continue to expand, its peak rate of growth seemingly has passed. In 1967, persons aged 16 to 19 accounted for 10.5 percent of the noninstitutional population. In 1970, they accounted for 10.6 percent; in 1975, for 10.7 percent; and in 1980, projected for 10.1 percent.

Between 1958 and 1967, there was a significant substitution of teenage for adult labor, as the teenage share of total employment rose from 5.7 to 7.6 percent. Such substitution will not necessarily be in the future, if we are to maintain the current teenage unemployment and labor force participation ratios.

It is only necessary that employment opportunities grow as rapidly for teenagers as for adults. The creation of the Youth Employment and Demonstration Projects Act must be considered a vehicle by which youth can be afforded realistic experiences in the world of work, as well as a better awareness of the linkage between education and employment.

Although job competition from the growing number of persons in their early twenties or increased labor force participation by women may cause problems, the stabilization of the teenage/adult population ratio offers substantial hope for reduction in teenage unemployment.

The third major question deals with efficiency of the labor market in transforming novices into productive and flexible adult labor.

One of the major criteria for evaluating the initial labor market experiences of teenagers should be the impact of these questions on subsequent adult performance.

The Youth Employment and Demonstration Projects Act of 1977 will give us the opportunity to evaluate Middlesex County youth labor market experiences.

Through the youth community conservation and improvement projects, \$331,000 was allocated to the prime sponsors; and, in turn, was contracted to community-based organizations.

The youth employment and training program allocation was \$7.25 million. These moneys were also contracted out to local educational agencies.

Unfortunately, too few dollars have been allocated to have any significant impact on youth unemployment.

I'll give you some statistics now, Senator, and members of our staff:

Middlesex County youth employment data: In the 16-to-19-year-old age group, the labor force was 28,000; the employment was 21,300; unemployment, 6,800; and that accounts for a total unemployment rate for the age group of 16 to 19 of 24.2 percent.

In the 20-to-21-year-old bracket, the labor force is 17,100; the employment was 14,100; unemployment was 3,000; and the unemployment rate, 17.5 percent.

The source of this is the 1976 statewide estimate of youth employment. This was constructed using 1976 national annual average data found in employment earnings.

Ratios were established by finding the relationship of each age group and racial characteristic to the total group of employed and unemployed in the U.S. labor force. These ratios were then applied to 1976 New Jersey labor force estimates.

County youth unemployment was found by finding the share of county employment and unemployment to New Jersey's total employment and unemployment during 1976. These ratios were then applied to the State totals of unemployed youth 16 to 19 and 20 to 21.

The youth unemployment data for the five prime sponsor cities was obtained by using the 1970 census share percentages of the cities' unemployment and employment to their respective county's total.

Based on the above, if I, as the chief elected official of Middlesex County, were to give each unemployed youth in Middlesex County their "fair share" of the allocation-- which I referred to before--they would receive \$164.50.

The rest of my discussion here, Senator, consists of statistics. I'll just read the last one. A copy of my remarks are on file here.

In the youth participation levels in Middlesex County from October 1, 1977 to June 30, 1978: In title I we had 778; in title II and

these are the unemployed youths—in title II we had 190; in the SPEDY program, which we think is very, very important—we're going through that now—we had 2,339 as of July 21, 1978.

In title III, YCCIP's, 68; title III, YETP, 529; in title VI, 152; and in title VI projects, 588.)

Other statistics are in this presentation, Senator. Your staff has them.

This would conclude my presentation, and if there are any questions that I can't answer, we'll take them down and we'll get the answers to you.

The CHAIRMAN. Thank you very much, Director Molyneux.

I have lots of questions, of course, but we have a limited amount of time.

I wonder if the present programs respond to the needs of unemployed young people—we can help understand the dimension of response by the number of young people who want to be in one of the programs.

Mr. MOLYNEUX. Exactly.

The CHAIRMAN. And we don't have resources to bring them into the program.

Is there any statistic on that?

Mr. MOLYNEUX. I don't have them. I would say definitely, yes.

In the summer program, I think we were cut back somewhat from last year, and it was 2,339 I think I said, in the SPEDY program.

The CHAIRMAN. That's the summer employment program for young people?

Mr. MOLYNEUX. From low-income families.

I would think that, as a total—as of July 21, 1978, there were 2,339—and I would think that if we had the resources or the money, we could have easily doubled that.

They are youngsters from the disadvantaged families, and if there weren't programs such as this it would be literally impossible to find a job, because of two things: It gives them some money, either to help themselves, to buy clothes, to buy shoes—and also is some help to their family.

But, more important than that, perhaps more important than that, it keeps them occupied. And if you keep a youngster occupied for the entire summer, there's less of a chance of a problem of going with bad company. And it's good, all around, keeping the youngster occupied.

In fact, we have many calls from families—and not necessarily disadvantaged families—to try to find their youngsters a summer job to keep them occupied; and they weren't interested in the salary. They said "put them on in the parks, put them on here and put them on there. We're not interested in the salary. We're interested in keeping our kids occupied for the summer until he goes back to school, until he goes back to college."

The CHAIRMAN. Now those, the latter you described, are not qualified to be participants in the program.

Mr. MOLYNEUX. Oh, no. Oh, no, exactly right, exactly.

This SPEDY program, as you know, takes youngsters I guess from 14 up to 17 and 18 years old.

The CHAIRMAN. Now, the county is the prime sponsor. What is your organizational distribution for sharing that responsibility? You've got a county of many municipalities, a large population. What do you do, choose cities to be your agents, or—

Mr. MOLYNEUX. There are two which run their own programs, although the town sponsor is definitely responsible for their actions.

The township of Woodbridge runs their own program; and I believe that they get approximately this year about \$4 million.

Edison runs their own program, although the prime sponsor, the chief executive officer, is definitely responsible for them.

The other towns get allocations distributed down through the county CETA office.

The CHAIRMAN. Yes.

Mr. MOLYNEUX. And there are a lot of rules and regulations, as you know, Senator, depending on the unemployment rate in the town, and so on; that would be a big factor on how much or how many people that particular town gets.

It's all done through our CETA staff.

The CHAIRMAN. Yes.

Mr. MOLYNEUX. In my opinion, we have an Executive Director who is doing a real marvelous job for the county of Middlesex, with a staff equally as competent as he is.

And I've said many times I think Mr. Reagin Brown has, if not the toughest, one of the toughest jobs in the county, because you're always under the gun with the DOL. They want reports in as of yesterday, and at times they work continually around the clock to get these reports to DOL.

I am satisfied with the CETA program in Middlesex County. I think we get approximately \$35 million this coming year, and I think there's going to be a rally, some sort of rally, in Washington on Wednesday, I believe.

I got a telegram, a mailgram, from Mr. Bernard Hillenbrand, who is the Executive Director of National Association of Counties and I think this is coming up before the Senate on Wednesday or Thursday of this week.

The CHAIRMAN. In the House, I believe.

Mr. MOLYNEUX. In the House?

The CHAIRMAN. Yes.

These rallies are helpful to dramatize any matter before us, and we like to see them there.

Mr. MOLYNEUX. Yes.

The CHAIRMAN. In recent years, the emphasis of CETA has been primarily on jobs. In the legislation that's being considered this year the training aspect is getting a greater degree of attention, and that will probably mean some administrative adjustment.

Have you thought through, and has your Director thought through, a new approach with more emphasis on training?

Mr. MOLYNEUX. Yes. We in the past several years tried to put as much emphasis on training as possible. We think that's very important—on-the-job training and training for jobs.

CETA came into being, I think, at a very, very opportune time throughout this country, when the unemployment rate was so high—and it was needed, it was definitely needed.

Then when you get to job training, or on-the-job training, and someone goes through the 6 or 8 or 12 weeks of training for a particular job, in the past couple of years—because of the economy and everybody being so slow—it was rather difficult to find them a job on the outside.

I think it's picking up now. The economy's picking up. I think job training is very, very important.

The CHAIRMAN. Well, you know, Middlesex County abounds in economic growth, and we always know that you're still a target, a very good target, for increasing economic activity.

Mr. MOLYNEUX. Right.

The CHAIRMAN. I wonder if the true opportunities, cannot be coordinated with the training programs; that's where the jobs will be.

Mr. MOLYNEUX. This is right.

The CHAIRMAN. Is this in the thinking?

Mr. MOLYNEUX. Yes; it is.

We on the board of freeholders have been using the building used to be the office of industrial commission, and a new office of industrial and economic development. It's a very, very good building.

And we've said many times that we're going out to attract any going to show very shortly to attracting not only new business to come into the county, and industry to come into county but also encouraging the industry that is here to expand and stay.

The CHAIRMAN. The youth employment and training program under the new Youth Act include a provision that 22 percent of prime sponsor funds be earmarked for expenditure only under agreement with local education agencies, that's the local elementary secondary school.

Mr. MOLYNEUX. The local education, yes.

The CHAIRMAN. What kinds of services and other things are being afforded under these agreements?

Mr. MOLYNEUX. I don't know if it's training with the local education. I think we have some members of the local education here.

The CHAIRMAN. Yes.

Mr. MOLYNEUX. We have entered into an agreement with the Middlesex County College for training. And when we entered into the contract for training, as part of the contract the people and the organization that we entered into the contract with would guarantee to find 80 percent of positions for the youngsters that they train.

The CHAIRMAN. We do have a panel of education and training organizations.

Mr. MOLYNEUX. Yes.

The CHAIRMAN. Are there any other organizations?

Mr. MOLYNEUX. I don't know.

The CHAIRMAN. Are there any other organizations that are doing a new program of training for the young people that are in the business and more locally would be a good complement.

Mr. MOLYNEUX. I don't know.

The CHAIRMAN. Are there any other organizations?

Mr. MOLYNEUX. I don't know.

Mr. MOLYNEUX: I personally would. I think that's very important. The CHAIRMAN: And what is the generalized—if you could generalize—private sector attitude toward and reception of these programs directed at the chronically unemployed?

Mr. MOLYNEUX: In the private sector we do have some programs in CETA with the private sector, and the salaries of the individuals are subsidized somewhat by CETA money.

And out in industry I think, if working in the plant, working on the lathe, working in car repair shops, working on automotive problems, and so on—I think these are highly skilled trades, and after the training program is over that particular company would in most cases employ that individual, or that individual could be able to find employment in that particular trade a heck of a lot easier than if he did go through that training.

I think trying to get into and interacting with the private sector is very important, and I'm pleased to hear that there's more emphasis that

The CHAIRMAN: Excellent. Thank you very much.

Mr. MOLYNEUX: Thank you very much, sir.

The CHAIRMAN: Now we have also seen the good work being done by making community based organizations full partners in this. You

Therefore, we're pleased to have a panel from this area of life community based organizations. Mr. Roy Epps, the president of the Urban League of Greater New Brunswick, Carol Grant, executive director of Middlesex County Economic Opportunity Corp., Geraldine Harvey, executive director Central New Jersey Opportunities Industrialization Centers, the OIC's, and Israel Gonzalez, director of the Puerto Rican Association for Human Development. All are present and Abraham Espada, chairman of PRAHD, is with Mr. Gonzalez.

Are all present? [No response] None are present.

That's not quite fair to the chairman of this organization, is it? That kind of a heartbeat.

Alright. Now are you going to get on with it?

Mr. Epps: I'll do it.

The CHAIRMAN: Fine.

STATEMENT OF CAROL GRANT, EXECUTIVE DIRECTOR GREATER NEW BRUNSWICK ECONOMIC OPPORTUNITY CORP., GERALDINE HARVLY, EXECUTIVE DIRECTOR CENTRAL NEW JERSEY OPPORTUNITIES INDUSTRIALIZATION CENTERS, ISRAEL GONZALEZ, DIRECTOR PUERTO RICAN OFFICE OF HUMAN DEVELOPMENT, AND ABRAHAM ESPADA, CHAIRMAN PUERTO RICAN ASSOCIATION FOR HUMAN DEVELOPMENT A PANEL

Mr. Epps: I'll do it. The CHAIRMAN: Fine. STATEMENT OF CAROL GRANT, EXECUTIVE DIRECTOR GREATER NEW BRUNSWICK ECONOMIC OPPORTUNITY CORP., GERALDINE HARVLY, EXECUTIVE DIRECTOR CENTRAL NEW JERSEY OPPORTUNITIES INDUSTRIALIZATION CENTERS, ISRAEL GONZALEZ, DIRECTOR PUERTO RICAN OFFICE OF HUMAN DEVELOPMENT, AND ABRAHAM ESPADA, CHAIRMAN PUERTO RICAN ASSOCIATION FOR HUMAN DEVELOPMENT A PANEL

I address you today as the chief executive of the Urban League, although my perspective of the youth employment problem goes beyond that position.

I currently serve also as president of the board of education for the City of New Brunswick, vice chairman of New Brunswick tomorrow, member of the New Brunswick Development Corp. Board of Directors, and a member for the past 4 years of the Middlesex County CETA Advisory Committee.

The Urban League of Greater New Brunswick is currently operating programs under the 1977 Youth Employment Act. We have been actively involved with the Greater New Brunswick youth population for the past 10 years.

During that time, we have conducted traditional summer youth programs under the neighborhood youth corps program; and recently designated SPEDY program of the Middlesex County CETA.

Therefore, I speak to you with 10 years of experience with Federal programs geared to the needs of the youth population.

Traditionally, the summer youth program allowed 8 weeks of employment for the disadvantaged youth population. During this 8 week period, individuals are supposedly exposed to meaningful employment but because of the short-term nature of the program, many of the jobs have been menial and/or make-work position, and has been viewed as a source of money rather than a true employment experience.

With the enactment of the Youth Employment Act, we have seen a sense of real commitment to the youth population of our Nation, which has enabled a number of programs to be developed to allow for the cultivation of potential within our youth population. This is because of the year-around feature of the program.

I am concerned with the fact that those making presentations do not include representatives from the private industrial and commercial sectors. It would seem that the ultimate objective of the program is to move individuals from the publicly subsidized positions into the private profit community.

Until real attempts are made to cultivate and encourage the private sector involvement, we will continue to have spiraling inflation and make work positions.

It is critical that there be involvement of the total community concerning this problem, because the youth employment crisis affects the future of our Nation.

Community based organizations must play an integral part in the recruiting and service delivery systems. It is these organizations which have direct contact with the youth population of our communities.

It is important to remember that the youth of our Nation have been discouraged from participating in the work force by the lack of employment opportunities during the past decade. Therefore it is important that we make a real and I repeat, real attempt to involve them in the main economic stream of our country.

The new CETA legislation, title VII can facilitate involvement of youth through the establishment of private industrial councils. These councils should be viewed as an opportunity for encouraging the private sector's involvement in the youth employment dilemma. Hence, it is essential that

(1) We have involvement of the private sector through incentives to hire the youth of our community;

(2) That private nonprofit organizations that have been actively involved in providing employment services under the titles I, II, and VI programs be funded for similar services under title VII through contractual agreements with prime sponsors and/or the private industrial council; and

(3) That private nonprofit organizations be equitably represented on the private industrial council.

The allowance of time for this testimony has curtailed the exploration of other aspects of the PIA legislation. I am a member of the Urban League of Greater Washington and I am on the subcommittee with additional members on the issue of the high unemployment of our Nation.

Thank you.

The Chairman: Thank you very much, Mr. Evers.

And this is a good suggestion. If you could not give your testimony, or if anybody does, we would welcome any suggestions that you think are important that you couldn't reach because of the limitation of time.

And I'll tell you that the hearing is in the Senate in Washington today and my plane leaves at 11:00. Let me be polite, there will be votes and I have to be there. I have to be back later afternoon.

I would personally prefer to have a day and a half, but it is possible that people would like to inform us of it because of the necessity to be back for important votes, so hard to limit it. The limitation.

Mr. Evers: I understand.

The Chairman: The report is being prepared and I will talk it out with Mr. Evers. Some of the bills I know weren't delivered as rapidly as some of the others. I would want to put you on that special list that would bring it through. Whether that will work or not, I don't know.

I got a card from my daughter from far away. She had an opportunity to visit in Europe this summer, and when she got back I heard all about it and it was good. After she got back and was 1 for 3 weeks, then she had a good coming in. [Laughter]

So that's an international problem. But even here at the little problem.

Now, Carol O'Connell, a member of the committee, has a new opportunity.

Ms. O'Connell: Thank you.

Mr. Chairman: I am very grateful for the opportunity to hear from you on the issue of youth employment.

I must conclude the Subcommittee hearing today. I hope across the country that you will continue to be a force to be reckoned with in the coming months. I am sure that the legislation that you have helped to bring before Congress will be a great help to the youth of our Nation. I am sure that you will continue to be a force to be reckoned with in the coming months.

We were asked to address specific issues within the larger one of youth unemployment, one of the first being: "What do youth expect from work; and, really, to what do they aspire?"

We have found that youth in general wants what everyone else wants. They express as much willingness to take job training if unable to make a living and to work, even if they were to have an adequate income.

They have, moreover, the same high life aspirations, for example, to be self-sufficient, successful, to have a good job with career advancement, potential, to have a nice place to live, a good education, a decent standard of living, and to compete with the best as do all members of society.

Unfortunately, low income and unemployment are a result of being poor, and find that they are not on an equal basis with nonpoor contemporaries in life.

In the case of Federal programs and their ability to help the poor, the need is the greatest, I believe the partially successful.

Taking a look at the example of the inner city, we can see a little bit of mental illness, some of the factors of poverty that include all of the liabilities that poor people are subjected to. Inadequate and unsafe housing, isolation, lack of education, lack of opportunity, lack of income. In addition, all of these from all of the problems inherent in racism, and all the patterns.

I think that the Federal program is supposed to help solve many problems, but address causes and eliminate causes of these problems. The Federal Government has a national responsibility to make the concept of equal opportunity is in fact a reality.

In addition, McEPC, the Metropolitan County Economic Development Corp, is a community action agency, and we've been working for about 12 years.

We are currently working on the development of a youth center, Title III.

A youth center is a place where youth can go to get help.

Two youth centers and a youth center development program.

As a specialized EPC youth program operator, one of our concerns is about the design of programs is to develop programs into which we must put the needs of the community, rather than designing programs which meet the needs of the community.

I would like to see a program that is designed to help the youth in the community to find a way to make a living and to help them, which is the goal.

Another concern is that the program is not effective ones.

There are many ways in which we can help the youth in the community. We need to have a system that is designed to help the youth in the community to find a way to make a living and to help them, which is the goal. We need to have a system that is designed to help the youth in the community to find a way to make a living and to help them, which is the goal.

Federal programs ~~must~~ serve as an equalizer for these Third World youth at a greater level of intensity than that used to address the problems of nonminority disadvantaged youth, and other groups. While this might be termed selective programing, it is necessary to carry out the actual intent of the CETA Act.

What happens as a result of Federal involvement in designing programs which are supposed to meet local needs is that as time goes on the interference is increased through regulation, in an attempt to make programs accountable. I'm not opposed to accountability.

I think that programs should be accountable. Taxpayers' dollars

Under the Federal Director's Mandate to indicate the program's performance achievement rate in terms of 80 percent or more--or when mandates are established at the Federal level--achievement of specific performance ratings, they have not encouraged local prime sponsors, and in turn others, to play the game, or to engage in the practice of "creaming."

"Creaming" is the practice of placing those individual participant slots who are more likely to be able to be placed in the program, participants who have the "shortest distance to the goal." Thus, assuring more successful placements. In all these participants are individuals who might have succeeded without the help of Federal intervention.

Creaming has a tendency to subvert the original intent of the program and shifts service to those segments of society who probably would have succeeded even without any help at all.

Cost-effectiveness and administrative control appear to be the primary concerns, because numbers are easier to determine than quality, which is a more subjective matter. These concerns are usually given more weight in terms of identifying the overall effectiveness of a given program.

Federal regulation tends to reduce the flexibility of local programs to respond to local needs. I favor decentralization and less Federal control if the Federal Government mandates the involvement of a broad spectrum of the community, including community based organizations who traditionally effectively serve disadvantaged populations.

To simply transfer control to a local polity who may or may not have been responsive to the needs of disadvantaged youth, would be perhaps a dangerous thing to do.

Representation of such agencies as community action agencies and neighborhood leagues (NLC's) should be required of all CETA planning bodies.

Representation of Government, the Employment Service, and local education associations have not traditionally been designated successful operators of programs for the poor.

Yet, Federal programing to a much greater extent than in the past has encouraged set aside provisions to insure that the funds are distributed to local government, to the Employment Service, and to local education associations without any real requirement for including CBO's.

Some of the reasons for this are that the Federal Government is making it difficult for local agencies to get the funds, and probably the only way any of us can succeed. As things were, it used to come

pete and to fight one another for limited available resources, nothing can result.

I would like to support the concept and the idea raised by Mr. Epps that community-based organizations be given a seat on any private industrial council, because the private sector certainly is where the real jobs are.

To continue to use CETA funded public and private nonprofit employment placements, except for training or work experience purposes, exclusively, to use only the on-the-job placement approach with private industry and business, to not think of viable alternatives to the use

of the private sector, will be to perpetuate a temporary, artificial situation which the CETA legislation specifically exists to do. Therefore, with the private sector being the most effective and the real vehicle for long term employment for the disabled (80% of demonstrated effectiveness should be utilized to that extent in the area of their expertise. These areas of administration to be determined on a case by case basis but it is clear that the industry with those most in need and their long experience working together makes it essential that they be involved in and be solving these significant segments including as a requirement, I put

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Thank you

[The preparer...]

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July 28, 1978

Testimony prepared by the Middlesex County Economic Opportunities Corporation of New Brunswick, New Jersey for the U.S. Senate Human Resources Committee on the Issue of Youth Unemployment

I am grateful for the opportunity to present testimony on the issue of youth unemployment. I must commend the Human Resources Committee for involving a cross-section of the community in order to obtain public comment and input into legislation designed to address the problem of youth unemployment. I would like to indicate the public hearing approach is a viable mechanism for obtaining public input and heartily endorse continuing use of this approach but would like to encourage expansion so that the Congress may in fact hear from its broader constituency directly, the community itself, on whose behalf we all labor.

We have discussed a number of specific concerns with the larger issue of youth unemployment and in the interest of I would like to begin without further delay.

We have had both informal discussions with youth and reading of contemporary literature that poor people in general, including minorities & females, identify work with self-esteem as strongly as do the non-poor. They express as much willingness to take job training if unable to make a living and to work even if they were to have an adequate income. They have moreover, the same high life aspirations: to be self-sufficient, successful, to have a good job with career advancement potential, to have a nice place to live, a good education, a decent standard of living and to compete with quality for a piece of the pie as do all members of society. Unfortunately, they are at a distinct disadvantage as a result of being poor and find that they are unable to compete on an equal basis with their non-poor contemporaries for those kinds of things we identify as "good things" in life. It is not that poor youth do not want to work. They often want it desperately. When they are repeatedly defeated, they become resigned to "never making it" and decide as we all would place, in similar circumstances that it is no use trying for the impossible. Equal opportunity becomes a myth rather than a reality in this alleged land of "equal opportunity" without effective federal intervention.

It is not difficult to understand why minority unemployment is double that for non-minorities. Many of the reasons for this situation are connected with the general disadvantages facing the poor as a group with the additional burden of racism and discrimination. Some of these reasons include the negative attitudes and malaise caused by such things as inadequate or unsafe housing, ghettoization & isolation, lack of income or opportunity, lack of successful role models since poverty and discrimination have affected all generations before and will continue to do so unless something is done and done now, poor nutrition and bad health, inadequate, inaccessible or unaffordable health care, deficient or uncaring educational systems, and inequitable criminal justice systems which virtually ensure because of racism and ignorance that poor minority youth carry with them into adulthood police records (though in the same circumstances non-minorities often are treated more leniently).

America has few jobs-let alone attractive ones for persons with police records, few marketable skills, poor educations, or different color skins. The "last hired first fired syndrome" is still operative in all too many places even now with the myriad efforts at implementing Affirmative Action programs.

It is also not particularly difficult to understand that lack of real efficacy of Federal programs in a few exceptions alleviate either the problems faced by poor youth or poor youth. What is at the crux of the matter is the commitment of the Federal government toward development of policy aimed at eliminating the causes of problems. Instead of this policy appears to be aimed at treating the symptoms. It has been said by those more knowledgeable than I, that the only preventive program to be designed by the Federal Government was the EOA of 1964 because even the language is geared to "eliminating the causes of poverty" the remainder of the programs are supportive that is they address the conditions caused by the problems, continue therefore the problem continues to grow and to become worse. It has also been said that if in fact the Federal Government put all of its money into eliminating causative factors, there would be no problem. Then of course, one must consider that many of us including Community Action Agencies would be out of jobs because there would be no other reason to exist. This is an ideal situation which no doubt for many political reasons will not unfortunately occur any time soon.

As it relates to the need for remedial education, it is without addressing substantially need for remedial education for participants who are heads of household, providing adequate remedial of remedial education, support services, skills training health and pre-vocational services to equalize the gap between the poor of whatever ethnic persuasion, and non-poor. It is like using a band-aid to cure an amputation. It just will not work. Not now, not later.

Although charity is a noble calling in our United States, putting dollars into programs for the disadvantaged has never been a very popular thing to do--especially with the tax-paying voting middle-American public. I can understand why--the average American sees millions, nay billions of dollars poured into Federal programming with little results. I remind you of my argument regarding addressing causes. What, at any rate, usually results is that the Federal government finds itself in the unhelpful position of making large expenditures with little to show for it. (See the statistics on page 13 of the report.)

Local level politicians are the same problem. The continued use of Federal dollars to support programs that produce visible results, the problem facing programming for everyone. Meanwhile, efficiency and effectiveness of a national approach may be negated because of the need to have to appeal to the vote--we are well aware of what voters are and this group expresses itself quite well at election time at the polls. The Federal Government has a special national responsibility to ensure that the concept of equal opportunity is a reality not a myth. This is especially true of disadvantaged youth who not only have the usual handicaps caused by the very character of poverty but who also have the "youth" which might work against them. In designing programs to serve the disadvantaged, including poor and minority youth, you must take into account what the needs of the target group are as defined not by those who traditionally have not served them well if at all but by the poor themselves, or by those who represent (in the eyes of the poor) their interests well. This is a lesson we learned in the 1960's--how quickly we all forget.

The Federal Government must take the time to ensure that the flow of federal dollars there and how needed despite the fact that it might not be politically advantageous to fund programs such as CETA at adequate enough levels to enable them to really address in a meaningful way the multifaceted and serious problems at the heart of the situation. OEO was quickly disarmed and diffused when it was evident the kinds of turmoil happens when causes are addressed. Programs must be designed at a policy level to be flexible enough to respond to often rapidly changing local needs, to be accountable to the public, to be innovative and creative according to the needs of the group you are to be serving if they are to be a viable means of eliminating the problem. We must begin to re-examine program designs and approaches. Much effort is being made to take the characteristics of the groups we are to work with, for example, in dealing with youth one should take into account the value of peer relationships and other attributes which particularize the behavior and attitudes of young people. We cannot and should not address youth programming in the same manner as we do adult kinds of programs for adults. We must take account of social, cultural and ethnic backgrounds to use these for our society's benefit.

CEFA and other Federal programs have only partly been successful in targeting services & programs to those most in need. The control over the decision-making processes which is evidenced in Federal or Regional administrative directives often precludes this particular requirement and such control encourages or forces the practice of "creaming"

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Federal regulation tends to reduce the flexibility of local Prime sponsors and programs to respond to local needs. I favor decentralization and less Federal control only if sufficient mechanisms are built in for greater community input and involvement. CBO'S must have an increased role in the overall planning & decision making processes.

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... their direct input is beyond me. Statistics and numbers are part of the story. Although plenty of these abound, it is intrinsic nature of the beast that the answer must be to can describe that so many Hispanic have dropped out of and are unemployed during a specific period of time. They tell you why that is so ... what factors contributed to a drop out rate or what must be done to raise the levels ... in school. This must come from these drop outs themselves. is a lesson we learned in Community Action many years ago. think perhaps this holds true across the board and we may to apply the same concepts in the case of CEIA & Youth.

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Congress must begin to relax the constraints upon linkages with the private sector to permit flexible approaches to establishing such liaisons beyond the usual on-the-job training approach. Many times, private sector business is willing to provide career exposure and experience to youth but programs and prime sponsors are constrained from taking advantage of such opportunities because on-the-job training

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... for the Com ... have, which is ... general flexibility. I would ... specifying only a few roles they might play.

I think such ... effectiveness, recruitment, program operators of innovative demonstration and creative projects addressing the needs of minority and poor youth. CBO's must be represented on all key advisory committees of CEIA, including the Private Industrial Council. They should have key roles in operating basic skills & essential services program including ESN and private sector type programs

CBO's should be given equal status to LEA's and local governments in the prime sponsors consideration for funding programs for youth. LEA's and local governments have not traditionally been successful in their dealings especially with disadvantaged youth. I feel that this is changing. But to provide required set asides for monies to go primarily to these entities, shuts out CBO's and

is a major barrier to their ability to provide services to youth. The current funding mechanism is not designed to support the CBO's who are the most effective in providing services to youth. The current funding mechanism is designed to support the LEA's and local governments who are not always the most effective in providing services to youth.

The current funding mechanism is not designed to support the CBO's who are the most effective in providing services to youth. The current funding mechanism is designed to support the LEA's and local governments who are not always the most effective in providing services to youth. The current funding mechanism is not designed to support the CBO's who are the most effective in providing services to youth. The current funding mechanism is designed to support the LEA's and local governments who are not always the most effective in providing services to youth.

The CHAIRMAN. Thank you very much, Ms. Grant.

It was an excellent statement. I hope that the cameras were set up in time.

If you could divide your mind—I know you want to listen to the other witnesses, Ms. Grant—but with the other part of your mind if you could describe to me from your organizational base what would be the elements of your idea of flexible opportunity—in other words, what sort of a contract with the Department of Labor, would give you what you feel is the flexibility that could direct programs to meet needs?

We have many programs under many titles, and they are each tailored for specific purposes. It gets a little complicated, as a bureaucratic business, No. 1.

And, No. 2, it complicates the competitive business of getting funds. I can appreciate that.

We are working with substantial funds—but limited in terms of matching the funds to the community needs that we serve.

Ms. GRANT. That's right.

The CHAIRMAN. So, if you could give us that before this panel is through, just in broad outline, it would be helpful.

Ms. GRANT. Yes.

The CHAIRMAN. Now, Geraldine Harvey, executive director of Central New Jersey Opportunities Industrialization Centers.

Now, that's a long title. We affectionately reduce that to something we can all remember, the OIC's.

Ms. HARVEY. Good morning, Mr. Chairman.

My name is Ms. Geraldine Harvey. I'm executive director of the Central New Jersey OIC. We are a local affiliate of the National OIC Organization. We serve both Somerset and Middlesex Counties.

I'd like to again express, along with my other colleagues, my gratification in terms of being able to speak to you about youth unemployment.

As you are very familiar with OIC's, and for the benefit of those who are not equally as familiar—unlike my other colleagues, OIC is unique in that its total organizational philosophy and goal is directed toward employment and training of unemployed and underemployed disadvantaged individuals who are Americans. So, therefore, the ramifications of CETA are great.

As with Ms. Grant, I was asked to speak specifically with regard to some of the pressing issues which impact upon unemployed youth—such as their expectations and vocational aspirations.

We have programs that are serving youth in both Somerset and Middlesex County under—not only the special youth title, the title I programs, approximately 52 percent of all our enrollees are under the age of 21—we have services that are considered both prevocational and vocational: Prevocational, in the sense that we provide instruction and counseling in the areas of work and educational remediation, as well as work skills, et cetera.

We do use the OIC model. We have found, basically, that most unemployed youth have little expectations about work other than to receive moneys for tasks performed. However, when they are provided an opportunity to relate their feelings about work expectations through

prevocational services—such as career counseling and orientation to the world of work—they are able to articulate other aspirations, such as: It provides some kind of service in the neighborhood, their expectations in terms of treatment on the job by superiors.

They are able to, perhaps for the first time, think about what it is they would like to do with their lives.

Over 90 percent of the youths OIC serve have little definitive vocational choice. They rarely come into OIC with aspirations to seek employment that offers job mobility. This concept has to be presented to them as being both realistic and within their reach.

So we, therefore, feel that the emphasis on prevocational training services—such as career information, remedial education, and instruction in proper work habits and attitudes—are necessary in order to motivate that youth, in order that he can select an appropriate vocational field and prepare himself in the area of skills training.

We find this to be both cost-effective and beneficial to that individual.

We also have ideas, or share ideas, in terms of just exactly what factors contribute to the rate of minority unemployment, as opposed to the nonminority unemployment rate; and we, too, share the concern that Federal programs, such as CETA, have not addressed themselves to the multifaceted problems of disadvantaged minority youth.

CETA has not truly been successful in establishing linkages with social service agencies, schools, community based organizations, and parents of minority youth. There is little comprehensive planning by Federal agencies, including CETA, to coordinate and maximize services that will impact on the total problem of youth, which includes not only his unemployment, but his family, his life environment, and individual development or socialization processes aside.

Until significant efforts are made to involve all deliveries of human services in the planning and the development of services to youth, including provisions allowing youth themselves to undertake a greater role to determine the kinds of training and services that will be provided, we feel that we perhaps may fall short of reducing the unemployment and social problems of the disadvantaged youth.

Now, has CETA been successful in targeting jobs and services to those most in need?

Well, we concur with our colleagues, in the sense that we feel that CETA has enjoyed limited success in targeting services and jobs to those in need.

The statistical data reported regarding numbers of disadvantaged or significant segments of population served are inflated, due to the practice of multiple counting of a single enrollee possessing several characteristics of the priority groups to be served.

For instance, one young person who is a black female, head of household, welfare recipient, may be counted statistically four or five times. So, therefore, we don't really have a true picture in terms of what is in fact, you know, success statistically.

Again, because we are aware that in our economy we all have to bite the bullet and look at and examine programs in terms of cost-effectiveness, we are concerned that perhaps the pendulum is slanted a little more than necessary, because this has become one of the over-

riding motives in the development of training and employment delivery systems, which are fragmented and do not address the needs of the truly disadvantaged.

Many prime sponsors have also become program operators and are eliminating or reducing creative and successful employment and training designs historically performed by CBO's, charging these functions are duplications of services they now provide.

This charge of duplication of services in many instances is unwarranted and can be attributed to many prime sponsors themselves who have established unwieldy bureaucratic structures providing the types of services and serving the population duplicative of the Employment Service.

The prime sponsor's preoccupation with being cost effective has led, as Ms. Grant quoted, to creaming program participants in order to meet certain placement quotas, providing skills training in the shortest period of time, and providing insufficient funding in some areas of day care, transportation, and prevocational training.

These practices, along with little or no aggressive outreach and recruitment tailored to attract those in greatest need, seem to be contrary to the manpower delivery system required to meet the congressional intent of CETA.

Now, we feel that there is a particular and optimum role that the community based organizations can play in a comprehensive employment and training system that does include, and rightly should include, local government, local schools, and local private sector efforts.

We feel that the community based organizations with expertise in providing employment and training services should be recognized as equal partners with local government, local schools, and local private sector efforts, instead of an adversary or competitive role many CBO's are currently experiencing.

The widely practiced policy of bidding for CETA dollars has placed many CBO's at a distinct disadvantage. CBO's with demonstrated effectiveness are competing with tax-supported agencies and institutions and the private sector who can consistently underbid them in terms of program cost because they possess equipment, facilities and financial resources not available to CBO's. And this is certainly true within the State of New Jersey.

This is a problem, Senator, because of New Jersey's administrative code; many of the fundings through the State vehicle that has been funded through HEW and State adult vocational education we are precluded from receiving, because of the definition, a "Catch 22" definition in New Jersey law, which says that a private school—which we consider ourselves—must charge tuition; and since OIC's do not charge tuition, therefore we're precluded from getting these kinds of fundings.

And, at the same time, this puts us in a position of reliance on CETA, local CETA, funds for program expansion and operation. So, you see we have a problem.

We also are concerned that in terms of understanding—and we, particularly, like OIC's are cost effective and recognize the need to get the most from what dollars you have.

However, there is a strong possibility that low-budgeted programs may prove more costly over an extended period of time because the

employment and training needs of hardcore disadvantaged continue to be unmet.

CBO's, like OIC's, who have many years of experience in providing employment and training to the disadvantaged, should be regarded as a link between the target population and the schools and the private industry and local government.

Training programs for in-school use should be developed and implemented in concert with CBO's who can reinforce in the community positive work habits and skills presented to the school; thereby impacting on the potential dropout rate.

Young dropouts can receive a second chance to develop meaningful educational and prevocational skills training through the flexible delivery system instituted by a CBO. CBO's, such as OIC, have provided and will continue to provide to the private sector a pool of well-motivated, qualified individuals who can fulfill their affirmative action needs and their labor needs.

Therefore, we feel that these are only a few of the benefits realized through the inclusion of CBO's as a viable deliverer of services, and it's important that the language of the CETA legislation be written mandating greater uses of CBO's in the planning and implementation of all CETA programs.

After 4 years of CETA enactment, OIC's and other CBO's must rely on Federal legislative guarantees to preserve and insure their roles as legitimate and effective deliverers of services.

We feel that with the reenactment of CETA, hopefully, many of the problems that have been identified will be addressed.

It is recommended that legislation dealing with specific target groups, such as youth, receive the kind of coordination and comprehensive planning and implementation being accorded business under the private industry council title of CETA.

Although youth councils have been established in the current legislation, it is important that youth obtain a more active role in the decisionmaking process. Therefore, we suggest that at least one-third of the youth council be comprised of youth who are in the program, as opposed to selected by the prime sponsor.

This will enable youth to experience a greater feeling of involvement in their lives, and in their training that they are to receive.

We also feel there is a need to provide meaningful career development and vocational direction at the elementary school level. Therefore, it is recommended that the youth legislation provide funding for demonstration programs that are innovative and creative for disadvantaged youths ages 10 through 14, with monetary incentives perhaps as opposed to wages.

Thank you very much for your attention.

[The prepared statement of Ms. Harvey follows:]

TESTIMONY OF MRS. GERALDINE HARVEY, EXECUTIVE DIRECTOR
CENTRAL NEW JERSEY OIC BEFORE THE SENATE COMMITTEE ON
HUMAN RESOURCES, JULY 31, 1978, PERTH AMBOY, NEW JERSEY

1. What do unemployed youth expect from work and to what do they aspire?

Most unemployed have little expectation about other than to receive money for tasks performed. However, when youth are provided an opportunity to relate their feelings about work expectations through career counseling and/or classes in orientation to the world of work that other factors are considered. Some of the other work expectations are:

1. To keep busy and to avoid other problems that occur when there is too much free time.
2. To achieve status in the neighborhood as one who works at a job.
3. To experience job satisfaction from the work situation.
4. To be treated with " respect " by supervisors.
5. To meet and socialize with other people on the job.
6. To experience job security and obtain company benefits.

Unemployed youth have little or no career aspirations. Over 90% of the youth OIC serve have no definitive vocational choice. Also, rarely do they come into OIC with aspirations to seek employment that offers job mobility. This concept has to be presented to them as being both realistic and within their reach.

Youth who have received pre-vocational services such as career information, remedial education, and instruction in proper work habits and attitudes become highly motivated to receive training in the vocational field of their choice. They would also like to be paid while receiving training.

2. What factors contribute to a rate of minority unemployment double the rate of non-minority unemployment nationally, and how well do Federal programs such as CETA address these factors?

Poor self image, poverty, disruptive family life, lower educational achievement levels, job discrimination, lack of saleable skills, a sense of apathy or defeat, as well as insufficient role models in their community who are working and enjoying their jobs are among the factors contributing to the double rate of unemployment among minority youth to non-minority youth.

Federal programs, such as CETA, have not addressed itself to the multi-faceted problems of disadvantaged minority youth. CETA has not been truly successful in establishing linkages with social service agencies, schools, community based organizations and parents of minority youth. There is little comprehensive planning by Federal agencies, including CETA, to coordinate and maximize services that will impact on the total problem of youth which includes his family, environment, and individual development in our society.

Until significant efforts are made to involve all deliverers of human services in the planning and development of services to youth, including provisions allowing youth themselves to undertake a greater role in determining

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what kind of training and services will be provided, we fall short of reducing the unemployment and social problems of disadvantaged youth.

2. Has CETA been successful in targeting jobs and services to those most in need?

CETA has enjoyed very limited success in targeting jobs and services to those most in need. The statistical data reported regarding numbers of disadvantaged or significant segments of the population served, are inflated due to the practice of multiple counting of a single enrollee possessing several characteristics of the priority groups to be served. ie: "a black female, head of household, welfare recipient."

Unfortunately, this emphasis on "cost effectiveness and administrative control", has become one of the over-riding motives in the development of employment and training delivery systems, which are fragmented and do not address the needs of the truly disadvantaged.

Many Prime Sponsors have also become program operators and are eliminating or reducing creative and successful employment and training designs historically performed by CBO's, charging these functions are duplications of services they now provide. This charge of duplication of services, in many instances, is unwarranted and can be attributed to many Prime Sponsors themselves who have established unwieldy bureaucratic structures providing the types of services and serving the population duplicative of the Employment Service.

The Prime Sponsor's preoccupation with being "cost effective" has led to "Creaming" program participants in order to meet certain placement quotas, providing skill training in the shortest period of time and providing insufficient funding in areas of day care, transportation, and pre-vocational training. These practices, along with little or no outreach and recruitment programs tailored to attract those in greatest need, seem to be contrary to the manpower delivery system required to meet the Congressional intent of CETA.

4. What is the optimum role of community-based organizations in an employment and training system that now includes local government, local schools, and local private sector efforts?

The optimum role of community-based organizations with expertise in providing employment and training services is to become equal partners with local government, local schools, and local private sector efforts instead of the adversary or competitive role many CBO's are currently experiencing. The widely practiced policy of bidding for CETA dollars has placed many CBOs at a distinct disadvantage. CBOs with demonstrated effectiveness are competing with city-supported agencies/institutions and the private sector who can consistently under bid them in terms of program cost because they possess equipment, facilities and financial resources not available to CBOs. There is a strong possibility however, that low budgeted programs may prove more costly over an extended period of time because the employment and training needs of hard core disadvantaged continue to be unmet.

CBOs, like CIOs, who have many years of experience providing employment and training to the disadvantaged, should be regarded as the link between the target population and the schools, private sector, and local government. Training programs for in-school youth should be developed and implemented in concert with CIOs who can reinforce, in the community, positive work habits and skills presented in the school; thereby impacting on the potential drop-out. Young drop-outs can receive a second chance to develop meaningful educational

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and prevocational skills training through the flexible delivery system instituted by community-based organizations. CBOs can provide the private sector with a pool of well motivated, qualified individuals who can fulfill their Affirmative Action requirements and labor needs.

These are only a few of the benefits realized through the inclusion of CBOs as a viable and effective deliverer of services. It is important that the language of the CETA legislation be written mandating greater use of CBOs in the planning and implementation of CETA programs.

After four years of CETA enactment, OICs and other CBOs providing employment and training services must rely on Federal legislative guarantees to preserve and insure their roles as legitimate and effective deliverers of employment and training services.

SUGGESTED INCLUSIONS FOR YOUTH PROGRAMS UNDER CETA REENACTMENT:

Hopefully, with the reenactment of CETA, problems that have been identified will be addressed. It is recommended that legislation dealing with specific target groups, such as youth, receive the kind of coordination and comprehensive planning and implementation being accorded business under the Private Industry Council title of CETA. Although youth councils have been established in the current legislation, it is important that youth obtain a more active role in the decision making process. Therefore, it is suggested that at least one third of the Youth Council be comprised of youth elected by their peers in the program and not selected by the Prime Sponsor. This will enable youth to experience a greater feeling of involvement as well as achieve status in the community from which they come. In addition, Youth Councils should be set up as a separate entity from the existing Prime Sponsor Planning Council with the right to accept or reject the Youth Plan.

The need to provide meaningful career development and vocational direction is manifesting itself at the elementary school level. Therefore, it is recommended that the youth legislation provide funding for demonstration programs that are innovative and creative for disadvantaged youths ages 10 through 14 with monetary incentives as opposed to wages.

The CHAIRMAN. That latter sounds to me as though you would take the concept of Head Start, which is preschool, and apply it to pre-vocation.

Ms. HARVEY. Yes.

The CHAIRMAN. Is that part of the contract you're drafting; the model contract?

Ms. GRANT. It wasn't; but it will be.

The CHAIRMAN. Excellent.

Ms. HARVEY. Thank you.

The CHAIRMAN. I will say in regard to the private sector initiatives program, there was a gathering of the business community at the White House. I was there.

The first to rise to make an observation was Dr. Solomon, followed by Bernard Jordan, followed, I think, by Clarence Mitchell, all of course describing the opportunities available through community-based organizations. You have more completely described the opportunities that are available through community based organizations than they did, but the same philosophy of the tradition of serving urban needs so well through CBO's.

Ms. HARVEY. Thank you.

The CHAIRMAN. Now, from the Puerto Rican Association for Human Development, we have Mr. Gonzalez and Mr. Espada.

Who will speak? Mr. Espada? Thank you.

Mr. ESPADA. Good morning. My name is Abraham Espada, and I am, as you have been informed, the chairman of the Puerto Rican Association of Human Development, but not necessarily the Office of Human Development, located here in the city of Perth Amboy.

We are one of two Puerto Rican community-based organizations in the county of Middlesex. We're the only Hispanic/Puerto Rican human service agency serving the city of Perth Amboy and Greater Perth Amboy, which also includes the town of Carteret and all towns south.

I wish to say thank you, Mrs. Harvey, for your very candid and pointed unequivocal remarks; and to the other members of the panel.

My remarks will be limited, because I have a great ambiguity and feeling of where do we go from here.

The U.S. Commission on Civil Rights studied Puerto Ricans in the years 1975 to 1976, and published a report on "Puerto Ricans In the Continental United States: An Uncertain Future." And all the data is there, so I shall not take the time to repeat any of that data.

That study was primarily done in the tristate area of New Jersey, New York, and Connecticut. So, as I said, I will not take time.

I want to echo some of the information shared thus far, particularly the data Mrs. Harvey shared. The figures are inflated and, as has been experienced with other ethnic racial minority groups—blacks and others have the same experiences as the Puerto Ricans and Hispanics—you need numbers, you can get numbers—and numbers produce dollars.

But the dollars seldom come down to the community based organizations.

I shall be candid in my remarks, and I think you will appreciate that candidness.

As I've already indicated, I'm Puerto Rican, and therefore my concern at these hearings on the questions being addressed is how do they

impact and how do they relate to the Puerto Rican community or the Hispanic community.

For the State of New Jersey, the projections are that by the year 1980, we shall be half-a-million. A recent newspaper article in the city of Washington, D.C., had projections that by the year 2000 we would be the largest ethnic minority in the United States.

Those kinds of figures raise very, very serious questions. And, again, I must say "here we go again. Are we being studied and investigated? And where will all that go?"

I will try very, very briefly and quickly to address the four basic questions that were addressed in the letter received dated July 19, 1978, from your office to Mr. Gonzalez, our executive director.

The first question speaks about expectations, it speaks about aspirations. The issue of expectations and aspirations seems to me is answered in the second question:

"What factors contribute to a rate of minority unemployment double the rate of nonminority unemployment nationally, and how well do Federal programs such as CETA address these factors?"

My first response is that the question reflects a degree of failure on the part of the Federal Government, a degree of failure on the part of all those in bureaucratic society that have responsibility. Thus, the question has been asked.

My second response to this question has to do with where does the money lie and who makes the decisions. I'm a firm believer that it is a good idea to have representation. I'm a firm believer it is good to be on boards.

I'm a member of the title XX advisory committee in the State, and also other similar kinds of committees, boards, and organizations.

Our capitalistic society is based on money. If you don't have the money, it's very difficult to make the decisions and to provide for those with greater need. I can share my thoughts, I can share my feelings, I can be innovative in all of that—but if the bucks are not there it's very difficult to proceed.

In relation to that, I think if we look at the composition of those that have set up these kinds of hearings—I wonder on the allocation of moneys for the setting up of the hearings—and then I ask the question what happens if those moneys were to be invested in the nonminority community rather than the minority community?

The cohort of the Hispanic/Puerto Rican family is steadily increasing, as I have indicated, and yet we find—and I am in the field of higher education; I teach at Rutgers University—we find that at least our universities are saying that the college rate is dropping and we have to project for the 1980's and 1990's; there aren't going to be that many coming to the universities. That comes down on the high schools and the public school system.

There aren't that many—the population rate is not spiraling—we find in the Hispanic community and in the Puerto Rican community that our families are growing. So there is a disparity with respect to those kinds of figures.

The third question that is asked is: "Has CETA been successful in targeting jobs and services to those most in need?"

I think that Ms. Harvey very ably answered that question—very, very limited. And we find staffing patterns within the CETA are made up well, there is much to be desired.

The last question that is asked is: "What is the optimum role of community based organizations in an employment and training system that now includes local government, local schools, and local private sector efforts?"

Once again, I'd like to echo the remarks that were made previously. But, yes, there is an optimum role in the community-based organizations.

Our competitive society is based upon ownership, and our community based organizations are an alternative to already-established institutions and organizations that have not responded to the needs of the poor, the disadvantaged, Hispanics, Puerto Ricans.

So, yes, the Federal Government must do all that can be done to maintain our community based organizations.

I would venture to say that perhaps some investment of money, a rather considerable investment of money, should be given, for example, to organizations such as ours so that we can also conduct investigative procedures and come up with real answers and real recommendations.

I'd like to close—and I wish not to be disrespectful, but I stated it before—I'd like to close by simply saying give us money. Many other people have said that. I say that. We say that.

I assure you—insure you and assure you—that we shall be responsible, that we shall meet the needs of our people that are not being met thus far by the complexity of our bureaucratic system.

Thank you.

[The prepared statement of Mr. Espada and additional material follows:]

TESTIMONY

resented for the Puerto Rican Association
for Human Development, Inc.

by Abraham Espada, Chairman
and Israel Gonzalez, Director

To the Honorable Senator Harrison A. Williams, Chairman
Public Hearings on Youth Unemployment
Perth Amboy, New Jersey
~~August~~ 31, 1978
July

The public school system in New Jersey, and apparently nationally, is failing criminally our youthful population, especially the needy. With this failure of the educational system, long considered the 'salvation' for newcomers to this country, there is little provided by society as a real alternative for the disenfranchised youthful population to grasp on to in order to achieve.

The salvation through educational achievement has not been seen as knowledge for the sake of knowing, but rather, it is seen as the means to economic stability. The failure of public education therefore signifies to the poor youthful population hopelessness and resignation to a precarious life at best. The worst outcomes of course are ignorance, abject poverty, lack of productivity, crime, self destruction, alienation and becoming a public burden, in which case society in turn seeks less than positive means to rid itself of the burden.

An untrained population in society, at this time, has little if any desirable alternative for reaching the socially approved goals propagated by our society over its powerful public media, which goals are usually limited to a small group within the population at any rate. Respectful economic success then is no longer within its grasp. The alternatives truly available to the educationally disenfranchised and economically deprived are within the anti-social and self-destructive sector.

Relative to minorities finding themselves educationally cheated and economically deprived, one of the more significant professions to which minorities have aspired and have used to help uplift their own.

the teaching profession, is no longer viable to them on the basis of supply and demand. With teaching unavailable as means to success, to status, and to assist the ethnic group's youth in achieving; a vital tool, used by many previous groups to ascend economically, is today absent to the more recent newcomers.

Of course, there is an assumption made here, and that is that society will be willing to accept the trained newcomer who is usually "different" in culture, skin color and values. The society has been shown to be discriminatory on many levels, what with the native Hispanic northamericans, the black and Indians having been kept rejected by society when they in fact were not "newcomers". But we could pretend that the "different" are accepted if they get trained, but they are not being trained.

The newcomer, too often, has not come on his own, rather he has actually been brought and, as often, lured for a specific purpose cheap labor. After the war (WWII) when the need for cheap laborers subsided and after mechanization made too many laborers obsolete, the newcomers, especially the more recent ones, not only were they not in demand but in fact found themselves without the job they had. They became a burden to society. Apparently society wanted them to return to where they came from; they had served industry's purpose. They would not however, as industry has moved to the suburbs and to the suburbs.

In New Jersey, it is clear, industry abandoned the cities and someone forgot to plan for public transportation so that the city dweller could get to jobs where industry had moved. Did some forget? Unlikely, since industry would have seen to it if they had wanted or needed public transportation for inner city dwellers to get there.

The enclosed copy of the article on the Camden Hispanic community is quite appropriate here. Its title, "Where Dreams Die" is the substance of the argument presented here. What is a person to do if he sees his dreams dying, or dead? During the Depression many who saw their dreams dying took their lives. What do minorities do who can have no dreams, or who ignorantly believe they can reach TV dreams? We all know. We also know what society does to them, wanting to forget too quickly how the nightmare all came about.

Unemployed minority youth, as all other youth, expect work to satisfy a financial need. For minority youth perhaps work might also mean satisfaction. This however, is unlikely for untrained, uneducated, ashamed, often illiterate or, as the teaching profession has managed to call eighth graders who have gone through the system but cannot read or write above a second grade level at best, functionally illiterate minority youth. They know the American dream! They have seen it all on TV, day and night, endlessly. Shame and feelings of worthlessness are easy to acquire for a youth who can tell the difference between him/herself and those who can have dreams. Even Lucan, who was raised by a she wolf.

was going to college. Yet Juan Rodriguez dropped out in Middle School and knows he cannot read or write. There probably are few jobs he can get that will bring satisfaction.

Minority youth can aspire to all dreams that are talked about, but they soon find that dreams don't come for a dollar. They are much more expensive. If he could find a good job with good pay!

Hispanic youth often is married, or has family responsibilities. It is well known that the Puerto Rican population is very young. And how does a young person support itself when there are no jobs? What do you do? Many family when the young husband can't support his wife and children. After all, doesn't someone have to provide the means to provide. What because of the situation? Can the Puerto Rican... the VISTA groups made... of society... by Puerto... budget that... make their own...

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specific purpose. Once the purpose was served and they became obsolete, as machinery often does, they are no longer needed. Of course, a laborer cannot be recycled, as is an obsolete machine. Society then inherits a problem. At least that is for cities such as, in New Jersey, Perth Amboy, New

more repetition: the municipalities do not hire the Hispanic, the county governments do not hire the Hispanic, the state governments do not hire the Hispanic, the Federal Government does not hire the Hispanic. We already said that industry moved out. Why else would the "official" employment rate for Hispanics in Perth Amboy be about 25%?

I urge the Senator's staff to read, think and take action on the Civil Rights Commission's 1970 report on Puerto Ricans in the Continental United States. As mentioned earlier, the staff have read "A Specialized Employment Office" futures are available. EEOC has not targeted jobs and services to these individuals. It has been effective in the EEOC applicants who like, and the staff in the EEOC administration. It has not implemented a kind of policy (intended) does it EEOC matter. Even if EEOC could be strictly enforced, it would be a good way to the problem.

I would like to see the relevant portions of the report reproduced in the form of a pamphlet or booklet. Mr. [Name] may wish to be kept up to date on the progress of the [Name] of the [Name] and the [Name] of the [Name].

The cost is great, true, but we in the CBO's do remember once in a while, when making a referral or when asked for assistance on how to serve our people, that these institutions, in fact do employ lots of people, other people.

Obviously we have not tried to do the unreasonable by trying

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TABLE OF CONTENTS

| <u>Subject</u> | <u>Page #</u> |
|---|---------------|
| Section I: Socio-Economic Characteristics of Hispanics in New Jersey | 1 |
| a. Demographics | 2 |

...
 ...
 ...
 ...
 ...
 ...
 ...

11
12

Section I: Socio-economic characteristics of Hispanics in New Jersey

a. Demographics

Hispanics are a very youthful population with a median age of 18.9 years. While 33.4 percent of the state population is under the age of 18, 48.3 percent of Hispanics are in this age category. On the other hand, 9.8 percent of the state's population is over 65 years, while only 1.4 percent of Hispanics are over 65 years (See Table I).

b. Family Characteristics

Hispanics have younger, larger families than the state average. The mean Hispanic family size is 4.3, compared with 3.6 for the total population of the country and state. Puerto Rican families have more than half of the Hispanic families have children under 6, compared with one fourth of all New Jersey families. Also, while 11 percent of New Jersey families are headed by a woman, one-fifth of Hispanic families are female-headed (See Table I).

c. Income and Poverty Status

A March, 1976 survey by the U.S. Census Bureau shows that Hispanic families in the U.S. were substantially poorer than the total population of the country and state. Puerto Rican families were the poorest among all Hispanics. Median family income for Puerto Ricans in New Jersey is 36.6 percent of the average realized by all families in the state. Puerto Rican income is 43.9 percent of the statewide average.

The relative number of Puerto Ricans living in poverty is also high. Their income is more than four times that of the state's 20 percent for Puerto Ricans compared with 5 percent for the state. The percentage of Hispanic families living with income less than poverty level is four times the statewide average, 24.3 percent compared with 6.1 percent for the state.

d. Educational Attainment

One out of seven Puerto Ricans in New Jersey has a high school diploma, compared with the statewide average of 15 percent. The median educational level for Puerto Ricans is 8.1 years of school completed compared with 11.4 for the state. In addition, Hispanics have the highest dropout rate in the state. They are dropping out of school at a rate four times that of the statewide average and twice that of black families. Puerto Ricans have the highest rate of nonhigh school graduates, all of them, 100 percent (See Table I).

Furthermore, they are employed in declining areas, such as labor intensive light industries and are subject to layoffs and seasonal employment. When compared with the total population, it is also clear that Hispanics are under-represented in high-skill, white collar work: 19.0 percent compared to 52.7 percent statewide.

e. Factors affecting the socio-economic status of Hispanics

Families headed by a woman tend to earn far less than those headed by a man, and Hispanic families are female-headed in a proportion of 11.1 percent compared to 6.7 percent statewide.

The percentage of Hispanic families headed by a woman is significantly higher than the percentage of non-Hispanic families headed by a woman. This is particularly true in the labor force.

The income level of Hispanic families is generally lower than that of non-Hispanic families. This is due to a number of factors, including the higher percentage of Hispanic families headed by a woman, the lower educational attainment of Hispanic adults, and the higher percentage of Hispanic adults who are employed in low-paying jobs.

Hispanic mobility within the labor force is generally lower than that of non-Hispanics. This is due to a number of factors, including the higher percentage of Hispanic adults who are employed in low-paying jobs, the lower educational attainment of Hispanic adults, and the higher percentage of Hispanic adults who are employed in low-paying jobs.

Hispanics are often offered low-paying jobs in declining areas, which makes it more difficult to assimilate into the mainstream. This is often interpreted as a mark of inferior intelligence.

Another factor affecting the socio-economic status of Hispanics is the lower educational attainment of Hispanic adults. This is due to a number of factors, including the higher percentage of Hispanic adults who are employed in low-paying jobs, the lower educational attainment of Hispanic adults, and the higher percentage of Hispanic adults who are employed in low-paying jobs.

Table 1

**SOCIO-ECONOMIC CHARACTERISTICS OF HISPANICS IN
NEW JERSEY**

| | New Jersey | |
|---|------------|-------|
| | P.R. | Total |
| Demographics: | | |
| Percent under 18 years old | 48.3 | 33.4 |
| Percent 16 years old and over | 55.3 | 70.2 |
| Male | 49.2 | 47.2 |
| Female | 50.8 | 52.8 |
| Percent 21 years old and over | 46.1 | 62.2 |
| Percent 65 years old and over | | 9.8 |
| Median age | | 30.2 |
| Family Characteristics: | | |
| Mean Family Size | | 3.6 |
| Percent Female headed families | | 11.0 |
| Percent Families with own children under 18 years | | 25.3 |
| Percent persons under 18 years living with both parents | | 84.8 |
| Economics: | | |
| Median family income as a percent of that of total population | | |
| Per capita income of Puerto Ricans as a percent of that of total population | | |
| Percent families with public welfare income | | 4.0 |
| Percent families with income less than poverty level | | 6.1 |
| Median school years completed (Persons 25 years old and over) | | 12.1 |
| Percent high school graduates | | 52.5 |
| Persons 14-17 years - percent in school | | 94.7 |
| Employment: | | |
| Percent in the labor force | | 60.0 |
| Males | | 79.6 |
| Females | | 42.5 |
| Occupations: | | |
| White collar | | 32.7 |
| Blue collar | | 36.0 |
| Service Workers | | 10.7 |

Source:

U.S. Bureau of the Census *General Economic and Social Characteristics* 1971

Section II Hispanics, Job Training and CETA

- a. The importance of job training programs for Hispanics
- b. Hispanics and CETA training and employment programs
- c. CETA participants

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Section II: Hispanics, Job Training and CETA

a. The importance of job training programs for Hispanics

Several studies have found the following facts that document the importance of job training programs towards improving the socio-economic status of Hispanics:

Persons who have received job training are more likely to find employment than those who have not.

Persons who have received job training are more likely to be employed in professional or technical occupations than those who have not.

Unemployment and underemployment rates are lower among those who have received job training than among those who have not.

Labor force participation rates are higher among Hispanics with job training than among those without.

Hispanic enrollees in training programs experience significantly greater gains in employment and earnings than Anglo or Black enrollees.

Despite the growing documentation that indicates the importance of job training, relatively few Hispanics are receiving training programs, as reflected by their low participation rate in CETA training services. For example, based on our latest population estimates, there are about 639,436 Hispanics living in New Jersey (Table I). Eighty-two percent of this population, or about 524,820 persons, reside in the northeastern part of the state - Passaic, Bergen, Morris, Essex, Hudson, Union, and Middlesex counties.

Nevertheless, according to the most recent quarterly report (March 21, 1978), of nine prime sponsors serving this area, only 4,000 Hispanics are being served by CETA, which represents less than 2 percent of the adult Hispanic population in the area. This is of great significance considering that one out of every four Hispanics is disadvantaged; i.e., 24.3 percent of Hispanic families live with an income of less than poverty level (see Table I).

b. Hispanics and CETA training and employment programs

Everything Hispanics have been asking for in demand is provided in the CETA Act at least on paper. Title II, but state and local prime sponsors must provide employment and training services, and also the development of job opportunities, how most in need of them. It includes low-income persons and persons of limited English-speaking ability. In addition, title II,

participation in CETA was 16.1 percent under Title I, 7.0 percent under Title II, and 6.8 percent, under Title VI. For Fiscal Year 1977, Hispanic participation was 14.6 percent, 6.1 percent and 6.1 percent respectively.

An analysis of the Annual Report to the Governor from the State Manpower Services Council for Fiscal Year 1977, revealed, among other things, the following:

- 1) Racial composition showed that 56.6 percent of participants were White, 40.9 percent were Black, with Hispanics constituting only 11.3 percent of the total, compared with an unemployment rate of 9.7 percent for Whites, 17.2 percent for Blacks and 18.9 percent for Hispanics. Examples of prime sponsors with very little participation of Hispanics in their CETA programs would be Camden, Gloucester, and Burlington Counties, where Hispanics represent only 10.8 percent, 0.8 percent, and 1.9 percent respectively.
- 2) The age distribution of participants showed that 63.2 percent were 22 years of age, and over 19.3 percent were between the ages 19-21, and only 17.5 percent were 18 years old and under. As a contrast to the youthful Hispanic population, see table I demographics.
- 3) Educational attainment: 61.6 percent were high school graduates or better, 28.8 percent had 9-11 years of school, and 9.6 percent did not even reach high school.

NOTE: While one out of every five (20.4 percent) of Puerto Rican adults are high school graduates, three out of every five (61.6 percent) of the CETA enrollees are high school graduates.

The lack of data on Hispanics also limits the effectiveness of training for them. Data is fragmented, scattered, hard to obtain, and frequently non-existent. Since the allocation of federal funds under CETA is based upon available data, accurate figures for the number of Hispanics unemployed and poor are thus vitally important. Yet such data is, in many areas, no better than guesses.

Section III: Summary and Recommendations

Hispanics (especially Puerto Ricans) in the State of New Jersey are lowest on the income scale. They have the largest percentage of the population below the poverty level, the lowest median of school years completed, and the highest dropout rate. They have the highest unemployment rate, the lowest representation in white collar occupations and the highest in blue collar jobs.

This is due to a combination of factors. Many Hispanics of working age are limited by lack of skills and inability to communicate in English, to jobs in light manufacturing, and industry that is in a state of decline.

The poor and deteriorating position of Hispanics in this state can be improved by increasing their participation in CETA job training and employment programs. This CETA Act was slated to provide manpower services and better occupational opportunities for the disadvantaged, and Hispanics are the most in need.

In that direction we make the following recommendations to prime sponsors and other governmental units responsible for the implementation of CETA programs:

1. Hispanics should be classified as a significant segment to be served in every prime sponsor area in which Hispanics represent five percent or more of the service population. This will secure a better share of the manpower services offered. Of twelve (12) prime sponsors surveyed, only one classified Hispanics as a significant segment (Middlesex County).
2. Ensure that in addition to standardized skill training programs, a language component is available in job training programs (ESL) in those areas with persons of limited English speaking ability constituting five percent or more of the total population of the area.
3. In addition, bilingual courses should be offered in those occupations with higher employment opportunities (bilingual secretary, office clerk, receptionist, etc.), in those areas with a considerable Hispanic population (See Table II). Examples of prime sponsors with such projects are Camden City - Bilingual Beauty Culture Programs, Cumberland County - Bilingual Secretarial Courses.
4. Hispanics should be represented on CETA Planning Councils and administrative bodies in approximately the same proportions that they comprise of the service population.

Persons of Spanish Language in New Jersey
by County and Selected Cities
(1973) *

| <u>Counties</u> | <u>Population</u> |
|------------------|-------------------|
| Atlantic | 10,378 |
| Bergen | 38,049 |
| Burlington | 10,438 |
| Camden | 18,121 |
| Cape May | 1,103 |
| Cumberland | 18,447 |
| Essex | 126,715 |
| Gloucester | 3,056 |
| Hudson | 166,993 |
| Hunterdon | 1,391 |
| Mercer | 9,203 |
| Middlesex | 43,536 |
| Monmouth | 19,532 |
| Morris | 26,288 |
| Ocean | 13,299 |
| Passaic | 70,117 |
| Salem | 728 |
| Somerset | 6,807 |
| Sussex | 2,523 |
| Union | 52,422 |
| Warren | 1,386 |
| New Jersey State | 639,436 |

| <u>Cities</u> | |
|---------------|---------|
| Bayone | 3,191 |
| Camden | 12,105 |
| Elizabeth | 37,928 |
| Hoboken | 23,898 |
| Jersey City | 44,576 |
| Newark | 105,481 |
| New Brunswick | 4,781 |
| Passaic | 29,063 |
| Paterson | 35,218 |
| Party Amboy | 17,213 |
| Trenton | 5,580 |
| Union City | 51,460 |
| Vineland | 15,613 |

*Straight-line projection based on 1960-70 Hispanic population growth rates.

UNEMPLOYMENT RATE*
by County and Ethnic Group
1976

| Prime Sponsor | Total | White | Blacks | Hispanics |
|-----------------|-------|-------|--------|-----------|
| Bergen | 9.1 | 9.1 | 10.2 | 6.9 |
| Morris | 7.9 | 7.9 | 7.3 | 15.5 |
| Passaic County | 12.7 | 11.5 | 20.7 | 24.2 |
| Paterson | 17.2 | 16.2 | 20.3 | 23.0 |
| Somerset County | 6.6 | 6.4 | 11.1 | - |
| Essex County | 12.5 | 10.3 | 18.2 | 21.0 |
| Newark | 17.7 | 14.8 | 20.8 | 22.3 |
| Hudson County | 14.1 | 13.9 | 17.4 | 21.0 |
| Jersey City | 12.9 | 12.1 | 17.0 | 18.1 |
| Union County | 9.1 | 8.5 | 14.0 | 11.0 |
| Elizabeth | 11.3 | 10.8 | 14.4 | 13.4 |
| Essex County | 7.9 | 6.0 | 13.9 | 14.7 |
| Trenton | 11.2 | 9.4 | 14.5 | 15.9 |
| Middlesex | 10.2 | 9.9 | 16.1 | 12.6 |
| Monmouth | 9.7 | 9.0 | 16.9 | 19.1 |
| Ocean County | 10.3 | 10.2 | 14.2 | 16.0 |
| Atlantic County | 12.3 | 11.2 | 17.0 | 12.3 |
| Burlington | 9.6 | 8.8 | 18.9 | 20.4 |
| Camden County | 9.8 | 8.9 | 17.1 | 16.9 |
| Camden City | 14.7 | 12.0 | 19.2 | 17.0 |
| Cumberland | 13.0 | 11.4 | 23.0 | 23.7 |
| Gloucester | 9.0 | 8.7 | 20.6 | 9.0 |
| Cape May | 15.8 | 15.1 | 23.3 | 20.0 |
| Hunterdon | 7.5 | 7.5 | 6.7 | - |
| The State | 10.4 | 9.7 | 17.2 | 13.9 |

*N.J. Department of Labor and Industry, Manpower Information for Affirmative Action Programs. N.J. 1976

CBTA Participant Characteristics

Fiscal Year

Percent

| Characteristics | TITLE I | | TITLE II | | TITLE VI | | TOTAL | |
|---------------------|---------|------|----------|------|----------|------|-------|------|
| | 1976 | 1977 | 1976 | 1977 | 1976 | 1977 | 1976 | 1977 |
| <u>Age</u> | | | | | | | | |
| 18 and under | 38.1 | 26.0 | 3.7 | 3.6 | 3.4 | 3.2 | 25.8 | 17.5 |
| 19 - 21 | 21.7 | 22.1 | 16.4 | 14.8 | 16.2 | 14.5 | 20.1 | 19.3 |
| 22 and over | 40.2 | 51.9 | 80.0 | 81.6 | 80.4 | 82.3 | 54.4 | 63.2 |
| <u>Education</u> | | | | | | | | |
| 0 and under | 13.4 | 11.3 | 8.8 | 6.3 | 8.4 | 6.8 | 11.8 | 9.6 |
| 9 - 11 | 44.8 | 35.9 | 18.4 | 15.4 | 17.5 | 17.1 | 35.3 | 28.8 |
| 12 and over | 41.8 | 52.8 | 72.8 | 78.3 | 74.1 | 76.1 | 53.0 | 61.6 |
| <u>Ethnic Group</u> | | | | | | | | |
| White | 43.4 | 49.2 | 65.9 | 71.0 | 65.6 | 68.6 | 49.4 | 56.6 |
| Black | 53.7 | 47.9 | 31.4 | 27.4 | 31.4 | 29.6 | 45.8 | 40.9 |
| Hispanic | 16.0 | 14.4 | 7.0 | 6.1 | 6.8 | 6.2 | 12.8 | 11.3 |

TABLE III
Unemployment Rate by Race 1976 (1)
(Statewide)

| Race | Unemployment rate |
|------------------|-------------------|
| Total | 10.4 |
| White | 9.7 |
| Black | 17.2 |
| Spanish American | 18.9 |

(1) N.J. Department of Labor and Industry, Manpower Information for
Affirmative Action Programs, New Jersey, 1976.

14

ENDNOTES

¹U.S. Commission on Civil Rights, Puerto Rican in the Continental United States: An Uncertain Future, Washington, D.C., 1976. pp. 67, 68.

²Ibid.

³U.S. Department of Labor, Employment and Training Administration, Regional Bulletin No. 56-76. New York, Nov. 1976. p. 44.

The CHAIRMAN. Now, Mr. Espada, let me ask you how you would react to what those of us who have to develop and project and advocate and vote for these Government programs always hear. They will always say to us that the mood of the country is to reduce Government spending—and that is demonstrated by California's experience with Proposition 13, which is evidently being carried on prevailing westerly winds and has reached our shores. [Laughter.]

Now, almost by definition here, we are talking about young people who have come into their station in life with a certain disadvantage, and, out of it all, they're unemployed and poorly equipped to be in the job market, without some support.

What we have here is something comparable to what in health delivery is called "certification of need." That's the way it looks to me.

If you can be certified to need employment and training services, as in the health delivery area, the CETA program should enter in where there is a true need.

I had a dramatic story told to me about the closing of a nursing home development because it lacked the certification of need. Well, the administrator of that certification, or one of the bureaucrats, was brought to the area, and there to his visual astonishment, the need was certified, and he reversed himself, and the nursing home is on its way to being certified.

What you're doing is certifying your need, all of you. What would impress me and those who are worried about the expenditure of funds, is that you can certify this need and demonstrate when that need is not being met through Federal efforts, so we can prevent a greater expenditure of money down the line, negative money—welfare, unemployment compensation, all of the rest. That's the way it looks to me.

How does it look to you? I asked you the question and I gave you my answer. How do you like that?

Mr. ESPADA. I was going to say that. [Laughter.]

But I appreciate the question.

I think that—and Mr. Gonzalez would like to give a response to your question also—I would reverse the question, by asking you some questions and give an answer.

One is; Where is the greatest bulk of that money being spent? How does it finally get down?

Second, certification of need is confirmed by these hearings, is confirmed by the data already available, and other kinds of reports. It is there. It is unequivocal and an answer itself.

My answer to you is, give us jobs.

Mr. GONZALEZ. Yes, Senator.

As I wrote in my testimony which was not read—it will be sent to your office tomorrow—the problem is very serious. Society has preferred to say, you know, that we have come here for welfare.

I think history shows that Hispanics and Puerto Ricans were brought here, in fact brought, you know, for cheap labor for industry.

What has happened is that industry has left our cities, and has left Perth Amboy, Newark, Camden, Philadelphia, et cetera.

I tell you, though, they haven't moved too far, most of them are in Piscataway, Plainfield, some of the other suburbs.

The problem, however, is there's no bus to get there, and our un-

employed youth—many of whom are, at the age of 19, married and have families—just cannot afford a vehicle to get there to work.

So, unfortunately, those who want to cut the dollar will cut the dollar because our communities at this point do not have the power to keep them from cutting it. What they would do is similar to what the industry has done—they have used the Hispanic for cheap labor, and now that he has become automated, the Hispanic worker has been shoved to the side.

However, unfortunately, the Hispanic worker, being a human being also, cannot be recycled as an outdated machine, to be converted into new, clean steel. So what happens is that society is going to suffer the consequences—more jails, more in-jails, more staffing for the jails, more in hospitals, more crime, more police, et cetera.

I think that it behooves those who want to be very tight fisted, especially with the moneys that supposedly are coming down to the communities, but which in fact only very small fractions of which do reach our communities, to consider the consequences—as Mr. Espada has said—the consequences are in writing, have been studied by many commissions.

Apparently, I think, Senator, unfortunately those people who want to cut the dollar, the little dollars that come down to our communities, just really don't care about that data.

Mr. Epps. Senator.

The CHAIRMAN. Yes, Mr. Epps?

Mr. Epps. I think my two previous colleagues raised a much broader issue, and that's the fact that a number of our industrial concerns have moved out of the urban areas; they moved away from the work force, what we call our current work force, to another work force.

We are placed in the dilemma of training people for jobs which are no longer available.

I think, as we begin to look at the private sector, which basically controls 70 percent of the jobs in this area, that we have to look at new incentives. We have to look at new innovative ways of getting the work force to those factories which have moved out to 287, which have moved out to Middletown, which have moved away from the central city, and have been placed there for the convenience of others within our society.

Therefore, if we look at youth unemployment, we have to look at the total unemployment picture. They are impacted more because of lack of experience, because they are black, because they are Hispanic.

As a result, there needs to be the incentive with the private sector to bring them back to the community, or to devise linkages, transportation linkages, which will allow for us to transport those which are captured currently within the urban community out to a place where they can in fact earn a wage and survive in our society.

It's interesting that in the county of Middlesex, approximately \$18,000 is the median income; and we look at the criteria or the regulations for CETA to be under \$5,000. I think that is criminal.

I think that we have to move to review the regulations which govern the qualifications for participants within the program. That goes beyond this hearing; that goes into other hearings.

And at that particular point there's a need for us to move definitively to support aspects of the President's urban policies and other urban policies which in fact encourage the increased utilization of urban communities; and, particularly here in the Northeast, where we have an older core community.

Thank you.

The CHAIRMAN. Ms. Harvey.

Ms. HARVEY. I echo the sentiments of Mr. Epps, but I'd like to just also interject—by servicing a tricounty area, one of which is quote-unquote "quasi-rural," mostly suburban—transportation is a very real problem, and perhaps cannot be addressed unless two Federal agencies do better coordination, in terms of planning, or what have you.

But I also feel that one of the things that is important is, even through the areas having tremendous impact are the large urban areas, that the smaller areas are not penalized. There's a tendency to shift moneys around, rather than adding more money to it, shifting from one area to another.

It is sometimes unfortunate because, even though the need statistically is not as great, there is a need for the kind of services in the town of Somerville as there would be in the city of Newark. And, hopefully, there's not that competition generated in order to see who will get their fair share, but there's a total look at what is needed beyond the scope of just numbers.

The CHAIRMAN. Thank you.

Ms. GRANT. Senator.

The CHAIRMAN. Yes.

Ms. GRANT. Before, you had indicated that I should do some thinking, or that perhaps we all should do some thinking about the concept of direct DOL funding, model contracts so to speak.

I'm not sure exactly what the terms of those contracts would be, but I know the areas that it might be, and that would be for demonstrations or innovative kinds of programs where numbers would not necessarily be the only outcome, where economic development kinds of projects would be tied in, and small business development along the lines of junior enterprise or the like might be possible with earned income able to be put back into the program for the purposes of furthering the program, therefore not necessitating an increase in Federal dollars, but generating private sector dollars.

I'd like to also encourage the Congress to relax some of their constraints against involvement of youth with the private sector entities, except through the use of on-the-job training. We find especially in large corporations—A. T. & T. notably—they are interested in helping, but are not interested in on-the-job training because they feel that they do not incur additional training costs, or extraordinary training costs. So, therefore, we're missing an opportunity as a result of being unable to use them except in the OJT capacity, for them to meet youth and become acquainted with them as a group, and for youth to be exposed to the real world of work.

The CHAIRMAN. I wish we could continue our discussion, but if there are supplemental thoughts they would be part of our record of this hearing and be very useful to all our members.

And I therefore will get to the mayor of Perth Amboy well beyond the appointed time. Mayor Otłowski.

You're a master of synthesis. So I'd like to be able for you to bring your wisdom to us most effectively.

Thank you very much.

Mr. ESPADA. Thank you, sir.

The CHAIRMAN. I know you had something further.

Mr. GONZALEZ. I'll submit it for the record.

The CHAIRMAN. Thank you very, very much.

All right. We will come to order.

I know, Mayor Otlowski, you've been here through all of the hearing, and you know that it was important to us to hear all of our witnesses; and I appreciate your being in attendance and being part of this all the way through.

Mr. OTLOWSKI. Well, as a matter of fact, I want to remain to catch as much of it as I possibly can, so that it inures to my general education. There's no question about it, it was very informative.

Of course, it's a great delight for me to be with Freeholder Director Molyneux; and in the brief time that we had this morning we were able to exchange some thoughts and some ideas.

Senator, before I testify to the core of this particular hearing I just want to tell you—you're probably not aware of how grateful we are to you, that is the city of Perth Amboy, for the many, many things you have done for the city, particularly in these last 2 years since I've been the mayor.

I think that Freeholder Molyneux would be the first to recognize the importance of your office and the importance of your efforts with our public works project, which is over a million dollars. And there's no question about that. You were a very, very important instrument in that project.

Our police headquarters, which is running another million dollars—you, again, were a very important part of that.

The fact that our neighborhood health program was in great jeopardy and probably would have gone by the boards if it hadn't been for your help.

Again, our community development program, for example, has had not only your interest, but I like to believe your sponsorship, and the fact that that has survived. To a great extent, it is to your credit.

I could go on with a whole litany, Senator, of what you've meant to this city, so that when you come here today—and I haven't had the opportunity to see you for a long time, with the exception of my conversations with your staff or Fred Mazurek talks to your people over the telephone or we send telegrams or we send letters and your response is immediate—so that when you come here today it's not only to be welcomed, but it's also to be praised.

I have yet to meet a politician who doesn't like to hear that particular facet of community relations, so that it's a great delight, it's a great delight to see you and express our thanks to you.

The CHAIRMAN. It's heart-warming indeed, and it's been obvious over the years how much I enjoy being in Perth Amboy, being in the county of Middlesex, and to return to see the results of the dedication we share in meeting human needs. Again, this has been the greatest pleasure any person in public life can have.

Thank you very much.

**STATEMENT OF HON. GEORGE OTLOWSKI, MAYOR, PERTH AMBOY,
N.J.**

Mr. OTLOWSKI. It's a great delight to have you, Senator. Senator, you know I'm restricted in my thinking—and that could be good or bad. I'm in an entirely different position than you, because you have a responsibility to the State and you have a responsibility to the country.

But when I look at the program that we're discussing here today, I look at it from the point of view primarily of Perth Amboy—and maybe I go a little further and take in some of Middlesex County—so that whatever I say or whatever I suggest will be far different from the way this problem is treated throughout the country.

First of all, even in New Jersey, as small a State as it is geographically, there is no comparison between Perth Amboy and Jersey City; there is no comparison between Perth Amboy and Newark; there is no comparison between Perth Amboy and Camden. Those cities have problems that are peculiar to themselves, and their approach of course has to be different than that in Perth Amboy.

Many of the big heavy industries left Perth Amboy—and, just to refresh your memory: Anaconda Smelting, National Lead, General Cable—they left.

However, in the last 2 years there's been a turning point, and the Anaconda property is now being made ready for American Steel; National Lead, again through the help of your office, with a special Federal program, National Lead, today is occupied by a private entrepreneur who is already developing 80,000 square feet with the help of State and Federal money, and this will mean private employment that will provide jobs for a thousand people, many of them young people.

And, by the same token, the General Cable today is occupied by 14 small industries.

So that the big tract that we have vacant is the American Smelting Refining Co., and if I believe what I want to believe about Texaco and if I believe what I want to believe about Exxon and Shell Oil Co., I think that that tract of the A.S. & R. right to the Outerbridge will be occupied by supportive facilities for the oil companies, which will provide tremendous employment for this whole area.

So what I'm saying here is the fact that, yes, we've gone through a period of great injury, great economic injury, when some of these big industries left. However, we're healing now, and in the last 20 years there's been a great healing process.

I could go on to point out that there are 23 industries that are going to break open very shortly here in Perth Amboy, with the tremendous employment that they're going to offer people who do not have any special craft, do not have any special training, do not have any special educational advantages—but the jobs are going to be here for those people within the next year, as soon as these industries are built and as soon as they're operative.

So that I just point this out to you, that there's a difference between the Newark and the Jersey Cities and the Perth Amboys.

Now, by the same token, that doesn't mean that we don't have young people who are unemployed; because that's the curse of the Nation, the

curse of our economy, that young people indeed are unemployed, and indeed unemployed in great numbers.

I think it would be a mistake to have those young people feel that their whole future depended upon jobs with the Federal Government, that their whole future depended upon CETA.

I'd like to think of CETA, or any other Federal program, being preparatory and being transitional, and serving an immediate need; so I think that in this area here when we talk, for example, of the "great industrial belt" that you mentioned and that Freeholder Molyneux mentioned in this area in the Pascataways, in the Woodbridges, in the Edisons, in the South Brunswicks, where there's been tremendous growth of some of the biggest industries in the country--and it hasn't stopped.

The truth of the matter is that if one company—one company met the problem of transportation, you know, with such simplicity that it ought to shame all of us, and that is Fedders. Fedders employs people and brings them in by bus from Brooklyn every day.

One of my constituents angered me to no end when she told me she was going to move to Brooklyn because it's easier to get a bus to Fedders.

But in any event, Fedders has solved that problem.

Now, I think that some of the other industries in the area are going to solve that problem themselves, when they wake up to the fact that the solution rests with themselves and not with gigantic transportation programs that take great sums of money, and in many instances do not answer the need.

So that I think that, when we're thinking in terms of Perth Amboy, when we're thinking in terms of this area, I think that we have to think differently than we think of some of the other areas of this State that don't have the advantages, don't have the healing process going that we have had for the last number of years.

The big problem, yes, is transportation for our young people, to get people to jobs, today. And the truth of the matter is that that doesn't apply to the poor alone; transportation today is a problem for all workers, because the person who is working in Chevron Oil 9 times out of 10 lives in Woodbridge or Edison, doesn't live in Perth Amboy.

The person who is working in Prudential in Pascataway could very easily live in the Oranges or in North Jersey. So that the whole business of employment today is a problem of transportation, and particularly when you address that to the young people it's more pronounced than ever.

How do we get these young people to the job opportunities that are existing in this county in some of the industries that are developing and have developed? I think that this is one of the areas that CETA could really address itself to; and not to set up transportation programs independent of the industries, but work with the industries to determine what kind of transportation programs can be set up with them.

I think there's a solution there. And the best answer, of course, is what Fedders has done.

The CHAIRMAN: Let me tell you one thing, Mayor, there's going to be a lot of people late to work today. Already, 287 is bumper to bumper; and when you run into foullement weather, as you did this morning

because we came down here at 8:15—they were stalled all the way up. Mr. OTLOWSKI. 287 In the mornings and from 4 o'clock on presents a problem—again, just proving what I said, the people who are working in Middlesex County are coming to 287, going down into Monmouth County, into Ocean County, back home.

This is how mobile people are with their jobs today. And I'm talking about that mobility, too, when you're talking about young people, whether they're people who are deprived or they're people who come from the middle class. The problem today is transportation, getting the person to the job where the work is.

How do you get that person to where the work is?

The CHAIRMAN. That's right.

Mr. OTLOWSKI. And that's one of the big problems.

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The CHAIRMAN. More important here is what you've contributed to your deliberations in the thoughtful process of trying to make our efforts effective, make them work.

I know that some of your thoughts will tie right into our next panel of educators: Charles Boyle, chairman of Middlesex County Career Education Coordinating Council; and David Tyrrell, dean of the Division of Engineering Technology, Middlesex County College.

So, again, I thank you for your masterful presentation. It's been greatly helpful.

Mr. OTLOWSKI. Thank you.

The CHAIRMAN. All right.

Mr. Boyle, superintendent of schools and head of the Middlesex County Career Education Coordinating Council.

You're in the perfect position to make a significant contribution to

(2) as of January 7, 1970, the office retains
removed from the B. Vocational School
A part of the cost of the final amount of that
school should be paid.
As you indicated, I do represent the Middlesex County
Coordinating Council for Career Ed, which is repre-
sents K-12 and postsecondary, and representatives of
industry.

In addition, I'll be representing the school districts
County.

I'm going to summarize my report testimony that
on four points.

The education system that is being developed
to report that CETA students are developing positive attitudes
themselves and work.

CETA must maintain a training component, which
training component which school districts must be
developing positive attitudes and assisting in their education
to work; anti-dropout program to start in September of
summer and midyear as has been experienced.

Concerning employers: employers should be
being selected as a training station, and all employers
years for all employees and supervisors; those employers
years should be an integral part of every CETA program.

This comment was made by a number of preceding speakers, that private enterprise should become more involved in CETA programs. The year-round programs which the private sector could implement, would provide more realistic work experiences in lieu of the summertime work programs that municipalities, such as parks and playgrounds, sponsor.

The CETA programs must be designed to teach skills, attitudes, et cetera—not merely a means to earn money. A classroom or academic component would assist students in the transition from school to work. I cite the SPEDY program which I visited the other day at the Perth Amboy Vocational School, which is highly structured in terms of attendance, getting paid for being present, certainly following the rules and regulations of the school, and the skills that are

required for the job. The program is designed to provide a realistic work experience for students. The program is highly structured in terms of attendance, getting paid for being present, certainly following the rules and regulations of the school, and the skills that are required for the job.

The program is designed to provide a realistic work experience for students. The program is highly structured in terms of attendance, getting paid for being present, certainly following the rules and regulations of the school, and the skills that are required for the job.

The County Career, Ed Coordinating Council has no input into the distribution of CETA funding in Middlesex County. We do have input in the Federal vocational funding; in fact, the County Coordinating Council approves the funding matrix for Middlesex County.

CETA and the Coordinating Council should review all vocational and career ed funding sources. I believe in Monmouth County they are an integral part of the CETA funding.

And, last, the bilingual programs for youths.

A cooperative program must be initiated by the New Jersey Department of Ed, Vocational Division, and CETA to develop better lines of communication with the Hispanic communities, and identify those factors which discourage persons with limited English speaking ability from participating in vocational education.

MIDDLESEX COUNTY COORDINATING COUNCIL
FOR CAREER EDUCATION
97 Bayard Street
New Brunswick, New Jersey 08901

206-6490

Charles A. Boyle, Chairman
Superintendent of Schools
Edison, New Jersey

July 28, 1978

Mr. Harrison A. Williams, Jr.
N.J., Chairman
United States Senate
Committee on Human Resources

Dear Mr. Williams:

I am writing to you regarding the Middlesex County Coordinating Council for Career Education. We are currently reviewing the state of career education in our county and the need for a more coordinated approach. We are particularly interested in the role of the state and local school districts in providing career education to our students. We are also interested in the role of the state and local school districts in providing career education to our students. We are also interested in the role of the state and local school districts in providing career education to our students.

The Middlesex County Coordinating Council for Career Education is a non-profit organization that was established in 1974. Our primary purpose is to coordinate and improve career education in Middlesex County. We are currently reviewing the state of career education in our county and the need for a more coordinated approach. We are particularly interested in the role of the state and local school districts in providing career education to our students. We are also interested in the role of the state and local school districts in providing career education to our students. We are also interested in the role of the state and local school districts in providing career education to our students.

I would like to see the following recommendations of the Coordinating Council and local school districts:

1. The first recommendation is to establish a career education committee in each local school district.

2. The second recommendation is to develop positive attitudes about career education through field trips, shadow programs, and other experiences.

3. The third recommendation is to provide career education to all students, regardless of their ability level. Career education should be an integral part of the curriculum for all students.

Mr. Williams

-2-

July 28, 1978

CETA programs at the 12th grade have a positive impact upon student attitudes and self-image.

CETA programs at the 9, 10, and 11th grades are successful in getting students to return to school for the following school year because students realize they can enroll in CETA programs and earn money.

CETA and school districts should not attempt to initiate an anti-dropout program in February; it is too late. We must begin an anti-dropout program in September or during the summer.

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Mr. Williams

July 20, 1970

More emphasis should be placed on real work

The second issue CETA and Its Relationship to Schools

Now school districts report that during the past two years CETA has improved its management, is more cooperative with the local districts, more responsive to local needs, and their staff people are able to provide more professional assistance

One district reported that their high school CETA programs were more successful than their adult CETA programs

• The third theme: How to Measure Success

Several districts indicated that the success of CETA is measured by the number of students remaining in school, improved attendance, better self-images and positive attitudes about school, jobs, and careers. Many other districts reported that their CETA programs reduced the dropout rate, reduced vandalism and they had fewer crimes in their communities. CETA, one district noted, enabled their students to earn money. With money in their pockets, they did not have to turn to crime as a source of cash.

Mr. William

July 28 1978

It is incumbent upon all Middlesex County school districts to analyze their potential for involvement in projects funded under CETA, particularly those districts with capability in vocational and career education, and act according to their findings. It is important for educators to take the lead in demonstrating their capabilities to impact upon youth unemployment.

The Coordinating Council has no input into the distribution of CETA funding in the County. It would seem feasible for CETA and the Coordinating Council to review all vocational and career funding sources and develop a list of projects that would be funded into the county. The money would be expended wisely, and we should know where we spend.

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The CHAIRMAN. Thank you very much, Mr. Boyle.
Let's go right to Dean Tyrrell, and then we'll see if there isn't a little time. You can appreciate that we've had to condense, and I appreciate the efficiency with which you have presented your very helpful statement.

Your full statement, of course, will be part of our record.

Mr. BOYLE. Yes.

The CHAIRMAN. Dean Tyrrell.

Mr. TYRRELL. Senator Williams and committee staff: My name is David Harrison Tyrrell—I thought I'd throw that in for you, Senator—dean of the division of continuing education at Essex County College in Elizabeth, New Jersey.

Since 1966, Middlesex County College has provided education through a wide variety of programs and services, including both full and part time studies, transfer to 4 year institutions.

Over two third of our full time students are in vocationally oriented programs and teach in all of the major engineering technologies.

We also serve a broad range of continuing education needs. Bilingual and minority groups, women and business and industry.

Recently a large portion of our continuing education services has been occupied with military personnel. The Y III and VI programs have responded to the needs of the population. Middlesex has always been active in promoting leadership both nationally and on a state wide level. Thus we have the opportunity to share our knowledge into the way in which a community institution can help to reduce youth unemployment.

In view of the time constraints imposed on our continuing education testimony to three areas of concern about the relationship between education and work. Our relationship with C.E.I.A. and special problems of bilingual youth.

We see as a major role of the post secondary institution to bridge the gap between unemployed youth and the needs of our employers. We need and demand workers with the right combination of attitudes and knowledge.

We at Middlesex and other institutions are committed to a variety of programs and demonstration projects which have been built. In so doing we have seen the potential of a new approach to education about the problem that we are faced, regarding the unemployed youth.

Many of us are doing things for the disadvantaged and the unemployed, not only in the area of continuing education but in the area of community programs. We are trying to get immediate improvement in the lives of the disadvantaged and the unemployed. Many are not aware that community programs are a part of the solution of the problem. We are changing the approach to the problem, not only in the field of continuing education but in the area of community programs. We are trying to get immediate improvement in the lives of the disadvantaged and the unemployed.

There is a need for a correlation between the continuing education and the employment. Many of our people with low unemployment rates are in the service of the community. It is our duty to see that the unemployed youth are given the opportunity to improve their skills and to find employment.

Therefore, we would like to see a mechanism inserted into CETA and other future similar training programs that will mandate academic support for job skill trainees so as to maximize the participants' chances for success. This academic support can best be provided by community colleges and other postsecondary institutions geared to an open admissions policy and a diverse nontraditional clientele.

In most instances, community colleges have already in place a huge capital investment in learning resources for nontraditional students, resources that can be shared by CETA participants at relatively little cost.

One of the major objectives of the program is to provide job skill training to individuals who are currently unemployed. The program should be designed to provide training to individuals who are currently unemployed and who are interested in entering the workforce. The program should be designed to provide training to individuals who are currently unemployed and who are interested in entering the workforce.

We believe that the program should be designed to provide training to individuals who are currently unemployed and who are interested in entering the workforce. The program should be designed to provide training to individuals who are currently unemployed and who are interested in entering the workforce.

A second problem is that the program should be designed to provide training to individuals who are currently unemployed and who are interested in entering the workforce. The program should be designed to provide training to individuals who are currently unemployed and who are interested in entering the workforce.

By providing training to individuals who are currently unemployed and who are interested in entering the workforce, the program can help to reduce the unemployment rate and to provide individuals with the skills and knowledge they need to succeed in the workforce.

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By providing training to individuals who are currently unemployed and who are interested in entering the workforce, the program can help to reduce the unemployment rate and to provide individuals with the skills and knowledge they need to succeed in the workforce.

We have problems in getting employees to staff programs who are well qualified, who continually are threatened with having their jobs terminated in a very short period of time.

In terms of bilingual youth and unemployment: Middlesex County College shares with many other institutions a significant subpopulation that is bilingual, in our case Hispanics of predominantly Puerto Rican and Cuban origin.

Our experience in serving young Hispanics through CETA, VEA and other programs suggest that a comprehensive approach by one ending youth unemployment fully among bilingual youth has been attacked in a concerted fashion.

These youths are often... First, the need for... Second, the need for... Third, the need for... Fourth, the need for... Fifth, the need for... Sixth, the need for... Seventh, the need for... Eighth, the need for... Ninth, the need for... Tenth, the need for...

Six. The need for... and them... Seventh. The need for... Eighth. The need for... Ninth. The need for... Tenth. The need for...

And... And... And... And... And... And... And... And... And... And...

Testimony

on

Youth Unemployment and the Impact of
Federal Programs on Efforts to Provide
Employment and Training Opportunities for Youth

Mr. Chairman and Members of the Committee:

My name is David H. Tyrnell, Dean of the Division of Engineering Technologies at Middlesex County College in Edison, New Jersey. Since 1966, Middlesex County College has served the community through a wide variety of degree and non-degree programs, preparing both full and part-time students for immediate employment in a two-year institution.

Of over 5,500 is in computer-aided health, science, and engineering.

Initiated in 1966, the program has been successful in providing a high quality education to the community.

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Strengthening the Linkage Between Education and Work

We see as a major role of the postsecondary institution the bridging of the gap between unemployed youth and the world of work. To bridge that gap requires the community college and its postsecondary partners to reach out to employers as well as the unemployed in creating optional conditions for getting young people in the career mainstream.

Employers, however, are not philanthropists. They need and demand workers with the right combination of skills, attitudes, and knowledge. The sale of labor trends toward higher - skilled entry - level jobs and the elimination of low - skill positions need not be recounted here. In bridging the gap between out-of-work youth and jobs, postsecondary institutions need approval so they can establish a positive link in the minds of these young people between education, work and a better life.

In our experience, a community oriented college, we have developed several pilot programs for reinforcing this link. We have conducted, for example, career camps for disadvantaged teenagers that combine self assessment and job counseling with "hands-on" laboratory experiences that let them sample various career fields.

Our success is attributable to the opportunity we give youngsters to experience the realities of a given career, not the myths or preconceptions that may rule it out for them out of their "range of possibilities" but also to the longest aspect of fully exposing them to the

We have, over the past decade, learned a great deal about the problems that youthful participants face in addressing the world of work, problems that our programs and services attempt to address. Many of our enrollees in programs for the disadvantaged and unemployed simply do not know that financial aid, academic remediation, short-term training programs leading to immediate employment, and job-related academic counseling are available to them. Many are not aware that, in many employment areas, a previous history of discrimination has changed to a positive or at least a non-discriminatory attitude.

There is also a high correlation between low academic achievement and youth unemployment. Many young people with low reading and mathematics skill levels simply feel embarrassed at having these deficiencies exposed in a job-seeking situation, and rule themselves out of the employment market. Therefore, we would like to see a mechanism inserted into future CETA regulations that will mandate academic support for job-skill trainees so as to maximize participants' chances for success in training programs. This academic support can best be done by community colleges and other postsecondary institutions geared to an open-admissions policy and a diverse non-traditional clientele. In most instances, community colleges have already in place a huge capital investment in learning resources for non-traditional students, resources that can be shared by CETA participants at relatively little cost.

CETA and the Colleges

Many of us in higher education view our relationship with CETA as one that has great potential for remedying structural unemployment. At our own institution, CETA Title I, III, and VI Programs were last year the largest single grant source category for us. We are currently conducting job-training, academic-skills, public-service, and youth-oriented projects serving hundreds of participants. Our relationship with our prime sponsor is a healthy and cooperative one, but we have observed that such a relationship, under the current law, depends to a great extent on local leadership rather than on its being legislatively codified and assured.

We therefore join the American Association of Community and Junior Colleges and the National Advisory Council and the National Advisory Council on Vocational Education in their recommendation that:

Prime sponsors must be fully involved in the national commitment to provide the structurally unemployed with the training and assistance they need to move into the mainstream, and up the economic ladder. CETA must provide more than merely temporary subsistence and maintenance. In order to honor this commitment, the prime sponsor's plan should spell out in detail how the training program is coordinated with existing, on-going programs and resources at the local and state levels, such as vocational education, community colleges, state employment service, and other activities. Requirements for coordinated planning, similar to the requirements for the coordination of vocational education and CETA contained in the Vocational Education Act, should be included in the new CETA legislation.

Our experience, confirmed by contact with other institutions, has also revealed that other provisions of the existing legislation mitigate against maximal participation by postsecondary institutions. We find, in general, a need for greater flexibility

with regard to programmatic and budgetary regulations to permit institutions with proven capabilities in recruitment, counseling, training, placement, and job development to assume responsibility for all segments of a Title I or Title III program. A second problem area is caused by the 12-month funding cycle and the frequent change in regulations impacting on our programs. We therefore recommend the following legislative and procedural improvements:

1. A strengthening of state and local manpower planning councils to insure a more uniformly effective involvement in CETA planning, implementation, and review. One approach would be to give the planning councils their own staff, independent from the prime sponsor, as suggested by the AACJC.
2. Greater technical assistance and training for prime sponsor personnel to help bring about better understanding of the complexities of employment and training, and DOT regulations.
3. Within the states, more coordination among agencies is needed so that agencies working toward related goals are able to work together productively rather than impose differing requirements on the same groups. To some extent the law already requires this of the State Manpower Services Council. In addition, the 1976 amendments to the Vocational Education Act require CETA membership on the State Vocational Education Advisory Council. However, it does not seem that the mandated goal of a "consistent, integrated and coordinated approach" has been reached.
4. Clearly, the Department of Labor must take a very close look at CETA reporting requirements. Information needs should be rationalized and codified to eliminate all unnecessary repetition, as well as reporting of unneeded information. It could be expected that DOL technical assistance to prime sponsors could be helpful in this regard as well.
5. CETA legislation should be amended to require greater prime sponsor emphasis on training and education. As suggested by a comprehensive AACJC survey, a set-aside or requirement that a certain minimum percentage of prime sponsor funds be allocated to training is one approach.
6. In addition, a legislative change is needed to permit more than 12 months training experience, at least for CETA clients whose basic reading and mathematics skills are so poor that their long-run hopes in the job market are dim. For such persons remedial education plus job behavior skills may be necessary for meaningful entry into the job market.

L 86

7. Somewhat greater flexibility in CETA job training arrangements would seem helpful. A more effective CETA focus on the disadvantaged could be achieved through 1. allowing more training time when needed, including basic skills; 2. administrative allowances to institutions providing training, which would be used for counseling and related services; 3. flexible schedules, including time off, to encourage the psychological transition to the world of work; 4. more effective placement, including arrangements whereby training institutions undertake the task if they are clearly qualified to do so.

8. A mechanism for assuring high priority for refunding of demonstrably successful training programs should be considered. Often, much unreimbursed commitment in staff effort and facilities is invested by participating institutions, as well as the establishing of credibility with employers and disadvantaged communities. In order to retain committed and qualified CETA-related staff at our colleges, we need to be better able to do medium-range planning. A "contract year" independent of the fiscal year would help in this regard.

Bilingual Youth and Unemployment

Middlesex County College shares with many other institutions a significant sub-population that is bilingual, in our case Hispanics of predominantly Puerto Rican and Cuban origin. Our experience in serving young Hispanics through CETA, VEA, and other programs suggests that a comprehensive approach by one agency is more effective than the fragmentation of responsibility for ending youth unemployment. By this we mean that unemployment among bilingual youths has several causative factors that should be attacked in a concerted fashion. These youths are often characterized by:

1. The need for immediate income because they are poor.
2. The need for specific marketable skills.
3. The need for positive role models to offset the impact of the negative models in poverty-stricken environments.
4. The need for job-related basic educational skills in reading, language, computation.
5. The need for a coherent, experientially-oriented contact with the opportunities open in the world of work, rather than menial, dead-end makework jobs.
6. The need for a structured development of positive attitudes toward themselves and their involvement in the employment mainstream.
7. The need for development of organizational and self-discipline skills demanded by the employment market.
8. The need for specific knowledge about educational

and training options, including the financing of these options, so that they can actualize their aspirations.

We also urge that greater national attention be given to not only to evaluation but also to determination of the results of programs such as ours, so that re-evaluation is facilitated and potential failures are minimized. Not only are ineffective programs wasteful of taxpayers' money and damaging to the credibility of all agencies involved, but their negative effects on the human beings who share in those failures as participants are too great to be permitted. This is especially important in the area of bilingual programs, since their target population faces a multiplicity of handicaps that have thus far resisted definite solutions.

The CHAIRMAN. Excellent. Under the youth employment and training program of the new Youth Act, 22 percent of the prime sponsor's funds are earmarked for expenditure only under an agreement with local education agencies—elementary and secondary public schools.

What kinds of services and other activities are you being afforded under those agreements? Can you tell me what the experience has been, Mr. Boyle?

Mr. BOYLE. I mentioned two. The vocational schools are involved with the SPEDY summer program and medical secretaries program.

A number of school districts, about nine districts, are involved this summer with the SPEDY program.

I would indicate that because of the time lines—about a year ago—and the priorities—New Jersey, as you know, has been going through an overhaul of its school system, commonly known as "thorough and efficient education"—and in terms of priorities, I think, and possibly communication problems, school districts did not opt to go into an extensive program with CETA.

However, in the few that have, there have been positive results after the shakedown, so to speak.

Mr. TYRRELL. The community college has a number of CETA programs. We have training programs in five different areas—three of them happen to be in my division, are the ones I'm most familiar with. One is a small systems computer operator, another is a machine operator.

We have programs in the secretarial area, as distribution clerks and accounting clerks.

These programs are moving forward very effectively and have very good placement records.

In addition, we're running this summer an interesting program called SITT (summer in the technologies), which provides information and hands on experiences for students or for disadvantaged youth in the area, in helping them select careers and career opportunities that are realistic for them; that are of interest to them; and in overcoming barriers that they face and in changing their attitudes toward many of these technically oriented areas as being too difficult or closed to them because of their race, et cetera.

The CHAIRMAN. Could you explain to me what we've done to you with this act that went into effect in October—which doesn't mention community colleges?

Mr. TYRRELL. It's been a problem, Senator.

The CHAIRMAN. And then, how it develops and with whom you develop your community college effort under title IV programs—they're title IV programs, right?

Mr. BOYLE. We have a working relationship now—are you talking about the secondary schools in Middlesex County with the community college?

The CHAIRMAN. I am confused about what attitude you have with our new program under the Youth Employment and Training Act, YETP. You can't pronounce the acronym, but that's it.

Twenty-two percent of a prime sponsor's funds are earmarked for expenditure only under agreement with local education agencies—that's you, Mr. Boyle, right?

Mr. BOYLE. Right.

The CHAIRMAN. And—

Mr. TYRRELL. Is it my understanding that excludes Community colleges?

The CHAIRMAN. The provision doesn't mention the community colleges.

That's why I'm wondering what have we done here, whether we've shut out an opportunity.

Mr. TYRRELL. Well, certainly, we have a multimillion-dollar plant, and we have a great deal of experience with all sorts of nontraditional kinds of clientele. We have a proven track record that's respected by industry, by all local business and industry—in terms, not only of training individuals for immediate employment—over two-thirds of our students are in those kinds of programs—but also in placement, in counseling, in recruitment.

And being excluded from those programs by not being in the definition of an LEA is a significant difficulty for us, as far as we're concerned; and I think it's a real difficulty in making use of our facilities and services for CETA.

The CHAIRMAN. So, where you are involved is directly with the prime sponsor under the four titles of CETA; is that right?

Mr. TYRRELL. That's correct.

The CHAIRMAN. Then, there's a missing link, in your judgment.

Do you share that view, Mr. Boyle?

Mr. BOYLE. Yes, I'm not competing with the community college: I'm speaking for the school districts.

But I would emphasize that due to the lateness of the act and the implementation of the program—I mentioned in my opening remarks following Mayor Otlowski that we have an outstanding vocational school system in Middlesex County, a good track record in terms of job placement, about 98 percent.

Mr. TYRRELL. That's right.

Mr. BOYLE. And yet, we have approximately 100 students since January in the vocational training program.

I think it was because of the time-lines last fall, plus the communications problems which I cited in my testimony.

The comprehensive high schools, K-12 districts, they have not opted for these programs again, because of priorities and a communications problem.

I did mention that school districts who have this capability should pursue this area. So, we're not—I think we've been satisfied, both of us—we're not competing with the county colleges.

Mr. TYRRELL. One of the interesting things about this county is the level of cooperation between the county college, the vocational education portion, in terms of vocational schools, and the public school systems. I think our career education coordinating council is evidence of this, and also we have joint programs with the vocational school system and the county college.

Mr. BOYLE. Dean Tyrrell is a member of the county coordinating council.

The CHAIRMAN. Is there a possibility here that, because of these limitations, and also the limitation under law, that part of that money that could be available is not being used?

Mr. TYRRELL. Possibly, in certain cases, with the facilities that are sitting there, the capital investment that is already there, they're not

being used as efficiently and effectively as they might be, if you exclude the agencies like the county college in that department.

The CHAIRMAN. Now, here you have a situation where you are geared up to bring educational opportunity into the area. A lot of the comprehensive schools do not feel geared up.

Mr. BOYLE. With the exception of the vocational school.

The CHAIRMAN. Vocational, yes.

I will bring this to the attention of the original sponsor of this 22-percent provision for local schools, Senator Javits. I will bring that to his attention.

Maybe we can make that earmarking more realistic.

Mr. TYRRELL. This is particularly important now at a time when college enrollments are being flattened out, so that the space is beginning to become available, and it will become more available probably in the future.

The CHAIRMAN. Yes.

Mr. TYRRELL. The duplication of our facilities and services just doesn't make sense from an economic point of view.

The CHAIRMAN. You have your physical location in the community colleges close to—

Mr. BOYLE. The center.

The CHAIRMAN [continuing]. One of the most dynamic commercial industrial centers of not only our State but even the Nation.

Mr. TYRRELL. Yes, sir.

The CHAIRMAN. You have on campus a lot of job opportunities.

Mr. TYRRELL. We certainly do. We have employers coming in two times a year to recruit our students on campus.

The CHAIRMAN. Yes.

Mr. TYRRELL. Our job placement is excellent, and industry, you know, looks to us for employees.

The CHAIRMAN. Let me just ask one final question.

We were talking about the transportation problem for job opportunities, realistic job opportunities, which is severe with industry going out, way out, on the interstates.

Here we have a different situation. And, yet, you probably need an automobile to get to your college.

Mr. TYRRELL. Well, to a certain extent, we do have some public transportation. We do have buses from Perth Amboy, I believe from Woodbridge, and from New Brunswick, on a fairly regular schedule into the college; in addition to our automobile transportation, which is certainly the majority.

The CHAIRMAN. Well, this gives me a lot to take back and feed into our legislative operation. I think perhaps we will see some improvements.

Mr. TYRRELL. I might make one quick aside. George Otlowski, who was sitting here, when he was Freeholder director, was probably one of the people who was primarily responsible for the starting of Middlesex County College. It was a pleasure to follow him.

The CHAIRMAN. It was a pleasure to address the director. I remember it with the greatest pleasure—a fabulous institution.

Mr. TYRRELL. Thank you.

The CHAIRMAN. We lamented the departure of the arsenal, but in retrospect—

Mr. TYRRELL. It was a good move.

The CHAIRMAN [continuing]. It was a great meeting, yes. Now, as anchor and pull-it-all-together, those who have the most intimate and personal experience; our youth program enrollees: Charlene Sims, Cathy Jasmin, George Cruz, Zoromae Glenn, Deborah Oglesby, and Gil Fox. We know that this panel of participants have been part of the audience until now, and now you're front and center. I wish the cameras were still here, but they've gone on. It would be a good story, a good pictorial study for television—maybe they caught you, though. The camera roamed. I see.

Now, shall we start with those who are closest to the microphone here? In your own words you can give us your view of what your experience has been under the program, and what we're talking about here today.

George Cruz, you've got the microphone right in front of you. Pull up close to that microphone and just tell us what it's all about.

Mr. Cruz, I don't want to talk. Let somebody talk first and I'll talk after.

The CHAIRMAN. All right. You want to come second or third?

Mr. Cruz. Yes.

The CHAIRMAN. All right.

Who would like to volunteer to just give us in your own words in a very relaxed way what being a part of this program has meant. Maybe you want to say what you're doing in the program, what you hope to acquire in the program, what your ambitions are after your training is over, or your activity is over.

How about you, Gil? You like to speak up. You were kind enough to ask me "how's the wife and the kids?" when we met today.

STATEMENT OF GIL FOX, CETA SUMMER PROGRAM, OLD BRIDGE, ACCOMPANIED BY CATHY JASMIN, CETA TRAINEE, NEW BRUNSWICK; GEORGE CRUZ, YCCIP PROJECT, NEW BRUNSWICK; DEBORAH OGLESBY, CETA TRAINEE, NEW BRUNSWICK; CHARLENE SIMS, MEMBER, YOUTH ADVISORY COUNCIL; AND ZOROMAE GLENN, CETA TRAINEE, SOMERVILLE, A PANEL.

Mr. Fox. Yes; I'm an Old Bridge resident for 8 years, and I've been working for CETA this year, not last year, but 2 years previous, also.

CETA to me has always been a great help when employment has become a problem, and it is in our community because we are mostly a suburban and rural district, and thus we aren't very centralized as far as business is concerned.

Mostly my work this year has been very good, because I'm working with the engineering department in our township, doing architectural drawings—which is something I can actually write down in my transcript and which I can use for college, as far as that is concerned.

In this way, I believe CETA is helping me a lot. As far as my future, I plan to go to college after I graduate from high school. I will be a senior this coming September.

As far as I'm concerned, CETA has fulfilled its requirements on a Federal level thus far, and it's really done a good job as far as employing young people in our community.

The CHAIRMAN. Your employment then is through the municipality in Old Bridge?

Mr. Fox. Yes.

The CHAIRMAN. And you're in the city hall there?

Mr. Fox. Yes; I'm in the municipal center.

The CHAIRMAN. And what are your ambitions now? What year are you in school—your senior year?

Mr. Fox. I'll be a senior this September.

The CHAIRMAN. And your ambitions are what?

Mr. Fox. I plan to be some sort of architect or commercial designer—in art or commercial art—free-lance art.

The CHAIRMAN. This is your second summer?

Mr. Fox. This is actually my third.

The CHAIRMAN. Third?

Mr. Fox. Third year working for CETA.

The CHAIRMAN. Did you have that ambition when you started under the CETA program 3 years ago?

Mr. Fox. Yes; I had, although a position wasn't available for me to actually acquire some training in that area.

The 2 previous years I had been doing maintenance in the schools; you know, maintaining lawns, and the interior of the school, making sure everything's presentable in the form of desks, and the building as a whole.

The CHAIRMAN. And then you advised the director of the program that you would like to move into this other area of drafting?

Mr. Fox. Yes. They always had given us an opportunity—if you had any special talents or skills—for review so they could put us in something that might help us in the future. Positions aren't always available which will prove useful, or that we can actually write down for credit, gain some knowledge, and put it to use in the future.

The CHAIRMAN. How many are in the program at Old Bridge?

Mr. Fox. I don't know the actual number, although there —

The CHAIRMAN. Take a guess.

Mr. Fox. I'd estimate at least 200, possibly.

The CHAIRMAN. And you know them? You talk with them?

Mr. Fox. I do. My sisters also—my two sisters are also employed.

The CHAIRMAN. What do you interpret—how do you evaluate their feeling about this opportunity that they're receiving under CETA, summer employment?

Mr. Fox. Well, everyone is really glad to have an opportunity to keep busy for the summer, and also to have some money—because it's very important as students to have some money for use in school, and socially in the summer.

And, all in all, everyone really appreciates the opportunity to be employed in this respect.

The CHAIRMAN. What are your wages?

Mr. Fox. Minimum wage. I believe it's \$2.65 or \$2.80 an hour.

The CHAIRMAN. Excellent. Thank you very much, Gil.

We'll go from Mr. to Ms.—Cathy Jasmin. Where are you located, Cathy?

Ms. JASMIN. New Brunswick. I'm at the youth incentive program at the Urban League.

The CHAIRMAN. I see. Your sponsor, then, is the Urban League; and your employment is, where? At their center?

Ms. JASMIN. Yes.

The CHAIRMAN. What kind of activity are you doing, and what are your ambitions?

Ms. JASMIN. Well, the program assists participants in entering—like for us to make decisions as to what occupational field we want to enter as a career, in job placement, and they have work counseling and selective opportunities to research into interviewing processing, dealing with people individually, and setting up appointments for interviews.

The CHAIRMAN. Then you work in the office and you help other people.

Is this a full-time activity for you?

Ms. JASMIN. No; I'm a trainee. I'm in the program, and it's called the youth incentive program.

The CHAIRMAN. How about your academic education? Are you finished? Have you graduated?

Ms. JASMIN. Yes, I have; from New Brunswick High School.

The CHAIRMAN. When did you graduate?

Ms. JASMIN. 1975.

The CHAIRMAN. And how long have you been at the Urban League program?

Ms. JASMIN. Well, I just started this year.

The CHAIRMAN. What did you do after high school, from 1975 until you entered this program?

Ms. JASMIN. I was in a program in high school and other times I was working.

The CHAIRMAN. And what are your career ambitions?

Ms. JASMIN. Secretarial.

The CHAIRMAN. And is this activity at the Urban League helping you—

Ms. JASMIN. Yes.

The CHAIRMAN [continuing]. In this direction?

Ms. JASMIN. Yes, they're helping me—more personally with myself, you know, talking with the other people, interviewing processing, and as an individual, so they help prepare ourselves for going out for interviews, and doing research for occupations, so we can really see what we want to do in the future.

The CHAIRMAN. Do you have the skill training there at the Urban League, secretarial skills, typing and dictation?

Ms. JASMIN. I don't have dictation or shorthand, but other than that I have the basic secretarial skills.

The CHAIRMAN. How long will you be in this training program Cathy?

Ms. JASMIN. Well, right now, until I find a job at the end of the year.

The CHAIRMAN. You entered when?

Ms. JASMIN. This year.

The CHAIRMAN. I mean when this year?

Ms. JASMIN. Well, 2 months, 3 months ago.

The CHAIRMAN. Do you feel prepared now to go into these jobs?

Ms. JASMIN. Yes, I do.

The CHAIRMAN. And you're anxious to?

Ms. JASMIN. Yes, I am.

The CHAIRMAN. You know who really runs the program, those who are called the secretaries. Good luck to you.

Now, are you ready, Cathy?

Where do you live, George?

Mr. CRUZ. Carteret.

The CHAIRMAN. You're working and training in New Brunswick?

Mr. CRUZ. Yes.

The CHAIRMAN. A lot of things are happening in New Brunswick.

Mr. CRUZ. Yes. I see a lot of things are happening.

The CHAIRMAN. Are you glad the Route 18 question was finally solved and settled?

Mr. CRUZ. Yeah.

The CHAIRMAN. You know, that was a long struggle to establish the missing link. You had Route 18 and Route 18 and no bridge. You know, it promises great development and new enterprise and new activity, new jobs, great new things for New Brunswick. What is your job? What do you want to be?

Mr. CRUZ. I want to be a carpenter.

The CHAIRMAN. An honored profession, one of the first, as you will recall.

Mr. CRUZ. See, I had no skills, and I needed more training. I want to keep going for more training like this. I want to keep a job like this, you know, because I like the job.

I'm getting a little bit of training, but it ain't going to be for long.

The CHAIRMAN. How long have you been in this program, George?

Mr. CRUZ. About 3½ months.

The CHAIRMAN. And how long is it—you're in part of the rebirth of Brunswick renovation project, right?

Mr. CRUZ. Yeah.

The CHAIRMAN. House renovation?

Mr. CRUZ. Yeah.

The CHAIRMAN. Working on

Mr. CRUZ. Houses.

The CHAIRMAN. Rehabilitating houses?

Mr. CRUZ. Yeah.

The CHAIRMAN. Great.

And how long can you stay in this work and training?

Mr. CRUZ. Well, I would like to stay longer, but the program isn't going to last that long, because it's only going to last until September 30.

The CHAIRMAN. When?

Mr. CRUZ. September 30. So, you know, I still need more training, mostly to learn more skills.

The CHAIRMAN. While the program provides for a year of what you're doing, evidently the program you're in now is going to end in September; is that right?

Mr. CRUZ. Yeah.

The CHAIRMAN. All right.

Mr. CRUZ. You know, I want to keep going because I want to get more experience on the job. I got a little bit of experience, but I still need more training and more skills to work, and I want to learn more about it, you know.

The CHAIRMAN. How old are you, George?

Mr. CRUZ. Seventeen.

The CHAIRMAN. And in school, what is your high school situation?

Mr. CRUZ. I dropped out when I was in eighth grade. I graduated

from eighth grade, I went to high school. From there, I didn't go no more, you know, so I was supposed to be going to another school to be trained. I didn't get to that school to be trained, so now I just came to this program. In this program, I learned more. I've been training really good.

You know, I want to keep training myself. I want to get more training, more experience on the job—people's houses, home repairs, things like that. I'd like to train myself. You know, I want to keep on doing it.

The CHAIRMAN. Is there any opportunity now for you to finish your high school education?

Mr. CRUZ. Yeah. We're taking YCCIP for credit toward a diploma, you know. But still, it isn't long enough. You got to have more time because, really, you know, we don't have too much classes.

The CHAIRMAN. All right.

Now, just give me a typical day when you're learning both the occupation, the trade of carpentry, and also doing some of the work for your certificate of high school.

Mr. CRUZ. Yeah, both.

The CHAIRMAN. You're doing them together.

When do you get to school on a typical day when you go into the classroom to work?

Mr. CRUZ. I have my classroom in the afternoon, 2 hours for math, 2 hours for English. that's about it. The other days, you know, we go out to work on people's houses, for home repairs in the day, you know, like that.

The CHAIRMAN. Where do you go for your 2 hours of schoolroom work?

Mr. CRUZ. MCEOC, inside the MCEOC in New Brunswick. We have the classes there.

The CHAIRMAN. Not at a regular school, but at the project?

Mr. CRUZ. Yeah.

The CHAIRMAN. I get it. Do you like the track you're on now?

Mr. CRUZ. Yeah, I like it. I want to—

The CHAIRMAN. Do you feel some real hope that you'll be able to work and have a better future in a job?

Mr. CRUZ. Yeah. I just want to keep going for the job because I like the job, myself, you know—it's one of my best jobs.

The CHAIRMAN. I see. Excellent. Now, looking ahead to September when this particular project will be finished, what are you looking for to continue? You say you want more training. Where are you looking to see if there is more training?

Mr. CRUZ. I don't know.

The CHAIRMAN. You don't know?

Mr. CRUZ. Unless I keep on with it, stay with the same people—you know, but if I stop once then, I can't find another job the same as it was, you know.

The CHAIRMAN. Have you talked to any of your supervisors about the problem you see when September comes for you?

Mr. CRUZ. Yeah, I talked to my counselor.

The CHAIRMAN. Has he been in a position to help you and give you some good advice?

Mr. CRUZ. He gave me advice.

The CHAIRMAN. What?

Mr. CRUZ. He told me I still need more training. That's what he told me, you know. Without more training—you know, I only had it for a couple of weeks, that was it.

The CHAIRMAN. So you don't know of any place you can go for more training after September?

Mr. CRUZ. No.

The CHAIRMAN. I would suggest that within the occupation and trade of carpentry there are apprentice programs and I would recommend that you suggest to your counselor that maybe together you should look at that. There are apprentice programs.

Mr. CRUZ. Yeah.

The CHAIRMAN. Have you heard that word, "apprentice"?

Mr. CRUZ. No.

The CHAIRMAN. You have not.

We better have someone give you a call. We'll do that. There's John Molinari behind the pipe; he knows. He's a part of our Senate staff operation in New Jersey.

You got that, John?

The apprentice program is basically run through the union—are you opposed to unions? [No response.]

The answer is "No." [Laughter.]

But, really, I'd like to follow this one all the way through, because quite frankly, if my house were tumbling down, I'd like to have you there putting it back together again. You look good to me, very good.

Now, we will take volunteers. Deborah?

The CHAIRMAN. Now, Deborah, where do you live? Let me see—you live in New Brunswick, too.

Ms. OGLESBY. Yes.

The CHAIRMAN. And are you through high school?

Ms. OGLESBY. Yes.

The CHAIRMAN. When did you graduate?

Ms. OGLESBY. Last year, 1977, from New Brunswick High.

The CHAIRMAN. And what did you do after you graduated from high school?

Ms. OGLESBY. I was looking for a job, but I couldn't seem to find one until I came to MCEOC, and they found one for me.

The CHAIRMAN. How did you learn of the Middlesex County Economic Opportunity Corp.? Did they find you or did you find them?

Ms. OGLESBY. I found them.

The CHAIRMAN. How long have you been under part of their activity?

Ms. OGLESBY. Four months.

The CHAIRMAN. And you're at one of the hospitals?

Ms. OGLESBY. Yes. I'm working at St. Peter's Medical Center, and I work in food service, and I would like to become a dietitian.

The CHAIRMAN. Very good. Let's not talk too much about food; I'm very hungry right now, and you'll make it more painful.

But you like this activity? Does it give you a lot of enthusiasm, this kind of activity and work?

Ms. OGLESBY. Yes; it does.

The CHAIRMAN. All right.

How long will you be at the hospital under the sponsorship of the MCEOC program?

Ms. OGLESBY. Well, after 6 months, they're planning on hiring me back.

The CHAIRMAN. They are.

Ms. OGLESBY. Yes.

The CHAIRMAN. Oh, I see. Who's going to hire you back full time, the hospital?

Ms. OGLESBY. Yes; the hospital.

The CHAIRMAN. Oh, I see.

In other words, your employer right now is the Middlesex County Economic Opportunity Corp.

Ms. OGLESBY. Yes.

The CHAIRMAN. And your work is an assignment to the hospital?

Ms. OGLESBY. Yes.

The CHAIRMAN. After 6 months you feel that the hospital will be your employer?

Ms. OGLESBY. Yes.

The CHAIRMAN. Well, that is the hope that people like you will find this opportunity for regular employment, continuing employment, that you will like. If you like it, you're all right.

Ms. OGLESBY. Yes.

The CHAIRMAN. Excellent. I'm glad you came over.

I want to thank you all, for the way you're coming here today. Those of us who believe in this effort like to know how it's working. We developed these programs and we're now seeing how they're working, and you're good evidence that our hopes are being realized. You're realizing our hopes for the program.

Now, Charlene, will you tell us your experience?

Ms. SIMS. My name is Charlene.

The CHAIRMAN. Where are you from?

Ms. SIMS. New Brunswick.

The CHAIRMAN. I see.

Ms. SIMS. I work for the New Brunswick Community Development sponsored by CETA. My title is administrator.

I have just completed my senior year in school, and I want to continue my education. I will go to college to study for a business administration.

The CHAIRMAN. You've been administrator at college?

Ms. SIMS. Morgan.

The CHAIRMAN. And how long have you been part of the Advisory Council?

Ms. SIMS. A year.

The CHAIRMAN. Do you think it's important to have someone, one of the youths, on the Advisory Council to give advice and making observations?

Ms. SIMS. I learned a lot. I see how they communicate together, how they accept proposals, and what they have to go through to be accepted. I met a lot of interesting people and went to a lot of interesting places. They took us on some tours of some very interesting places.

The CHAIRMAN. What are your impressions, Charlene?

Ms. SIMS. I want to work for a big company, and I want to be a business administrator. I work for the YEP office, which gives out the jobs to the different youths. I'm also a YEP participant.

The CHAIRMAN. Excellent.

Now, Zoromae, would you tell us about yourself and where you're a participant in the CETA program? You're a neighbor of mine—I didn't know that until today.

Ms. GLENN. I'm a neighbor of yours?

The CHAIRMAN. You live in the same county—Somerville. I'm just a few miles away in Bedminster.

Ms. GLENN. I wish I did, but I'm from New Brunswick.

The CHAIRMAN. Oh, I see. You're there by day, but go back to New Brunswick for residence—is that it?

Ms. GLENN. No.

The CHAIRMAN. Well, have we got you—

Ms. GLENN. I'm in New Brunswick.

The CHAIRMAN. Well, we got you in Somerville—

Ms. GLENN. I'm from New Brunswick.

The CHAIRMAN. Well, that's our loss. I'll tell you, it's a nice county too. But, I found Middlesex County more hospitable to me—you see, I'm a politician.

You all employ me, more people want me to be employed in the county in Middlesex than in Somerset. [Laughter.]

All right. Now that we have relocated you, what is your activity?

Ms. GLENN. I'm a trainee at OIC, and I'm a—there's no special work but I'm doing reports now.

The CHAIRMAN. I see. What are the subjects?

Ms. GLENN. The subjects there that they teach?

The CHAIRMAN. They do you research?

Ms. GLENN. Well, I'm looking for jobs for the other students who don't have jobs, like ads in the paper. We look up jobs and get our employment specialists and he telephones the people to get interviews for the students—and myself.

The CHAIRMAN. Have you been successful in locating employment for people?

Ms. GLENN. Yes.

The CHAIRMAN. Very good.

How long are you kept at OIC?

Ms. GLENN. Since February.

The CHAIRMAN. And how long will you remain there?

Ms. GLENN. Until September, and if it stays open longer.

The CHAIRMAN. And then where? After that.

Ms. GLENN. I would like to stay there, I love it there.

The CHAIRMAN. What will be your ambition if you don't stay at OIC?

Ms. GLENN. Oh, I guess I'll go on to college, and I'll enter criminal justice.

The CHAIRMAN. Have you applied?

Ms. GLENN. Yes, I've applied to colleges, and I've been accepted to several colleges, but I haven't, you know, made my choice which one I want.

The CHAIRMAN. Criminal justice?

Ms. GLENN. Yes.

The CHAIRMAN. Is this training you're in now in your work activity, a help?

Ms. GLENN. Yes, very much.

The CHAIRMAN. There are many areas in criminal justice; have you isolated any in particular that you would like to do?

Ms. GLENN. Well, I was thinking about working with juveniles. The work I'm doing now, we're covering office work, and such things as that. A police officer, Lennie Bowman, from New Brunswick, he came and talked to me about it, explaining the things that I would have to do.

You know, he told me that some of the work I'm doing now will help.

The CHAIRMAN. Very good. Excellent.

I met a young lady, she's the assistant prosecutor in Burlington County, and juvenile justice is her work.

It is very, very important to have wise counsel and sensitivity with these young people. People who are having problems might find that there are things they can do to finally eliminate problems in their lives, right?

Ms. GLENN. Right.

The CHAIRMAN. Is that what you want to do, be part of the problem-solving for people?

Ms. GLENN. Well, I can. I'll try to change the world just a little at a time.

The CHAIRMAN. Very good.

Now everybody has spoken, and it's 12:15. I told you that you would be able to leave at quarter to 12.

You don't mind that extra half-hour, do you? It's overtime. When you get back to work, say you're entitled to overtime. [Laughter.]

(Cross)

Mr. ASKIN. I have one thing to say about the program. The program helped me in preparing myself for interviews with people.

But I think that there should have a job placement service for the people that are in the program, to help them find jobs; and day care center for those who have children and have problems finding baby-sitter to enter the program.

And they should have some kind of educational benefits within the program.

The CHAIRMAN. Education is an important part of the program.

We discovered that with George. He would like to have more, both occupational training and classroom training that you need and that you haven't received.

Mr. ASKIN. Right.

Ms. ASKIN. I also think they need job placement service.

The CHAIRMAN. Job placement service?

Ms. ASKIN. Yes, because here in the program they prepare you, in the program that I'm into—first they help you select what career you want to get into, then they help you with processing—like preparing yourself for interviews and research—but, after that, looking for a job, it's not very easy with my qualifications that I have.

So, like, I'm looking on my own—and they're helping me a little but I haven't gotten any satisfaction from that.

The CHAIRMAN. Thank you very, very much.

This concludes our hearing, which has been very, very productive and instructive. We will include in the record at this point additional material submitted by persons absent.

[The following was subsequently supplied for the record:]

OFFICE OF THE MAYOR



JOHN J. CASSIDY
MAYOR
1 MAIN STREET
WOODBRIDGE, N. J. 07095

COMMENTS BY WOODBRIDGE TOWNSHIP
MAYOR JOHN J. CASSIDY BEFORE THE
HUMAN RESOURCES COMMITTEE OF U.S.
SENATOR HARRISON WILLIAMS

Monday July 31, 1978

9:00 A.M.

Perth Amboy, New Jersey - City Hall

Mr. Chairman, my name is John Szilagyi. I am the Assistant Business Administrator for the Township of Woodbridge in the State of New Jersey. I am here to present the prepared statement of John J. Cassidy, Mayor of Woodbridge Township who regrettably is unable to appear in person due to prior commitments. Following is Mayor Cassidy's prepared statement:

Almost 300 economically disadvantaged Woodbridge Township youngsters between the ages of 14 and 21 are gainfully employed this summer thanks to the federally funded 1978 Summer Program for Economically Disadvantaged youths (SPEDY).

Since 1966, this current program and the former federally funded Neighborhood Youth Corps program has provided job opportunities for over 5,000 economically disadvantaged youths in the Township of Woodbridge.

Mayor John J. Cassidy

Page

The community service jobs under this program are designed to provide participating youths with meaningful supervised training, opportunities to earn income needed for post high school study and for work experience necessary for employment after graduation.

Assignments include secretarial duties in various administrative offices, library assistants, mail and telephone services, Police Department traffic control, counseling, public building and grounds maintenance. Under the guidance and interest of job site supervisors, enrollees are afforded the opportunity not only to learn marketable job skills, but also self respect and a sense of belonging that are musts for good citizenship.

It is the hope of my Mayor's Office is to give the youth of Woodbridge Township continuing encouragement and assistance to develop job skills for future employment. The success of the Woodbridge Township portion of the SPEDY program is evident and we strongly urge the continuation of this youth corps.

Respectfully submitted,

John J. Cassidy
Mayor of Woodbridge

Help Ourselves



CENTRAL NEW JERSEY

OIC

Rev. Leon Sullivan
Founder, National
Chairman of the Board
OIC's of America

William J. Brown, Jr.
Chairman, Board of Directors
OIC

(201) 256-1988 89

Gerald M. Haven
Executive Director

July 6, 1989

Dear Mr. Brown: I am pleased to hear that you are interested in the OIC's of America and would like to know more about the organization. I am sure that you will find the OIC's of America to be a very worthwhile organization.

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I look forward to hearing from you again. Sincerely,
Gerald M. Haven

Gerald M. Haven

When I first arrived at C.I.C., I was very disappointed in the place, I expected a much better building, not the basement of a Church. The day I was hired it was kind of different. There were very few people. They kept saying, "We're a family!" As time went on more students came in, and it really did become a big family. We didn't have all the equipment we needed, but Karen Griffiths, a determined teacher, provided books, papers, and other things that were needed. I received a lot of help which was, and is needed. We all came to C.I.C. because we were high school drop-outs or the school we were attending was not fulfilling our needs. C.I.C. is an opportunity. It fulfilled my needs and expanded my mind. I really want to thank Karen for her patience and understanding with a lot of the students. Most of the students and I are going to get our GED by the end of the program. She has started our work proving our reading, math, and science skills. We average when we started the program. Some of the students who have left the program have good jobs to cause them to leave. Reading and math levels were raised in the program. The training also shows what they need to know that will be helpful to them in the future because the staff at C.I.C. has the knowledge to help us.

One student who dropped out of school was I couldn't take any more. I had a very bad family problem, which did not help me any. I grew up in a family where there was no respect for me. I didn't want to go to school. Most people think there is no hope for a high school dropout which is true. But when you go to C.I.C. you can make it. C.I.C. helped me through a lot. There is a special help at C.I.C., and without it some of the students and myself would be back on the streets. Mr. Carroll Thomas, the Instructor Coordinator, has become my friend, and has helped me many times. Mr. Thomas, as far as I can see is a dedicated man, which is needed. A lot of students who are still in school are because of a friend.

Mr. James, as my Social Studies Specialist, has been very helpful. He has also come to my aid many times. James got me a job in Chicago, which I thought I was ready for, but I got fired because of my tardiness and (1) didn't know which way to go. I really got my start by C.I.C.

There have been times when the staff has helped myself and others through our ups and downs and it's really hard to look at yourself and not know who you are and where you are going in life. Most of the students are able to see half of the side of reading. A lot of students are still in school because of the appreciation.

When I was in school I had a lot of problems getting it together. There was always a lack of help or the teachers never responded to my needs. There were many students in the same situation as myself, and all of this led to skipping school, skipping classes which would lead to suspension. It was all because of a lack of help. There was never any aid really. Everything was on the students.

All of the students here at O.I.C. get special attention. The special counseling helps the students and staff to get to know each other. I feel that this program has done a lot for me and others. The lessons which are being taught are "Self-awareness" and "Self-development". The lessons are really needed, but half of the students don't know who they really are and what they want out of life. I have been in this program since the beginning and I needed my brain to expand. Slowly but surely I learned things old and new!

The kind of job I would have liked was being a Police Woman. That my dream would have been fulfilled. Now that I am at O.I.C., it is helping me towards my goal - office and clerical work, talking and meeting different people. O.I.C. really doesn't have a lack of anything. The only real problem that I can think of would be if the program closes down. The students will be in the streets again selling dope, stealing, trying etc... The students are really getting it together for the sake of O.I.C.

O.I.C. hasn't been successful in day care services and medical attention, which are surely needed. Most of the students are black and many are children so that they can't see good enough to read their books. Some students also have hearing problems, or need medical attention, there should be some help for them.

These are some of the answers I received from other students when I asked what they would do if O.I.C. closed up.

COOMIE:

I have two children; if O.I.C. closes up I'll be unemployed and I will be nowhere. I will have to start over again. There is not enough money to buy clothes for the kids or food. It goes mostly to rent. I am very satisfied with O.I.C. I enjoy working here. I get a good education and without the program I won't get my GED.

BERLINDA:

Living with parents is great but they need my help with the bills. I try to help as best I can, but without a GED or an education I can not get a good job. And I can not get a job without O.I.C. helping me.

Perth Amboy Board of Education S.P.E.D.Y
1978

The P.A. SPEDY program is the largest in Middlesex County with 550 participants. Participants are working at 60 sites, doing a variety of jobs. Beginning with an archeological dig and going into a vocational exploration program, participants are learning and experiencing a multitude of jobs and performing a variety of tasks. Participants' jobs include teacher aides, secretarial functions, maintenance, food service, recreation, day care workers, mechanics, nurse's aides, x-ray aides, and printers. The participants at the archeological dig are not only searching for artifacts but studying the history and culture of Perth Amboy and New Jersey. A group of bilingual students are undergoing an intensive reading and language program to remediate their language handicap. Eighty-14 and 15 year old participants are enrolled in a vocational exploration program at Middlesex County Vocational & Technical High School. They are exploring the career field of auto mechanics, carpentry, sheetmetal, machine shop and electricity for five hours per day. Other participants are working at day care center and another group is running a summer camp program for 6-10 year olds. This is only a sampling of the kinds of tasks and experiences in which the participants are involved.

Another facet of S.P.E.D.Y. is our in school component students must come to classroom sessions for 2 1/2 hours per week. The classes include art, industrial arts, clerical, and physical education. The focus of the class sessions is enrichment and remediation. Students select the area of study and continue in the classroom for eight sessions. During the class sessions a "Family Planning Orientation" is being conducted to make students aware of the sex education program conducted at Perth Amboy Hospital. A three hour labor market orientation is planned for participants to review job hunting techniques. The participants will address such concerns as "Who Gets Hired", "Problems on the Job," and what personnel departments look for in job applicants.

Our staff of seven senior counselors, four instructors, and 14 college students who serve as junior counselors coordinate activities and programs for this massive operation. Working with site supervisor to plan work schedules and training activities the senior counselors function as an integral cog in this planning process. Another major role of the senior counselors is to serve as ambassadors, to preserve order and peace within the program. The staff also works with the Juvenile Aid Bureau and the Special Services Department of the Public Schools to handle individual cases of students with special problems.

One factor that is usually overlooked in evaluating a program is the amount of work performed by the participants and the rapport that is established in the performance of their duties. Perth Amboy is a better place because of the efforts of the SPEDY participants. The town is cleaner and many essential maintenance programs have been instituted. Thousands of younger children have been helped in the areas of recreation, education, and day care. The good will fostered by the close relationships of adult and teenagers, employer and employee, friend and confident will break down the barriers in bridging the gap from school to the world of work.

It is difficult to describe the day to day operation of a program such as S.P.E.D.Y. I would invite interested people to spend a day with us to learn first hand the problems, the successes, the heart aches, and triumphs which we meet in the operation of the program.

Perth Amboy Board of Education

Youth Employment & Training Program Y.E.T.P.

Middlesex County CETA contracted five Y.E.T.P. throughout the county on Feb. 1, 1978. Perth Amboy was granted the largest program, initially 100 slots but later increased to 125 after other contractors did not meet their hiring goals. The Y.E.T.P. is designed to employ in school economically disadvantaged youth between the ages to 16 through 19 with the major effort being to prepare the participants to be job ready to enter the private labor market. Perth Amboy has 33 job sites with jobs in the clerical, maintenance and social services areas. Participants were paid for a 15 hour week which included 12 hours of work, two hours of classroom training and one hour of guidance and counseling. Classroom training is conducted by certified teachers whose primary goal was to develop entry level skills in the area of the students choice. Instructors devote time to maintaining and improving skills needed so the participants could better perform their jobs.

The program is a part of the Youth Employment and Training Program in the United States and is designed to provide training and job placement services to economically disadvantaged youth. The program is a part of the Youth Employment and Training Program in the United States and is designed to provide training and job placement services to economically disadvantaged youth. The program is a part of the Youth Employment and Training Program in the United States and is designed to provide training and job placement services to economically disadvantaged youth.

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Congressional Record

PROCEEDINGS AND DEBATES OF THE 95th CONGRESS, SECOND SESSION

Vol. 124

WASHINGTON, TUESDAY, AUGUST 8, 1978

No. 123

Senate

COMMUNITY YOUTH EMPLOYMENT PROGRAMS

SENATOR ST. PETERS. — I am pleased by the Bureau of Labor Statistics for the month of July showed that the unemployment rate for teenagers has fallen to 16.3 percent during the month. At the same time, it is 2.5 times the rate of the labor force as a whole, through many of these teenagers are employed in only part-time or casual jobs. It is a tragedy that 11 percent of the youth of today lives in poverty which is a tragedy for all of us.

The Community Youth Employment Programs are a national effort to help these young people find meaningful work and training. These programs are well known and have been successful in many communities. They provide a path toward self-reliance and skill training and personal development for getting and holding these jobs made available. With the aid of these programs, the youth are given a chance to improve themselves and when they find jobs of the world of work are available.

Third, we were told that the opportunities provided under Y.E.P.A. make a real difference. Emphasis on training and personal development enables disadvantaged youth to enhance their chances for job placement and advancement. But the program has a real impact on the lives of these young people. It is a real difference that would encourage all the young people to find the advantages of employment.

In connection with the program, I visited a youth center in the city of Chicago. A Chester Neashaw is the director of the program. He is a model program of training under the C.E.P.A. program. The Youth Community Employment Program is a model program of training and personal development for getting and holding these jobs made available. With the aid of these programs, the youth are given a chance to improve themselves and when they find jobs of the world of work are available.

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Unfortunately, minority youth still lack skills and experience continue to face the additional barrier of discrimination. Fortunately, they understand the words of the Reverend Jesse Jackson that "to make it" you have to be better than that is good. The C.E.P.A. programs have been to provide a channel to the job skills necessary to translate youths' real efforts into real reward.

Second, most youth are not on a path toward self-reliance but toward unemployment opportunities and the skill training and personal development for getting and holding these jobs made available. With the aid of these programs, the youth are given a chance to improve themselves and when they find jobs of the world of work are available.

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to work, but not talent through school and beyond his teaching credentials. Ken has the credentials to open the door of opportunity through which he had struggled for other disadvantaged youth. The SPEDY program has enabled Ken to pursue his mission.

The model work site in the program is a carefully structured work role are made clear and the basic fundamentals of good nutrition, exercise, teamwork and motivation are stressed.

Ken emphasizes the importance of group identity and of listening to work together. The youth workers eat together, discuss values and attitudes and set it on the program's progress as a whole. Then the group breaks down into smaller work units with individual assignments.

As youth workers, they are responsible for the group leaders and in charge of a unit's output and overall work performance.

The classroom program includes a self-appraisal program which includes personal grooming, personal hygiene, language, work safety techniques, reading and arithmetic, sex discrimination, applications and resumes, and a host of other considerations that are important to employability.

The results of the program are not only to have the youth workers develop job skills but also they have developed personal strength with their commitment to self-improvement and initiative. Ken feels that the program provides them educational experience and with the foundation of self-responsibility for future employment.

As I have mentioned, the program is a model program of training and personal development for getting and holding these jobs made available. With the aid of these programs, the youth are given a chance to improve themselves and when they find jobs of the world of work are available.

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...will open this fall with freshly painted classrooms and with an environment that is conducive to learning. Their work enabled New Brunswick to use a valuable structure that might otherwise have fallen into disuse.

I was interested to learn what the youth's fourth month to the YCCIP and WHYV youth who had renewed it. Mr. Frank put it this way:

These kids are really protective. They won't let anybody touch the place if they see anybody messing up something they've been working on, they go away.

Mr. President, we have made progress over the past year by mounting the Federal and most significant national efforts against youth unemployment. In 1977, New programs were enacted in the Youth Employment and Demonstration Project Act (YEDPA) and youth services under the Comprehensive Employment and Training Act (CETA) were greatly expanded.

As a result, more than 2.5 million young people have received employment and training opportunities under Federal programs in the first 6 months of this year. This figure is more than four times the number served under Federal programs that were operating before CETA was enacted in 1974.

The focus of these efforts was to help young people understand their own strengths and their aspirations and to provide them with the opportunity to explore their options and to make their own decisions about their future.

These efforts have been supported by the Federal Government and the States. The Federal Government has provided the majority of the funding, and the States have provided the majority of the personnel.

It is an indication of what we can do when Federal and State efforts are coordinated and local, State, and Federal efforts are coordinated.

The youth who have participated in these programs have demonstrated a high level of motivation and a strong desire to learn. They are seeking out what their options are for the future.

These young people are a bright and promising group. They have demonstrated a high level of motivation and a strong desire to learn. They are seeking out what their options are for the future.

Mr. Frank, as you know, these young people will be a great asset to our Nation. They are seeking out what their options are for the future.

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By forming a consortium, we plan to refurbish and renovate the Junior High School (as much as time will allow). Teams of workers will:

- 1. Paint and plaster the entire school.
- 2. Mural and positive slogans will be affixed to heavy traffic areas.
- 3. Ground level windows will be screened.
- 4. At least two floors will be installed.
- 5. Name plates will be fabricated.
- 6. General building maintenance for opening in September.
- 7. Fix and replace toys for younger children.

All this, in addition to physical fitness, remedial education, career awareness, and vocational input (surveys).

Most programs offer written evaluations; we at Madhav offer "Living Proof" for all to see upon their visit.

If the day of meeting some of the needs of our youth (that is, to oneself, to the employer, to one's family and to the community).

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New Brunswick Board of Education is the prime operator with grants from Federal, State, and local agencies providing the funding.

(One hundred (100) students funded by Middlesex County CETA Summer Program for Economically Disadvantaged Youth (EMEDY).)

The Program is divided into two phases: 1. Simulated Work Phase—Employment Preparation, Vocabulary Development, General Safety, and Assembly Line Operation.

2. Basic Skill Phase—Provides basic skills in the occupational areas for which they have shown interest and aptitude.

The simulated work phase establishes conditions as nearly like a real work situation as possible. The atmosphere is one of work rather than of school. The establishment of various kinds of simulated work situations does not require complex equipment. Enrollments are cycled through job stations. As aptitudes reveal themselves, aims will be given inspection and supervisory responsibilities.

The Basic Skill Phase begins with an assessment to determine the level of the student's skills. This phase is designed to provide the student with the necessary skills to be successful in the work environment. The program is designed to be a positive experience for the student and to provide the student with the opportunity to explore their options and to make their own decisions about their future.

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August 8, 1978

CONGRESSIONAL RECORD SENATE

S12887

1. Personal background
 2. Language of work
 3. The way of thinking people
 4. Safety instructions
 5. Reading on flight
 6. Employment history
 7. Sex discrimination
 8. Laws and regulations
 9. Psychology and behavior
 10. Application and research
 11. Career paths for women
 12. Flight reports
 13. Reading literature
 14. Women in pay structure
 15. Other areas of interest

I thank you all for a good hearing
 [This hearing was adjourned at 12:20 p.m.]