

**Hearing
Before the
United States
Commission on Civil Rights**

**HEARING HELD IN
CHICAGO,
ILLINOIS**

VOLUME IV: Exhibits 40-106

**JUNE 17-19, 1974; JULY 25, 1974; AUGUST 22, 1974;
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U.S. COMMISSION ON CIVIL RIGHTS

The U.S. Commission on Civil Rights is a temporary, independent, bipartisan agency established by Congress in 1957 and directed to:

- Investigate complaints alleging that citizens are being deprived of their right to vote by reason of their race, color, religion, sex, or national origin, or by reason of fraudulent practices;
- Study and collect information concerning legal developments constituting a denial of equal protection of the laws under the Constitution because of race, color, religion, sex, or national origin, or in the administration of justice;
- Appraise Federal laws and policies with respect to equal protection of the laws because of race, color, religion, sex, or national origin, or in the administration of justice;
- Serve as a national clearinghouse for information in respect to denials of equal protection of the laws because of race, color, religion, sex, or national origin;
- Submit reports, findings, and recommendations to the President and Congress.

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**Regulations
on
Equal Employment Opportunity
in
Apprenticeship**



**State of Wisconsin
DEPARTMENT OF INDUSTRY, LABOR AND HUMAN RELATIONS**

Division of Apprenticeship and Training

REGULATIONS
ON
EQUAL EMPLOYMENT OPPORTUNITY
IN APPRENTICESHIP

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REGULATIONS ON
EQUAL EMPLOYMENT OPPORTUNITY IN APPRENTICESHIP

Section 1. Scope and Purpose

This plan sets forth policies and procedures to promote equality of opportunity in apprenticeship programs registered with the State Apprenticeship Agency. These policies and procedures apply to the recruitment and selection of apprentices, and to all conditions of employment and training during apprenticeship and the procedures established provide for review of apprenticeship programs, for registering apprenticeship programs, for processing complaints, and for deregistering non-complying apprenticeship programs.

The purpose of this plan is to promote equality of opportunity in apprenticeship by prohibiting discrimination based on race, color, religion, national origin or sex in apprenticeship programs by requiring affirmative action to provide equal opportunity in such apprenticeship programs and by coordinating this part with other equal opportunity programs.

Section 2. Definitions

- Part A. "Agency" means the Department of Industry, Labor and Human Relations, Division of Apprenticeship and Training.
- Part B. "Department" means the U. S. Department of Labor.
- Part C. "Employer" means any person or organization employing an apprentice whether or not the apprentice is enrolled with such person or organization or with some other person or organization.
- Part D. "Apprenticeship Program" means a program operated in accordance with Chapter 106 of the Wisconsin State Statutes.
- Part E. "Sponsor" means any person or organization operating an apprenticeship program, irrespective of whether such person or organization is an employer.
- Part F. "Commission" means the Wisconsin Department of Industry, Labor and Human Relations' Commissioners or any person specifically designated by them.
- Part G. "Registration" means the approval of an apprenticeship program or indenture by the Commission in accordance with Wisconsin Statutes.
- Part H. "Deregistration" means the cancellation of an apprenticeship program or indenture by the Commission in accordance with Wisconsin Statutes.
- Part I. "Secretary" means the Secretary of Labor, the Assistant Secretary of Labor for Manpower or any person specifically designated by either of them.

2.

Part J. "Minority Count" means, for the purpose of determining underutilization, the combinations of race, color, and national origin as used by EEOC identification, of four major minority groups should be used, namely, Negro, American Indian, Oriental and Spanish-American. The latter minority group includes persons of Latin American, Mexican and Puerto Rican origin. In determining underutilization and establishment of goals, minorities are treated as one group, i.e., the numbers of Negro, American Indian, Oriental and Spanish-American are combined for a minority count. This applies to both data or minority count in the labor market area and in the sponsor's work force.

Section 3. Authority to Adopt State Plan

The authority for the implementation and adoption of these policies and procedures affecting the registration of apprenticeship programs with the Wisconsin Department of Industry, Labor and Human Relations, Division of Apprenticeship and Training is vested in the Commission under the authority of Wisconsin Statutes 106 and 101 and other applicable statutes and regulations.

Section 4. Equal Opportunity Standards

Part A. Obligation of sponsors. Each sponsor of an apprenticeship program shall:

Paragraph (1) Recruit, select, employ, and train apprentices during their apprenticeship, without discrimination because of race, color, religion, national origin or sex; and

Paragraph (2) Uniformly apply rules and regulations concerning apprentices, including but not limited to, equality of wages, periodic advancement, promotion, assignment of work, job performance, rotation among all work processes of the trade, imposition of penalties or other disciplinary action, and all other aspects of the apprenticeship program administration by the program sponsor; and

Paragraph (3) Take affirmative action to provide equal opportunity in apprenticeship, including adoption of an affirmative action plan as required by this State Plan.

Part B. Equal opportunity pledge. Each sponsor of an apprenticeship program shall include in its standards the following equal opportunity pledge:

"The recruitment, selection, employment and training of apprentices during their apprenticeship, shall be without discrimination because of race, color, religion, national origin or sex. The sponsor will take affirmative action to provide equal opportunity in apprenticeship and will operate the apprenticeship program as required under Title 29 of the Code of Federal Regulations, Part 30, and the equal employment opportunity regulations of the State of Wisconsin."

Part C. Programs presently registered. Each sponsor of an apprenticeship program registered with the Agency as of September 30, 1971 shall, by no later than March 31, 1972, take the following actions:

Paragraph (1) Include in the standards of its apprenticeship program the equal opportunity pledge prescribed by Part B of this section, and,

Paragraph (2) Adopt an affirmative action plan required by Section 5; and

Paragraph (3) Adopt a selection procedure required by Section 6. A sponsor adopting a selection method under Section 6(B)(1), (2) or (3) shall prepare, and have available for submission upon request, copies of its amended standards, affirmative action plans, and selection procedure. A sponsor adopting a selection method under Section 6(B)(4) shall submit to the Agency copies of its standards, affirmative action plan and selection procedure in accordance with the requirements of Section 6(B)(4)(i).

Part D. Sponsors seeking new registration. A sponsor of a program seeking new registration with the Agency shall submit copies of its proposed program, affirmative action plan, selection procedures, and such other information as may be required.

Part E. Programs subject to approved equal employment opportunity plans. A sponsor shall not be required to adopt an affirmative action plan under Section 5 or a selection procedure under Section 6 if it submits to the Agency satisfactory evidence that it is subject to an equal employment opportunity program providing for the selection of apprentices and for affirmative action in apprenticeship which has been approved as meeting the requirements of Title VII of the Civil Rights Act of 1964 (42 U.S.C. 2000e et seq.) or Executive Order 11246, as amended (30 F.R. 12319, 32F.R. 14303, 34 F.R. 12986) and the implementing regulations published in Title 29 of the Code of Federal Regulations, Chapter XIV, and Title 41 of the Code of Federal Regulations, Chapter 30.

Part F. Program with fewer than five apprentices. A sponsor of a program in which fewer than five apprentices are indentured may not be required to adopt an affirmative action plan under Section 5 or a selection procedure under Section 6.

Section 5. Affirmative Action Plans

Part A. Adoption of affirmative action plans. A sponsor's commitment to equal opportunity in recruitment, selection, employment and training of apprentices shall include the adoption of a written affirmative action plan.

Part B. Definition of affirmative action. Affirmative action is not mere passive nondiscrimination. It includes procedures, methods and program for the identification, positive recruitment, training, and motivation of present and potential minority group apprentices.

4.

It is action which will equalize opportunity in apprenticeship so as to follow full utilization of minority manpower potential. The overall result to be sought is equal opportunity in apprenticeship for all individuals participating in or seeking entrance to Wisconsin's labor force.

Part C. Outreach and positive recruitment. An acceptable affirmative action plan must include adequate provision for outreach and positive recruitment that would reasonably be expected to increase minority and women participation in apprenticeship by expanding the opportunity of these persons to become eligible for apprenticeship selection. In order to achieve these objectives, sponsors shall undertake activities such as those listed below. It is not contemplated that each sponsor necessarily will include all of the listed activities in its affirmative action program. The scope of the affirmative action program will depend on all the circumstances including the size and type of the program and its resources. However, the sponsor will be required to undertake a significant number of appropriate activities in order to enable it to meet its obligations under this Part. The affirmative action plan shall set forth the specific steps the sponsor intends to take in the areas listed below.

Paragraph (1) Dissemination of information concerning the nature of apprenticeship, availability of apprenticeship opportunities, sources of apprenticeship applications, and the equal opportunity policy of the sponsor.

For programs accepting applications only at specified intervals, such information shall be disseminated at least 30 days in advance of the earliest date for application at each interval.

For programs customarily receiving applications throughout the year, such information shall be regularly disseminated but not less than semi-annually.

Such information shall be given to the Agency, local schools, employment service offices, community organizations which can effectively reach minority and women's groups, and published in newspapers which are circulated in the minority community as well as the general areas in which the program sponsor operates. When apprenticeship openings are advertised in the newspapers, the "Help Wanted--Male or Female" column should be used.

Paragraph (2) Participate in annual workshops conducted by employment service agencies for the purpose of familiarizing school, employment service and other appropriate personnel with the apprenticeship system and current opportunities therein.

Paragraph (3) Cooperation with local school boards, vocational education systems, and other agencies to develop programs for preparing students to meet the standards and criteria required to qualify for entry into apprenticeship programs.

- Paragraph (4) Internal communication of the sponsor's equal opportunity policy in such a manner as to foster understanding, acceptance and support among the sponsor's various officers, supervisors, employees and members and to encourage such persons to take the necessary action to aid the sponsor in meeting its obligations under this Part.
- Paragraph (5) Engaging in programs such as outreach for the positive recruitment and preparation of potential applicants for apprenticeships; where appropriate and feasible, such programs shall provide for pre-testing experience and training. If no such programs are in existence, the sponsor shall seek to initiate these programs, or when available to obtain financial assistance from the Department. In initiating and conducting these programs, the sponsor may be required to work with other sponsors and appropriate community organizations.
- Paragraph (6) To encourage the establishment and utilization of programs of pre-apprenticeship, preparatory trade training, or others designed to prepare candidates for apprenticeship, a sponsor shall make appropriate provision in its affirmative action plan to assure that those who complete such programs are afforded full and equal opportunity for admission into the apprenticeship program.
- Paragraph (7) Utilization of journeymen to assist in the implementation of the sponaor's affirmative action program.
- Paragraph (8) Granting advance standing or credit on the basis of previously acquired experience, training, skills or aptitude for all applicants equally.
- Paragraph (9) Admitting to apprenticeship programs persons whose age exceeds the maximum age for admission to the program, where such action is necessary to assist the sponsor in achieving its affirmative action obligations.
- Paragraph (10) Such other action as to ensure that the recruitment, selection, employment, and training of apprentices during apprenticeship, shall be without discrimination because of race, color, religion, national origin, or sex; such as: general publication of apprenticeship opportunities and advantages in advertisements, industry reports, articles, etc.; use of present minority or women apprentices and journeymen as recruiters; career counseling; periodic auditing of affirmative action programs and activities; and development of reasonable procedures between the sponsor and employers of apprentices to ensure that equal employment opportunity is being granted including reporting systems, on-site reviews, briefing sessions, etc.

6.

Part D. Goals and timetables.

Paragraph (1) A sponsor adopting a selection method under Section 6 (B) (1) or (2) which determines on the basis of the analysis described in Part (E) of this section that it has deficiencies in terms of underutilization of minorities in the craft or crafts represented by the program shall include in its affirmative action plan percentage goals and timetables for the admission of minority applicants into the eligibility pool.

Paragraph (2) A sponsor adopting a selection method under Section 6(B) (3) or (4) which determines on the basis of the analysis described in Part (E) of this section that it has deficiencies in terms of the underutilization of minorities in the craft or crafts represented by the program shall include in its affirmative action plan percentage goals and timetables for the selection of minority applicants for the apprenticeship program.

Paragraph (3) "Underutilization" as used in this paragraph refers to the situation where there are fewer minorities in the particular craft or crafts represented by the program than would reasonably be expected in view of an analysis of the specific factors in paragraphs (1) through (5) in Part (E) of this section. Where, on the basis of the analysis, the sponsor determines that it has no deficiencies, no goals and timetables need be established. However, where no goals and timetables are established, the affirmative action plan shall include a detailed explanation why no goals and timetables have been established.

Paragraph (4) Where the sponsor fails to submit goals and timetables as part of its affirmative action plan or submits goals and timetables which are unacceptable, and the Agency determines that the sponsor has deficiencies in terms of underutilization of minorities within the meaning of this section, the Agency shall establish goals and timetables applicable to the sponsor for the admission of minority applicants into the eligibility pool or selection of apprentices, as appropriate. The sponsor shall make good faith efforts to attain these goals and timetables in accordance with the requirements of this section.

Part E. Analysis to determine if deficiencies exist. The sponsor's determination as to whether goals and timetables shall be established, shall be based on an analysis of at least the following factors, which analysis shall be set forth in writing as part of the affirmative action plan.

Paragraph (1) The minority population of the labor market area in which the program sponsor operates;

Paragraph (2) The size of the minority labor force in the program sponsor's labor market area;

Paragraph (3) The percentage of minority participation as apprentices in the particular craft as compared with the percentage of minorities in the labor force in the program sponsor's labor market area;

Paragraph (4) The percentage of minority participation as journeymen employed by the employer or employers participating in the program as compared with the percentage of minorities in the sponsor's labor market area and the extent to which the sponsor should be expected to correct any deficiencies through the achievement of goals and timetables for the selection of apprentices;

Paragraph (5) The general availability of minorities with present or potential capacity for apprenticeship in the program sponsor's labor market area.

Part F. Establishment and attainment of goals and timetables. The goals and timetables shall be established on the basis of the sponsor's analysis of its underutilization of minorities and its entire affirmative action program. In establishing the goals, the sponsor should consider the results which could be reasonably expected from its good faith efforts to make its overall affirmative action program work.

Compliance with these requirements shall be determined by the Agency as to whether the sponsor has met its goals within its timetable, or failing that, whether it has made good faith efforts to meet its goals and timetables. Its "good faith efforts" shall be judged by whether it is following its affirmative action program and attempting to make it work, including evaluation and changes in its program where necessary to obtain the maximum effectiveness toward the attainment of its goals.

Part G. Data and information. The Secretary or a person or agency designated by him, shall make available to program sponsors data and information on minority population and labor force characteristics for each Standard Metropolitan Statistical Area, and for other special areas as appropriate.

Section 6. Selection of Apprentices

Part A. Obligation of sponsors. In addition to the development of a written affirmative action plan to ensure that minorities and women have an equal opportunity for selection as apprentices and otherwise insure the prompt achievement of full and equal opportunity in apprenticeship, each sponsor shall further provide in its affirmative action program that the selection of apprentices shall be made under one of the methods specified in the following paragraphs (1) through (4) of Part B.

Part B. Selection methods. The sponsor shall adopt one of the following methods for selecting apprentices prior to March 31, 1972:

8.

Paragraph (1) Selection on basis of rank from pool of eligible applicants.

Subparagraph (i) Selection. A sponsor may select apprentices from a pool of eligible applicants created in accordance with the requirements of subparagraph (iii) of this paragraph on the basis of the rank order of scores of applicants on one or more qualification standards where there is a significant statistical and practical relationship between rank order of scores and performance in the apprenticeship program.

In demonstrating such relationship, the sponsor shall follow the procedures set forth in the Department of Labor Order of September 9, 1968 (33 F.R. 14392, September 24, 1968) covering the validation of employment tests of contractors and subcontractors subject to the provision of Executive Order 11246, as amended.

Subparagraph (ii) Requirements. The sponsor adopting this method of selecting apprentices shall meet the requirements of subparagraph (iii) through (vii) of this paragraph.

Subparagraph (iii) Creation of pool of eligibles. A pool of eligibles shall be created from applicants who meet the qualifications of minimum legal working age and the sponsor's minimum physical requirements; or from applicants who meet qualification standards in addition to minimum legal working age and the sponsor's minimum physical requirements, provided that any additional qualification standards conform with the following requirements:

Qualification standards. The qualification standards, and the procedures for determining such qualification standards, shall be stated in detail and shall provide criteria for the specific factors and attributes to be considered in evaluating applicants for admission to the pool. The score required under each qualification standard for admission to the pool shall also be specified. All qualification standards, and the score required on any standard for admission to the pool, shall be directly related to job performance, as shown by a significant statistical and practical relationship between the score on the standards, and the score required for admission to the pool, and performance in the apprenticeship program. In demonstrating such relationships, the sponsor shall follow the procedures set forth in the Department's testing order of September 9, 1968. Qualifications shall be considered as separately required so that the failure of an applicant to attain the specified score under a single qualification standard shall disqualify the applicant from admission to the pool.

Aptitude tests. Any qualification standard for admission to the pool consisting of aptitude test scores shall be directly related to job performance, as shown by significant statistical and practical relationships between the score on the aptitude tests, and the score required for admission to the pool, and performance in the apprenticeship program. In determining such relationships, the sponsor shall follow the procedures set forth in the Department's testing order of September 9, 1968. These requirements shall also be applicable to aptitude tests utilized by a program sponsor which are administered by a State employment service agency, a private employment agency, or any other person, agency or organization engaged in the selection or evaluation of personnel.

Educational attainments. All educational attainments or achievements as qualifications for admission to the pool shall be directly related to job performance, as shown by a significant statistical and practical relationship between the score, and the score required for admission to the pool, and performance in the apprenticeship program. In demonstrating such relationships, the sponsor shall meet the requirements of the Department's testing order of September 9, 1968. School records or the results of general education development tests recognized by the State or local public instruction authority shall be evidence of educational achievement. Education requirements shall be applied uniformly to all applicants.

Subparagraph (iv) Oral interviews. Oral interviews shall not be used as a qualification standard for admission into an eligibility pool. However, once applicants are placed in the eligibility pool, and before they are selected for apprenticeship from the pool, they may be required to submit to an oral interview. Oral interviews shall be limited only to such objective questions as may be required to determine the fitness of applicants to enter the apprenticeship program, but shall not include questions relating to qualifications previously determined in gaining entrance to the eligibility pool. When an oral interview is used, each interviewer shall record his questions, the general nature of answers, and shall prepare a summary of any conclusions. Applicants rejected from the pool of eligibles on the basis of an oral interview shall be given a written statement of such rejection, the reasons therefor, and the appeal rights available to the applicant.

10.

Subparagraph (v) Notification of applicants. All applicants who meet the requirements for admission shall be notified and placed in the eligibility pool. The program sponsor shall give each rejected applicant notice of the rejection, including the reasons for the rejection, the requirements for admission to the pool of eligibles, and the appeal rights available to the applicant.

Subparagraph (vi) Goals and timetables. The sponsor shall establish, where required by Section 5(D), percentage goals and timetables for the admission of minority persons into the pool of eligibles in accordance with the provisions of Section 5 (D), (E) and (F).

Subparagraph (vii) Compliance. A sponsor shall be deemed to be in compliance with its commitments under subparagraph (vi) of this paragraph if it meets its goals or timetables or if it makes a good faith effort to meet these goals and timetables. In the event of the failure of the sponsor to meet its goals and timetables, it shall be given an opportunity to demonstrate that it has made every "good faith effort" to meet its commitments [see Section 5(F)]. All the actions of the sponsor shall be reviewed and evaluated in determining whether such good faith efforts have been made.

Paragraph (2) Random selection from pool of eligible applicants.

Subparagraph (i) A sponsor may select apprentices from a pool of eligible applicants on a random basis. The method of random selection is subject to approval by the Agency. Supervision of the random selection process shall be by an impartial person or persons selected by the sponsor, but not associated with the administration of the apprenticeship program. The time and place of the selection, and the number of apprentices to be selected, shall be announced. The place of the selection shall be open to all applicants and the public. The names of apprentices drawn by this method shall be posted immediately following the selection at the program sponsor's place of business.

Subparagraph (ii) The sponsor adopting this method of selecting apprentices shall meet the requirements of subparagraphs (iii) through (v) of paragraph (1) of this part relating to the creation of pool of eligibles, oral interviews and notification of applicants.

Subparagraph (iii) Goals and timetables. The sponsor shall establish, where required by Section 5(D), percentage goals and timetables for the admission of minority persons into the pool of eligibles in accordance with the provisions of Section 5 (D), (E) and (F).

Subparagraph (iv) Compliance. Determinations as to the sponsor's compliance with its obligations under these regulations shall be in accordance with the provisions of subparagraph (vii) of paragraph (1) of this Part B.

Paragraph (3) Selection from pool of current employees.

Subparagraph (i) Selection. A sponsor may select apprentices from an eligibility pool of the workers already employed by the program sponsor in a manner prescribed by a collective bargaining agreement where such exists, or by the sponsor's established promotion policy. The sponsor adopting this method of selecting apprentices shall establish goals and timetables for the selection of minority apprentices, unless the sponsor concludes, in accordance with the provisions of Section 5(D), (E) and (F) that it does not have deficiencies in terms of underutilization of minorities in the apprenticeship of journeymen crafts represented by the program.

Subparagraph (ii) Compliance. Determination as to the sponsor's compliance with its obligations under these regulations shall be in accordance with the provisions of subparagraph (vii) of paragraph (1) of this Part (B).

Paragraph (4) Alternative selection methods.

Subparagraph (i) Selection. A sponsor may select apprentices by means of any other method, including its present selection method, provided that the sponsor meets the following requirements:

Selection method and goals and timetables: Within six months of the effective date of this plan, the sponsor shall submit to the Agency a detailed statement of the selection method it proposes to use along with the rest of its written affirmative action program including where required by Section 5 (D), its percentage goals and timetables for the selection of minority applicants for apprenticeship and its written analysis, upon which such goals and timetables, or lack thereof, are based. The establishment of goals and timetables shall be in accordance with the provisions of Section 5 (D), (E) and (F). The sponsor may not implement any such selection method until the Agency has approved the selection method as meeting the requirements of Qualification standards of this subparagraph and has approved the remainder of its affirmative action program including its goals and timetables. If the Agency fails to act upon the selection method and the affirmative action program within 30 days of its submission, the sponsor may implement the selection method on the effective date of this plan.

12.

Qualification standards: Apprentices shall be selected on the basis of objective and specific qualification standards. Examples of such standards as fair aptitude tests, school diplomas, age requirements, occupationally essential physical requirements, fair interviews, school grades and previous work experience. Where interviews are used, adequate records shall be kept including a brief summary of each interview and the conclusions on each of the specific factors, e.g., motivation, ambition, and willingness to accept direction which are part of the total judgement.

Subparagraph (ii) Compliance. Determination as to the sponsor's compliance with its obligations under these regulations shall be in accordance with the provisions of subparagraph (vii) of paragraph (1) of this Part. Where a sponsor uses this selection method and despite its good faith efforts, fails to meet its goals and timetables, the sponsor may be required to make appropriate changes in its affirmative action program to the extent necessary to obtain maximum effectiveness towards the attainment of its goals. The sponsor may also be required to develop and adopt an alternative selection method, including a method prescribed by the Agency, where it is determined that the failure of the sponsor to meet its goals is attributable in substantial part to the selection method. Where the sponsor's failure to meet its goals and timetables is attributable in substantial part to its use of a qualification standard the sponsor may be required to demonstrate that such qualification standard is directly related to job performance, in accordance with the provisions of paragraph (1)(iii) of this Part.

Section 7. Existing List of Eligibles and Public Notice

A sponsor adopting a selection method under Section 6 (B)(1) or (2), and a sponsor adopting a selection method under Section 6 (B)(4) who determines that there are fewer minorities on its existing lists of eligibles than would reasonably be expected in view of the analysis described in Section 5 (E) shall discard all existing eligibility lists upon approval and adoption of their selection methods and affirmative action plan. New eligibility lists shall be established and current copies will be provided the Agency. The sponsor shall provide at least 30 days of public notice in advance of the earliest date applicants may apply and establish a reasonable period of not less than two weeks for accepting applications for the eligibility lists. Notification procedures shall be as outlined in the sponsor's affirmative action plan.

Applicants who have been placed in a pool of eligibles shall be retained on lists of eligibles subject to selection for a period of two years.

Applicants may be removed from the list at an earlier date by their request or following their failure to respond to an apprentice job opportunity given by registered return receipt mail notice.

Applicants who have been accepted in the program shall be afforded a reasonable period of time in light of the customs and practices of the industry for reporting for work. All applicants shall be treated equally in determining such period of time.

It shall be the responsibility of the applicant to keep the sponsor informed of his current mailing address. A sponsor may restore to the list of eligibles an applicant who has been removed from the list at his request or who has failed to respond to an apprenticeship job opportunity.

Section 8. Records

Part A. Obligations of sponsors. Each sponsor shall keep adequate records including a summary of the qualifications of each applicant, the basis for evaluation and for selection or rejection of each applicant, the records pertaining to interviews of applicants, the original application for each applicant, information relative to the operation of the apprenticeship program, including but not limited to job assignment, promotion, demotion, lay-off, or termination, rates of pay, or other forms of compensation or conditions of work, and any other records pertinent to a determination of compliance with these regulations, as may be required by the Agency. The records pertaining to individual applicants, whether selected or rejected shall be maintained in such manner as to permit identification of minority and women participants.

Part B. Affirmative action plans. Each sponsor must retain a statement of its affirmative action plan required by Section 5 for the prompt achievement of full and equal opportunity in apprenticeship, including all data and analyses made pursuant to the requirements of Section 5. Sponsors shall periodically review their affirmative action plan and update it where necessary.

Part C. Qualification standards. Each sponsor must maintain evidence that its qualification standards have been validated in accordance with the requirements set forth in Section 6 (B).

Part D. Maintenance of records. The records required by this plan and any other information relevant to compliance with these regulations shall be maintained for five years and made available upon request to the Agency or the Department.

Part E. Records of the agency. The Agency will keep adequate records, including registration requirements, approved individual program standards, registration actions, deregistration actions, program compliance reviews and investigations, individual program minority count, total apprenticeship minority count, individual sex count, and total sex count pertinent to a determination of compliance with this plan. The Agency will make reports to the Department that are reasonably pertinent to the compliance of this plan as required.

14.

Section 9. Compliance Reviews

Part A. Conduct of compliance reviews. The Agency will regularly conduct systematic review of apprenticeship programs in order to determine the extent to which sponsors are complying with these regulations and will also conduct compliance reviews when circumstances, including receipt of complaints not referred to a private review body pursuant to Section 11 (B)(1)(i), so warrant, and take appropriate action regarding programs which are not in compliance with the requirements of this plan. Compliance reviews will consist of comprehensive analyses and evaluations of each aspect of the apprenticeship program, including on-site investigations and audits.

Part B. Reregistration. Sponsors seeking reregistration shall be subject to a compliance review by the Agency as part of the reregistration process.

Part C. New Registrations. New sponsors seeking registration shall be subject to a compliance review by the Agency as part of the registration process.

Part D. Voluntary compliance. Where the compliance review indicates that the sponsor is not operating in accordance with this plan, the Agency shall notify the sponsor in writing of the results of the review and make a reasonable effort to secure voluntary compliance on the part of the program sponsor within a reasonable time before undertaking sanctions under Section 13. In the case of sponsors seeking new registration, the Agency will provide appropriate recommendations to the sponsor to enable it to achieve compliance for registration purposes.

Section 10. Noncompliance With Federal and State Equal Opportunity Requirements

A pattern or practice of noncompliance by a sponsor (or where the sponsor is a joint apprenticeship committee, by one of the parties represented on such committee) with Federal or State laws or regulations requiring equal opportunity may be grounds for the imposition of sanctions in accordance with Section 13 if such noncompliance is related to the equal employment opportunity of apprentices and/or graduates of such an apprenticeship program under this plan. The sponsor shall take affirmative steps to assist and cooperate with employers and unions in fulfilling their equal employment opportunity obligations.

Section 11. Complaint Procedure

Part A. Filing. (1) Apprentices or applicants for apprenticeship who believe that they have been discriminated against on the basis of race, color, religion, national origin, or sex with regard to apprenticeship or that the equal opportunity standards have not been followed in the operation of an apprenticeship program may, personally or by an authorized representative, file a complaint with the Agency or with a private review body established pursuant to paragraph (3) of this Part. The complaint shall be in writing and shall be signed by the complainant. It must include the name,

address and telephone number of the person allegedly discriminated against, the program sponsor involved, and a brief description of the circumstances causing the complaint.

Paragraph (2) The complaint must be filed not later than 90 days from the date of the alleged discrimination of specified failure to follow the equal opportunity standards; and, in the case of complaints filed directly with review bodies designated by program sponsors to review such complaints, any referral of such complaint by the complainant to the Agency must occur within the time limitation stated above or 30 days from the final decision of such review body, whichever is later. The time may be extended by the Agency for good cause shown.

Paragraph (3) Sponsors are encouraged to establish fair, speedy and effective procedures for a review body to consider complaints of failure to follow the equal opportunity standards. A private review body established by the program sponsor for this purpose should number three or more responsible persons from the community serving in this capacity without compensation.

Members of the review body should not be directly associated with the administration of an apprenticeship program. Sponsors may join together in establishing a review body to serve the needs of programs within the community.

Part B. Processing of complaints.

Paragraph (1)(i) When the sponsor has designated a review body for reviewing complaints, and if the Agency determines that such review body will effectively enforce the equal opportunity standards, the Agency, upon receiving a complaint shall refer the complaint to the review body.

Subparagraph (ii) The Agency shall, within 30 days following the referral of a complaint to the review body, obtain reports from the complainant and the review body as to the disposition of the complaint. If the complaint has been satisfactorily adjusted, and there is no other indication of failure to apply equal opportunity standards, the case shall be closed and the parties appropriately informed.

Subparagraph (iii) When a complaint has not been resolved by the review body within 90 days or where, despite satisfactory resolution of the particular complaint by the review body, there is evidence that the equal opportunity practices of the apprenticeship program are not in accordance with this plan, the Agency may conduct such compliance review as found necessary, and will take all necessary steps to resolve the complaint.

16.

Paragraph (2) Where no review body exists, the Agency may conduct such compliance review as found necessary in order to determine the facts of the complaint, and obtain such other information relating to compliance with these regulations as the circumstances warrant.

Section 12. Adjustments in Schedule for Compliance Review or Complaint Processing

If, in the judgement of the Agency, a particular situation warrants and requires special processing and either expedited or extended determination, it shall take the steps necessary to permit such determination if it finds that no person or party affected by such determination will be prejudiced by such special processing.

Section 13. Sanctions

Part A. Agency actions. Where the Agency, as a result of a compliance review or other reason, determines that there is reasonable cause to believe that an apprenticeship program is not operating in accordance with this plan and voluntary corrective action has not been taken by the program sponsor, the Agency shall institute proceedings to deregister the program or institute court action under the applicable state statutes and it shall refer the matter to the Department for referral to the Attorney General with recommendations for the institution of a court action by the Attorney General under Title VII of the Civil Rights Act of 1964.

Part B. Deregistration. Deregistration proceedings shall be conducted in accordance with the following procedures:

Paragraph (1) The Agency shall notify the sponsor, in writing, that a determination of reasonable cause has been made under Part (A) of this section and that the apprenticeship program may be deregistered unless, within 15 days of the receipt of the notice, the sponsor requests a hearing. The notification shall specify the facts on which the determination is based.

Paragraph (2) If, within 15 days of the receipt of the notice provided for in paragraph (1) of this part, the sponsor mails a request for a hearing, the Commission shall convene a hearing in accordance with Part (C) of this section.

Paragraph (3) The Commission shall make a final decision on the basis of the record before it, which shall consist of the compliance review file and other evidence presented and, if a hearing was conducted pursuant to Part (C), the proposed findings and recommended decision of the hearing officer. In its discretion, the Commission may allow the sponsor a reasonable time to achieve voluntary corrective action. If the Commission's decision is that the apprenticeship program is not operating in accordance with this plan, it will implement action as referred to in Part (A) of this

section. In each case in which such action is ordered, the Commission shall make public notice of the order and shall notify the sponsor and the complainant, if any, and the Department. The Agency shall inform any sponsor whose program has been deregistered that it may appeal such deregistration to the Department in accordance with procedures of 29 CFR, Section 30.15.

Part C. Hearings. Hearings shall be conducted in accordance with the following procedures:

Paragraph (1) Within 10 days of its receipt of a request for a hearing, the Commission shall designate a hearing officer. The hearing officer shall give reasonable notice of such hearing by registered mail, return receipt requested, to the sponsor. Such notice shall include a reasonable time and place of hearing; a statement of the provisions of this plan pursuant to which the hearing is to be held; and a concise statement of the matters pursuant to which the action forming the basis of the hearing is proposed to be taken.

Paragraph (2) The hearing officer shall regulate the course of the hearing. Hearings shall be informally conducted. Every party shall have the right to counsel, and a fair opportunity to present his case including such cross-examination as may be appropriate in the circumstances. Hearing officers shall make their proposed findings and recommended decisions to the Commission upon the basis of the record before them.

Section 14. Reinstatement of Program Registration

Any apprenticeship program deregistered pursuant to this plan may be reinstated upon presentation of adequate evidence to the Commission that the apprenticeship program is operating in accordance with this plan.

Section 15. Intimidatory or Retaliatory Acts

Any intimidation, threat, coercion or retaliation by or with the approval of any sponsor against any person for the purpose of interfering with any right or privilege secured by Wisconsin's Apprenticeship or Fair Employment Practices Laws, Title VII of the Civil Rights Act of 1964, Executive Order 11246 of September 24, 1965, or because he has made a complaint, testified, assisted, or participated in any manner in an investigation proceeding, or hearing under this plan shall be considered non-compliance with the equal opportunity standards of this plan. The identity of complainants shall be kept confidential except to the extent necessary to carry out the purpose of this plan, including the conduct of any investigation, hearing or judicial proceeding arising therefrom.

18.

Section 16. Non-Discrimination

The commitments contained in the sponsor's affirmative action program are not intended and shall not be used to discriminate against any qualified applicant or apprentice on the basis of race, color, religion, national origin, or sex.

Section 17. Exemptions

Requests for exemption from these regulations, or any part thereof, shall be made in writing to the Commission and shall contain a statement of reasons supporting the request. Exemptions may be granted for good cause. The Agency will immediately notify the Department of any such exemptions granted affecting a substantial number of employees and the reasons therefor.

Section 18. Effective Date

This plan shall be effective SEPTEMBER 30 1971
 Month Day Year

Signed at MADISON WISCONSIN
 City State

this 14th day of SEPTEMBER 1971.

Philip E. Herman

 Name of Authorized Official

Chairman

 Title

Approved by the U. S. Department of Labor this 30th day of
September 1971.

Paul H. Kassep

 Name of Authorized Official

Deputy Assistant Secretary for
 Manpower and Manpower Administrator

 Title

Exhibit No. 41

Statement of Thomas Augustine, Associate Assistant Regional Director
U. S. Department of Labor
Presented to
United States Civil Rights Commission
Chicago, June 19, 1974

With the Commission's permission I have a brief statement which I would like to make and have entered into the record.

My name is Thomas Augustine. I am Associate Assistant Regional Director for the U. S. Department of Labor in charge of the Bureau of Apprenticeship and Training activities in the six states of Region V, Illinois, Indiana, Michigan, Minnesota, Ohio and Wisconsin. I have held this position since 1964. The Bureau of Apprenticeship and Training is a component of the Manpower Administration. I report directly to the Administrator of the Bureau of Apprenticeship and Training, in Washington, D. C. on all program and personnel matters. The job of the Bureau is the promotion and extension of apprenticeship. According to the National Apprenticeship Act the Secretary of Labor is authorized and directed to formulate and promote the furtherance of labor standards necessary to safeguard the welfare of apprentices, to extend the application of such standards by encouraging their inclusion in contracts of apprenticeship, to bring together employers and labor for the formulation of programs of apprenticeship and to cooperate with state agencies engaged in the formulation and promotion of standards of apprenticeship.

The Bureau of Apprenticeship and Training may be identified as that staff unit which the Department of Labor has created to formulate and promote labor standards for apprenticeship and extend their application by encouragement.

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Over the period of 36 years since apprenticeship became a responsibility of the Secretary of Labor, the Department has developed certain well defined processes for the formulation of labor standards of apprenticeship and their promotion and extension.

The apprenticeship and training representatives of the Bureau of Apprenticeship and Training are charged with developing and installing apprenticeship programs. In the course of such action a Bureau representative sells the employer or a labor management body on the idea of training apprentices, helps define and formally describe the process by which apprentices will be selected and trained on the job and in related theory. He recommends that the program equal or exceed minimum training and administrative standards. If the resulting program meets these recommended standards then it may be "registered" which means that a certificate is issued, signed by the Secretary of Labor, identifying the program as part of the National Apprenticeship Program in accordance with the standards recommended by the Federal Committee on Apprenticeship.

In addition the Bureau representative is charged to provide consultive service to the sponsors of registered programs so that they will train a full complement of apprentices and adhere to the principles of good apprenticeship training.

Because the Department emphasizes the importance of equal opportunity in apprenticeship programs, the Bureau representative is charged to make equal opportunity compliance reviews and engage in equal opportunity promotion. The Bureau representative is also expected to carry on

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promotional activities of a more general nature such as consultation at Bureau sponsored apprenticeship conferences.

As a visible result of this promotional activity at the end of the second quarter of this fiscal year there were 20,185 federally serviced apprenticeship programs, training 179,649 apprentices, 27,389 of whom were minority. As of the same date in this region there were 6,859 federally serviced programs, training 55,554 apprentices of whom 6,692 were minority.

It should be understood that the Bureau of Apprenticeship in this region gives approval to apprenticeship programs according to the standards of the Secretary of Labor only in Illinois, Indiana and Michigan. Program registration approval in Wisconsin, Ohio and Minnesota is done by the State under the authority of state legislation. In each of these states the state employs a Director of Apprenticeship who exercises this function. Our role in Wisconsin, where we have three bureau employees and in Minnesota where we have three bureau employees is to give consultative assistance to programs which are required to operate in accordance with state standards. This is also true in Ohio where the bureau supplies all of the field staff for apprenticeship promotion and consultation. Federal standards are applicable in Ohio, Wisconsin and Minnesota to the extent that these states are recognized by the Secretary of Labor as state registration agencies. In order to achieve this recognition the apprenticeship agencies in these states were required to submit state equal opportunity plans which conform to Title 29, Part 30, the regulation which defines the equal opportunity standards applicable to the federal registration of apprenticeship programs.

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My office in the time allowed has not been able to gather together statistics which were requested of us that would show the total number of registered apprentices for each year since 1967 by state and trade category with indication of numbers by race (ethnic group) and sex. Such information as could be made available according to this description would have to be especially compiled by our Washington office. I submitted a request for it immediately upon the receipt of the subpoena. The memorandum which I received from Nicholas Kolb, Director of the Division of Program Development in response to that request is attached. The cost, based on his time estimate would be about \$1,000. I trust with additional time this data can be assembled and I assure you that my office will do everything it can to facilitate its presentation for your consideration.

U.S. DEPARTMENT OF LABOR
MANPOWER ADMINISTRATION

WASHINGTON, D.C. 20210

Date: June 11, 1974*Reply to
Att'n of:* MTOPD*Subject:* Request for Minority Characteristic Data by State and Occupation*To:* Tom Augustine, Region V

Dear Tom:

I am writing to confirm our telephone conversation of June 11, 1974. You requested minority characteristic data on apprentices by state and occupation from 1967 to the present. This information was obtained from the Bureau's Apprenticeship Account Status Reports, Form BAT-105, until the end of 1972 and is on file in the National Office on ADP printouts. After 1972 data collection responsibilities were transferred to the Manpower Administration's Office of Administration and Management and a new reporting system (SNAPS) was introduced. We are still waiting for the first output from SNAPS. To prepare the 1967-1972 data in a format useful for your purposes would necessitate manual sorting and transcription which I estimate would require ten man-days. As you know, we are understaffed and performing such work would be a sizeable burden on our resources. The material is available in Washington for review, and we would be most cooperative in lending assistance to anyone who would like to visit us for that purpose. I hope the above is of some assistance to you.

Best personal regards.

A handwritten signature in cursive script, appearing to read "Nick Kolb".

NICHOLAS A. KOLB
Division of Program Development
and Review, BATcc: Hugh C. Murphy
James P. Mitchell
Tom Hall

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My office was requested to supply statistics on the total number of registered apprentices with the Chicago District Carpenters for each year since 1967 by race (ethnic group) and sex. From our own files we have been able to assemble this information from June 30, 1968 through December 31, 1972. In addition we were informed that as of June 12, 1974 there were three female carpenter apprentices. I submit this information for the consideration of the commission.

June 2, 1974

APPRENTICESHIP ACCOUNT
 REPORT

CHICAGO DISTRICT CARPENTERS

June 2, 1974

Period Ending	Apprentices DOP (2)		Number of Apprentices in Period					Number of Apprentices End of Period				
	White (3)	Advised Non-white (4)	Terminated (5)	Suspended (6)	Completed (7)	Total (8)	Female (9)	Negro (10)	Am. Indian (11)	Sp. Descent (12)	Oriental (13)	
June 30, 1968	435	110	7	21	0	17	514	0	34	0	6	
December 31, 1968	514	141	2	37	0	38	592	0	46	0	6	
June 30, 1969	592	135	2	33	0	10	691	0	53	0	11	
December 31, 1969	691	94	1	42	0	47	710	0	58	0	10	
June 30, 1970	710	274	3	76	0	41	900	0	82	1	10	
December 31, 1970	900	108	2	46	0	88	894	0	91	1	12	
June 30, 1971	894	239	3	66	*	67	1034	0	121	**	16	
December 31, 1971	1034	176	4	91	*	107	1060	1	143	**	20	
June 30, 1972	1060	161	3	77	*	74	1104	1	150	**	25	
December 31, 1972	1104	167	3	83	*	68	1153	1	159	**	22	

NOTE: ON JUNE 12, 1974 there are
 Three (3) Female Carpenter
 Apprentices: (1) Fourth Year,
 Construction; (1) First Year,
 Construction; (1) First Year,
 Cabinetmaker.

* Reporting changed to show Terminations and suspensions together
 ** Reporting changed to show American Indians and Orientals together as (OTHER MINORITY)

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The subpoena which was presented to me also requested that my office supply regional BAT statistics on the total number of registered apprentices for Northwestern Indiana by year, trade category, race (ethnic group) and sex since 1970. From our own files we have been able to assemble this information with once annual summaries as of June 30 for 1970, 1971, 1972 and 1973. I submit this information for the consideration of the commission.

Apprentices in Northwest Indiana

	Total				Female				Minority					
	1970	71	72	73	1970	71	72	73	1970	71	72	73	Ind.	Ortl.
All Trades	1035	913	614	672	1	1	1	1	41	47	81	115	4	1
<u>Construction:</u>														
Plumbers	33	33	22	33					3	6	5	4		
Glaziers	3	1	1	1					-	-	-	-		
Cement Masons	15	15	10	7					-	-	-	-		
Boilermakers	40	36	39	36					0	1	1	1		
Lathers	11	11	4	3					-	-	-	-		
Bricklayers	110	109	81	57					8	7	8	3		
Carpenters	162	130	106	48					6	7	20	12		
Electricians	146	134	109	98					6	7	12	13	1	
Ironworkers	217	137	87	58					3	3	6	8	2	
Sheetmetal Wkrs.	80	51	61	58					3	1	7	9		
Painters	29	33	15	17					-	3	4	4		
<u>Metal Trades:</u>														
Machinist	48	38	25	49					1	2	3	11		
Tool & Die Maker	21	26	14	21					-	-	1	4		
Die Sinker	3	5	2	2					-	-	-	-		
Die Trimmer	2	0	0	0					-	-	-	-		
Die Finisher	2	0	0	0					-	-	-	-		
Model Maker	0	1	0	0					-	-	-	-		
<u>Industrial Trades:</u>														
Electricians	15	14	8	32					-	-	2	10		
Millwright	4	4	17	16					-	-	3	3		
Pipefitter	5	5	1	50					-	-	-	24		
Sheetmetal Wkrs.	2	0	0	0					-	-	-	-		
Electr. Motor Repr.	0	2	6	5					-	-	-	-		
Instr. Repairman	0	0	2	2					-	-	-	-		
Mobil Equip. Mech.	0	0	3	2					0	-	1	-		
Mach. Repairman	0	0	0	1					-	-	-	1		
Welder	0	0	0	1					-	-	-	1		
<u>Automotive Trades:</u>														
Auto Mech. &/or Body Repairman	19	27	13	13					-	1	1	2	1	1
<u>Graphic Arts:</u>														
Printer and/or Pressman, Lithographers	7	14	12	35					-	1	-	1		
<u>Service Trades:</u>														
Meatcutters	54	80	28	17					4	4	1	-		
Baker	1	1	0	0										
Bus. Mach. Repairman	1	1	1											
Optical Technician	5	5	7	10	1	1	1	1	1	1	4	2		

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In addition by a special survey, we have collected some information on women employed as apprentices in Illinois which we supply since it is pertinent to this inquiry.

WOMEN IN APPRENTICESHIP IN ILLINOIS

JUNE 1974

<u>NAME OF PROGRAM</u>	<u>TRADE</u>	<u>NO. of WOMEN</u>
Austin Prosthetic Co., Chicago	Dental Technician	1
Vince Ceramics, Chicago	Dental Technician	1
Coty Dental Laboratory, Chicago	Dental Technician	1
Satisfaction Dental Lab., Elgin	Dental Technician	1
Central Telephone Co., DesPlaines	Test Assigner Lineperson	1 1
Tranzo Envelope Co., Chicago	Cutting & Creasing Pressman Offset Pressman	2 3
Chicago Carpenters, Chicago	Carpenter	3
Keress Dental Lab., DesPlaines	Dental Technician	1
Bismarck Hotel, Chicago	Baker	1
Lithographer & Photoengravers, Chicago	Lithographer	8
Western Illinois Univ., Macomb	Printer	1
Illinois State Journal, Springfield	Printer	2
Cobels Upholstering, W. Frankfort	Upholsterer	1
Summers Upholstering, Marion	Upholsterer	1
Suttons Upholstering, Johnson City	Upholsterer	1
Micro Switch, Freeport	Tool & Die Maker	1

The National Apprenticeship Program

U. S. Department of Labor

Manpower Administration

Apprenticeship is one of the best systems for training craftsmen, who are a highly regarded and prized national resource—one deserving of the highest respect.

Richard Nixon

PREFACE

This booklet presents a brief explanation of the National Apprenticeship Program, including its policies and their application in modern industry.

The Bureau of Apprenticeship and Training of the U.S. Department of Labor has the responsibility for encouraging industry to establish apprenticeship programs and improve existing programs. One of its prime objectives is to promote cooperation between management and organized labor groups.

A list of apprenticeable occupations and trades is included in this booklet. Further information may be obtained from the Bureau's regional offices or from the national office in Washington, D.C.

Hugh C. Murphy
Administrator

The National Apprenticeship Program

U.S. Department of Labor
James D. Hodgson, Secretary

Manpower Administration
Bureau of Apprenticeship and Training

1972 (REV.)

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WHAT IS APPRENTICESHIP?

Apprenticeship, in simplest terms, is training in those industrial occupations requiring a wide and diverse range of skills and knowledge, as well as maturity and independence of judgment. It involves planned day-by-day, on-the-job training and experience under proper supervision, combined with technical studies in subjects related to the trade.

As practiced by modern industry, apprenticeship is a businesslike system in which the young worker entering industry is given thorough instruction and experience, both on and off the job, in all the practical and theoretical aspects of the work required in a skilled occupation, craft, or trade.

As apprentices progress in training, they mature, acquire additional skills, and master the application of those already learned. Through rotation from one division of work to another and instruction in technical subjects related to the trade, they develop independence of judgment. This enables them to be productive during their entire period of training.

Most apprenticeship terms range from 1 to 5 years, depending upon the particular trade involved. To master a particular trade requires: (1) Learning all or most of the skills of the trade; (2) perfecting the use of each specific skill; (3) bringing each skill up to the speed and accuracy required of the job; and (4) learning to use specific skills in combination with other skills.

WHY IS APPRENTICESHIP IMPORTANT?

The greatest single investment that we as a people have is our skills and

know-how. It is imperative that we guard this investment carefully. Our future progress and strength as a nation depend upon a conscious concern for manpower resources, training, and skills.

On the industrial front, the craftsman transforms the ideas and diagrams of the scientist and engineer into the finished product. He builds, installs, operates, and services the machines in our factories, shops, and offices. He helps to build and maintain our atomic installations and performs many varied jobs essential to the smooth running of our industrial machine.

The degree of skill acquired and exercised by the craftsman affects the quality of the work performed. To assure the highest skills, sound effective training is necessary.

Apprenticeship provides the opportunity to bring together in a common effort all segments of the economy to establish and maintain the effective training of the Nation's youth and achieve a continuing source of skilled manpower. It provides guidance and leadership to youth wishing to become skilled in their chosen trades. Equally important, it provides the mechanism necessary to keep training practices abreast of changing industry needs.

When jobs to be performed require extensive knowledge and skill, training for craftsmanship involves preparation, not for a simple skill, but for the many varied skills and related practices required for all-round proficiency.

WHAT CAN APPRENTICESHIP DO?

Well-planned, properly supervised apprenticeship can:

1. Provide trained craftsmen to meet present and future needs.
2. Assure a supply of skilled workers adequate to meet community needs.
3. Help assure the consuming public of those quality products and services that only trained hands and minds can produce.
4. Increase worker productivity.
5. Give workers greater job security.
6. Improve employer-employee relations.
7. Minimize the need for supervision of journeymen (initiative, imagination, and ability are developed).
8. Develop supervisors.
9. Provide the versatility necessary to meeting changing conditions.
10. Attract capable young men and women to industry.
11. Raise general skill levels in industry.

For the young worker entering employment, apprenticeship holds these important values:

1. The opportunity to develop employability to assure economic security.
2. The guarantee of a wage with regular increases while serving an apprenticeship.
3. Recognition as a skilled worker upon completion.

HOW THE NATIONAL APPRENTICESHIP PROGRAM OPERATES

Cooperation between management and labor is essential to effective apprenticeship programs. Employers provide the jobs; journeymen are the

instructors, passing on skills and know-how to apprentices. In the American apprenticeship system, management and labor, along with government and education, work together at the national, State, and local levels.

Role of National Joint Committees

At the national level, joint committees set up by national employer associations and international unions develop standards which serve as guidelines for developing local apprenticeship programs. National joint committees stimulate local affiliates to develop and conduct programs and provide information on new techniques, materials, changes in technology, and other training developments. They also employ national apprenticeship directors, whose responsibilities include assistance to local joint apprenticeship committees.

Role of the Bureau of Apprenticeship and Training

The Bureau of Apprenticeship and Training encourages and assists industry in the development, expansion, and improvement of apprenticeship and training programs. Through its field staff, with offices in every State, the Bureau works with local employers and unions and with State apprenticeship agencies.

Role of State and Territory Apprenticeship Agencies

Apprenticeship agencies recognized by the U.S. Department of Labor have been established by 29 States, the District of Columbia, the Virgin Islands, and Puerto Rico. Each ob-

tains policy guidance from apprenticeship councils composed of employer, labor, and public representatives. A number have staffs to assist employers and unions in the development, expansion, and improvement of apprenticeship programs. Their work is carried on as an integral part of the national apprenticeship system in cooperation with the Bureau of Apprenticeship and Training. (States and territories having recognized apprenticeship agencies are listed on pp. 30 and 31.)

Role of State Vocational Education Departments

Apprenticeship programs combine experience and training on the job with related and theoretical instruction. The experience and training of a machinist apprentice, for example, are usually supplemented by instruction in trade theory, blueprint reading, mechanical drawing, safe working practices, trade mathematics, physics, and other subjects related to the job.

Related instruction is usually given in local trade or vocational schools or other educational institutions. However, some sponsors conduct their own instruction programs or use supervised correspondence courses.

BASIC STANDARDS OF AN APPRENTICESHIP PROGRAM

Basic standards for good apprenticeship programs are those requirements necessary to assure uniform and effective training to develop the skills required of journeymen. Minimum training and administrative standards are identified and must be incorporated in programs submitted for registration by recognized State ap-

prenticeship councils or the Bureau of Apprenticeship and Training.

Training Standards

1. *Work Processes*

An outline of work processes in which the apprentice will receive supervised work experience and training on the job and the allocation of the approximate time to be spent in each major process or division of the trade.

2. *Planned Related Instruction*

Provision for organized related and supplemental instruction necessary to provide apprentices with knowledge in technical subjects related to the trade. This may include supervised correspondence or self-study courses, as approved by applicable law or by policy of the registration agency. A minimum of 144 hours each year of apprenticeship is recommended.

3. *Progress Evaluation and Records*

The periodic review and evaluation of the apprentice's progress, both in job performance and related instruction, and the maintenance of appropriate progress records.

4. *Number of Apprentices to be Employed*

A ratio of apprentices to journeymen consistent with proper supervision, training and continuity of employment.

5. *Equal Opportunity in Apprenticeship*

Equal opportunity in recruitment, selection, and all phases

of employment and training, in compliance with title 29, Code of Federal Regulations, part 30, as amended, and with State Equal Employment Opportunity Plans filed and approved pursuant to this regulation. All programs must be conducted and operated in a nondiscriminatory manner in all aspects of apprenticeship without regard to race, religion, color, sex, or national origin.

6. *Term of Apprenticeship*

A term of apprenticeship consistent with training requirements as established by industry practice, but in no case less than 1 year or 2,000 hours.

7. *Probationary Period*

A probationary period reasonable in relation to the apprenticeship term, with full credit for such time toward completion of apprenticeship.

8. *Safety Training*

Safety training for apprentices on the job and in related instruction.

Administrative Standards

1. *Union-Management Cooperation*

Union-management approval of the program where a collective bargaining agreement exists. Approval may be demonstrated by one or more of the following:

- a. Appropriate provisions in the bargaining agreement.
- b. Signature to the standards.
- c. Letters indicating agreement to the program.

- d. Establishment of a joint apprenticeship committee.

2. *Wages*

A progressively increasing schedule of wages for apprentices. The entry wage must be at least equal to the Fair Labor Standards Act minimum where applicable, unless a higher wage is required by State law or regulation.

3. *Recognition for Completion of Apprenticeship*

Recognition for successful completion acknowledged by an appropriate certificate.

4. *Qualifications for Apprenticeship*

Specific qualifications for apprenticeship, applying equally to all applicants.

5. *Minimum Age*

The starting age of an apprentice to be not less than 16 years.

6. *Apprenticeship Agreement*

Placement of apprentices under an apprenticeship agreement, pursuant to State apprenticeship laws and regulations, or Bureau of Apprenticeship and Training policy where no such State laws or regulations exist.

7. *Credit for Previous Experience*

Credit toward completion of apprenticeship for applicable work experience, training, or demonstrated proficiency, with commensurate wages.

Registration of Apprenticeship Programs

Apprenticeship programs can receive public recognition by being registered

with a State apprenticeship agency recognized by the Bureau of Apprenticeship and Training, U.S. Department of Labor. Programs in States that have no apprenticeship agency can be registered with the Bureau. Registration is recommended for all programs. It is required when certain Federal funds or benefits may be involved. Each registered program must identify its registration agency.

The registration agency registers apprentices, apprenticeship programs, and amendments to programs and receives reports on actions affecting apprentices, such as new hires, cancellations, suspensions, and completions. Programs must contain operational procedures to support and give effects to the basic standards of the Bureau of Apprenticeship and Training. Procedures should provide for maintaining information and statistics on such subjects as:

1. *Modification of Standards*

Submission to the registration agency of any modification of the program standards. Apprentices employed before such modifications shall not be affected without their consent.

2. *Compliance with Equal Opportunity Regulations*

The establishment and maintenance of records on recruitment, selection, and employment in accordance with the requirements of 29 CFR, part 30, as amended.

Affirmative action programs have demonstrated that qualified minority members can be recruited and brought into apprenticeship. To assist sponsors in this effort, the Manpower

Administration has established Outreach Programs in many metropolitan areas. Sponsors are encouraged to participate in these Outreach Programs in order to meet the requirements of the regulations. Sponsors must also pledge to take affirmative action in all other aspects of program operations.

INFORMATION ON LAWS AND REGULATIONS AFFECTING APPRENTICESHIP

For information on laws and regulations affecting apprenticeship, contact the Bureau of Apprenticeship and Training, Manpower Administration, U.S. Department of Labor, Washington, D.C. 20210 or the nearest Regional Office of the Bureau, listed on page 29. Information is also available from the State apprenticeship agencies.

VETERANS' TRAINING ALLOWANCES

Training allowances, in addition to regular wages, are available to eligible veterans serving apprenticeships in approved programs. The programs must meet the standards of apprenticeships as published by the Secretary of Labor and be approved by the State agency designated to pass on veteran training.

WHERE APPRENTICES ARE EMPLOYED

Apprentices are in training in every major industry. The young person considering apprenticeship has many occupations from which to choose. A list of recognized apprenticeable occupations begins on page 9.

WHERE TO APPLY

Application for apprenticeship may be made to an employer, a labor

union, a joint apprenticeship and training committee, or the local State employment service office. Apprenticeship Information Centers at employment service offices in 35 cities help young people qualify for apprenticeship.

APPRENTICEABLE OCCUPATIONS

An occupation recognized as apprenticeable by the Bureau of Apprenticeship and Training is one which:

1. Is learned through experience and training on the job, supplemented by related technical instructions.
2. Involves manual, mechanical, or technical skills and knowledge, requiring a minimum of 2,000

hours of work experience including related instruction.

3. Is not part of an apprenticeable occupation recognized by the Bureau of Apprenticeship and Training, unless it is practiced industrywide as an identifiable and distinct trade.
4. Involves the development of skills broad enough to be applicable throughout an industry.
5. Does not fall primarily into any one of the following categories: (a) selling, (b) managerial, (c) clerical, and (d) professional.¹

¹Professional, scientific and learned fields requiring specialized, advanced knowledge and academic degrees.

OCCUPATIONAL LISTING

Listed on the following pages are occupations that meet the criteria for apprenticeable occupations and are included in programs registered with State apprenticeship agencies or the Bureau of Apprenticeship and Training. The customary term of apprenticeship, in years, is shown for each occupation. In some instances, a range in years is included, representing varying training practices in different industries or localities. Where possible, apprenticeable titles are identified by code numbers relating them to jobs defined in the *Dictionary of Occupational Titles*, published by the U.S. Department of Labor, Manpower Administration

The list of apprenticeable occupations is not to be considered final or all inclusive because changes are constantly being made to keep pace with technological advances in industry.

Note: The basic trade classifications are shown in capital letters.

Code numbers from the *Dictionary of Occupational Titles* have been used merely as a convenient method of providing reference to a description of the work involved in each of the apprenticeable occupations listed.

Accessories Mechanic (air transportation; aircraft manufacturing). *See under* AIRPLANE MECHANIC.

Accordion Maker (musical instruments). *See under* MUSICAL-INSTRUMENT MECHANIC.

Aircraft-Assembly Mechanic (aircraft manufacturing). *See* AIRCRAFT FABRICATOR.

Aircraft-and-Engine Mechanic (air transportation; aircraft manufacturing). *See* Airplane Mechanic under AIRPLANE MECHANIC.

AIRCRAFT FABRICATOR: Aircraft-Assembly Mechanic (aircraft manufacturing) 3-4 years. 621.381 and 801.381.

Aircraft Machinist (air transportation; aircraft manufacturing). *See under* MACHINIST.

Aircraft Mechanic (air transportation; aircraft manufacturing). *See under* AIRPLANE MECHANIC.

Aircraft Metalsmith (air transportation; aircraft manufacturing). *See under* SHEET-METAL WORKER.

Aircraft Painter-Doper (air transportation; aircraft manufacturing). *See under* PAINTER-AND-DECORATOR.

Aircraft Plater (aircraft manufacturing). *See under* ELECTROPLATER.

AIRPLANE MECHANIC (air transportation; aircraft manufacturing). 3-4 years.

Accessories Mechanic 621.281.

Aircraft Mechanic 621.281.

Airplane Mechanic; aircraft and engine mechanic 621.281.

Electrical Mechanic 825.381.

Engine Mechanic 621.281.

Helicopter Mechanic 621.281.

Instrument Mechanic 710.281.

Line Service Mechanic 621.281.

Propeller Mechanic 621.281.

Radio Mechanic 823.281.

Airplane Woodworker (aircraft manufacturing). *See under* CABINETMAKER-MILLMAN.

Alteration Tailor (retail trade). *See under* TAILOR.

Anodizer (electroplating). *See under* ELECTROPLATER.

ARBORIST (any industry). 3 years 409.181; 407.181; 304.887.

Architectural Coatings Finisher (construction). *See under* PAINTER-AND-DECORATOR).

Architectural Draftsman (any industry). *See under* DRAFTSMAN-DESIGNER.

Armament Mechanic (firearms). *See* Artillery Repairman.

Artificial Eye Maker (surgical-dental appliances). *See under* ORTHOPEDIC-PROSTHETIC TECHNICIAN.

Artificial-Limb Maker, Metal (surgical-dental appliances). *See* Prosthetist.
 Artificial-Limb Maker, Wood (surgical-dental appliances). *See* Prosthetist.
 Artillery Repairman (firearms; ordnance). *See under* MAINTENANCE MECHANIC-REPAIRMAN.

ASBESTOS WORKER: Insulation Worker (construction; heat and frost insulation) 4 years 863.884.

Auto Glass Installation Worker (automotive service). *See under* GLAZIER-GLASS WORKER.

Auto-Test-Vehicle-Chassis Mechanic (ordnance). *See* Mobile-Military-Equipment Mechanic.

Automobile-Body Repairman (automotive service). *See under* AUTOMOTIVE BODY BUILDER-REPAIRMAN.

Automobile Glazier (automotive service). *See* Auto Glass Installation Worker.

Automobile Machinist (automotive service). *See under* MACHINIST.

Automobile Mechanic (automotive service). *See under* AUTOMOTIVE MECHANIC.

Automobile Painter (automotive service). *See under* PAINTER-AND-DECORATOR.

Automobile Upholsterer (automotive service). *See under* UPHOLSTERER.

AUTOMOTIVE BODY BUILDER-REPAIRMAN (automobile manufacturing; automotive service) 3-4 years.

Automobile-Body Repairman 807.381.

Custom-Body Builder, Metal 807.281.

Custom-Body Builder, Wood 807.281.

Mobile-Home Builder 806.884.

Truck-and-Trailer-Body Builder 807.281.

Automotive-Test-Engine Mechanic (ordnance). *See* Mobile-Military-Equipment Mechanic.

AUTOMOTIVE MECHANIC (automotive service; ordnance) 3-4 years.

Automobile Mechanic 620.281.

Bus Mechanic 620.281.

Heavy-Duty-Equipment Mechanic; construction-equipment mechanic; diesel repairman 625.281.

Mobile-Military-Equipment Mechanic; automotive-test-engine mechanic; autotest-vehicle-chassis mechanic 620.381 and 625.281.

Motorboat Mechanic 623.281.

Motorcycle Mechanic 620.281.

Tractor Mechanic 620.281.

Truck Mechanic 620.281.

BAKER (bakery products; hotel and restaurant) 3 years. 526.781 and 313.781
 Bakery-Equipment Mechanic 629.281. *See under* MAINTENANCE MECHANIC-REPAIRMAN.

Bank-Note Designer (printing and publishing). *See under* DRAFTSMAN-DESIGNER.

Bank-Note Engraver (Engraving). *See under* ENGRAVER.

BARBER (personal service) 2 years. 330.371.

Battenmaker (textile). *See under* WOOD CARVER.

Beauty Operator (personal service). *See* COSMETICIAN.

Ben-Day Artist (printing and publishing). *See* Tint Layer.

Bench Carpenter (furniture; woodworking). *See* Cabinetmaker.

Bench Hand (Jewelry). *See* Jewelry Repairman.

Benchman (optical goods). *See* Ophthalmic Finisher.

Bindery Worker, (printing and publishing). *See under* BOOKBINDER.

BIOLOGICAL AIDE (drugs). *See under* LABORATORY TECHNICIAN.

BLACKSMITH (any industry) 4 years 610.381.

Hammersmith 612.381; 611.782; 612.782.

Sawsmith; saw straightener-and-repairer (saw manufacturing). 3 years. 701.381.

Spring Maker, Automotive; spring fitter-repairer (automobile manufacturing; automotive service) 610.381; 619.380

Tool Dresser 610.381.

- Tool Sharpener (stoneworking) 2 years. 610.381.
 Boatbuilder, Steel (shipbuilding). *See under* IRON WORKER.
 Boatbuilder, Wood (shipbuilding). *See under* CARPENTER.
BOILERMAKER (any industry) 4 years. 805.281.
 Boilermaker, Field Erection and Repair (construction) 4 years. (6,000 hours minimum.) 805.281.
 Mold Lofsmen; template maker (aircraft manufacturing; boiler making; shipbuilding). 661.381; 601.381; 809.381.
 Shipfitter (shipbuilding) 806.381.
BOOKBINDER (printing and publishing).
 Bindery Worker, 2-4 years. 977.884; 643.885.
 Paper Ruler 3 years. 659.782.
 Bookbinding-Machines Mechanic (printing and publishing). *See under* MAINTENANCE MECHANIC-REPAIRMAN.
 Boot-and-Shoe Maker, Custom (boot and shoe manufacturing). *See under* LEATHER WORKER.
 Boot Maker, Custom (boot and shoe manufacturing). *See* Boot-and-Shoe Maker, Custom.
 Bottomer, Customer Shoes (boot and shoe manufacturing). *See under* LEATHER WORKER.
 Brace Maker (surgical-dental appliances). *See* Orthotist.
 Bread Wrapper-and-Label Pressman (printing and publishing). *See* Specialty Pressman.
BREWER (malt liquors) 2-3 years. 522.782; 526.885; 029.381.
BRICKLAYER: Brickmason (construction) 3 years. 861.381.
 Brickmason (construction). *See* BRICKLAYER.
 Bridge-and-Structural-Steel Erector (construction). *See under* IRON WORKER.
 Brillianceer (jewelry). *See* Lapidary.
 Broadcast Technician (broadcast-telecast). *See* Radio Electrician.
 Burglar-Alarm Mechanic (any industry). *See* Signal-System Electrician.
 Bus Electrician (transportation). *See under* ELECTRICAL WORKER.
 Bus Mechanic (automotive service). *See under* AUTOMOTIVE MECHANIC.
 Bushelman (retail trade). *See* Alteration Tailor.
 Business-Machines Mechanic (any industry). *See under* MAINTENANCE MECHANIC-REPAIRMAN.
 Butcher (slaughtering and meat packing). *See under* BUTCHER-MEAT CUTTER.
BUTCHER-MEAT CUTTER (retail trade; slaughtering and meat packing) 2-3 years.
 Butcher 525.381.
 Meat Cutter 316.884; 316.781.
 Buttermaker (dairy products). *See under* DAIRY-PRODUCTS MAKER.
 Cabinetmaker (furniture; woodworking). *See under* CABINETMAKER-MILLMAN.
CABINETMAKER-MILLMAN (any industry).
 Airplane Woodworker (aircraft manufacturing) 3-4 years. 769.281; 621.281.
 Cabinet maker; bench carpenter (furniture; woodworking) 3-4 years. 660.280.
 Casket Masker (mortician goods) 2-3 years. 739.781.
 Furniture Maker-Repairman (furniture) 3-4 years. 660.280.
 Millman; shop carpenter (woodworking) 3-4 years. 669.380.
 Cableman (construction; light and power). *See* Cable Splicer.
 Cable Splicer (construction; light and power). *See under* ELECTRICAL WORKER.
 Cable Splicer (telephone and telegraph). *See under* TELEPHONE WORKER.
 Camera Man (printing and publishing). *See under* LITHOGRAPHER.
 Camera Repairman (any industry). *See under* MAINTENANCE MECHANIC-REPAIRMAN.
CANDY MAKER (confection) 3-4 years. 529.381.
CANVAS WORKER (any industry) 3 years.
 Sailmaker (shipbuilding) 739.381.
 Tent-Awning Maker (canvas goods) 739.381.

- Cap Cutter (hat and cap). *See under* FABRIC CUTTER.
- Card-Room Mechanic (textile). *See under* TEXTILE TECHNICIAN-MECHANIC.
- CARMAN** (locomotive and car building and repair) 4 years. 1.381.
- CARPENTER** (any industry) 4 years.
- Boatbuilder, Wood (shipbuilding) 860.381.
 - Carpenter (construction) 860.381.
 - Carpenter, Maintenance (any industry) 860.281.
 - Joiner (shipbuilding) 860.381.
 - Loftsman (shipbuilding) 661.381; 661.131.
 - Mold Maker, Wood (brick and tile) 769.781.
 - Shipwright (shipbuilding) 860.381.
- Carpenter (construction.) *See under* CARPENTER.
- Carpenter, Maintenance (any industry). *See under* CARPENTER.
- Casket Maker (mortician goods). *See under* CABINET MAKER-MILLMAN.
- Caster (construction). *See under* PLASTERER.
- Caster (pottery and porcelain). *See under* POTTERY WORKER.
- Caster-Mold Maker (jewelry). *See under* JEWELER.
- CEMENT MASON** (construction) 3 years. 844.884.
- Central Office Installer-Repairman (telephone and telegraph). *See under* TELEPHONE WORKER.
- Chaser-Engraver (jewelry). *See* Engraver-Chaser.
- Cheesemaker (dairy products). *See under* DAIRY-PRODUCTS MAKER.
- Chemical-Process-Equipment Mechanic (chemical). *See under* MAINTENANCE MECHANIC-REPAIRMAN.
- CHEMICAL-PROCESS OPERATOR** (petro-chemical) 3 years.
- Cigar-Making-Machine Mechanic (cigar manufacturing). *See under* MAINTENANCE MECHANIC REPAIRMAN.
- Color Mixer (wallpaper). *See under* WALL-PAPER CRAFTSMAN.
- Comb Fixer (textile). *See under* TEXTILE TECHNICIAN-MECHANIC.
- Combination Man (telephone and telegraph). *See under* TELEPHONE WORKER.
- Commercial Artist (any industry). *See under* SIGN, SCENE AND PICTORIAL ARTIST.
- Commercial Photographer (any industry). *See under* PHOTOGRAPHER.
- Composing-Room Machinist (printing and publishing). *See under* MAINTENANCE MECHANIC-REPAIRMAN.
- Composition Roofer (construction). *See under* ROOFER.
- Compositor (printing and publishing). *See* PRINTER.
- Construction-Equipment Mechanic (construction). *See* Heavy-Duty Repairman.
- COOK** (hotel and restaurant) 3 years. 313.381.
- Pastry Cook 313.381.
- COOPER** (cooperage) 4 years. 764.884.
- Copper Etcher (printing and publishing). *See under* PHOTO ENGRAVER.
- Coppersmith (sheet metal; shipbuilding). *See under* SHEET-METAL WORKER.
- Coremaker (foundry). *See under* FOUNDRYMAN.
- COSMETICIAN**: Beauty Operator (personal service) 2 years. 332.271.
- Custom-Body Builder, Metal (automobile manufacturing). *See under* AUTOMOTIVE BODY BUILDER REPAIRMAN.
- Custom Tailor (retail trade). *See under* TAILOR.
- Cutter (any industry). *See* FABRIC CUTTER.
- Cutter-Patternmaker, Shoes (boot and shoe manufacturing). *See under* LEATHER WORKER.
- Cutting-and-Creasing Pressman (paper box manufacturing). *See under* PRINTING PRESSMAN.
- Cutting-Die Maker (any industry). *See under* TOOL-AND-DIE MAKER.
- Cylinder Pressman (printing and publishing). *See under* PRINTING PRESSMAN.
- DAIRY-PRODUCTS MAKER** (dairy products) 2-3 years.
- Buttermaker 529.782.
 - Cheesemaker 529.381.

- Damper-Waterproofer (construction). *See under* ROOFER.
- Decorating-Kiln Placer (pottery and porcelain). *See under* POTTERY WORKER.
- Dental-Plate Maker (surgical-dental appliances). *See* Dental Technician.
- Dental Technician (surgical-dental appliances). *See under* ORTHOPEDIC-PROSTHETIC TECHNICIAN.
- Detailer-Draftsman (any industry). *See under* DRAFTSMAN-DESIGNER.
- Diamond-Die Maker (wire drawing). *See under* TOOL-AND-DIE MAKER.
- Die-Casting-Die Maker (machine shop). *See under* TOOL-AND-DIE MAKER.
- Die Maker (carbide tools). *See under* TOOL-AND-DIE MAKER.
- Die Maker (jewelry). *See under* TOOL-AND-DIE MAKER.
- Die Maker (machine shop). *See under* TOOL-AND-DIE MAKER.
- Die Maker, Paper (paper goods). *See* Cutting-Die Maker.
- Die Sinker (machine shop). *See under* TOOL-AND-DIE MAKER.
- Die Stamper (printing and publishing). *See under* PLATE-PRINTER.
- Diesel Repairman (automobile service). *See* Heavy-Duty Equipment Mechanic.
- Dipper (pottery and porcelain.). *See under* POTTERY WORKER.
- DRAFTSMAN-DESIGNER** (any industry) 3-5 years.
- Architectural Draftsman (any industry) 001.281.
 - Bank-Note Designer (printing and publishing) 142.081.
 - Detailer-Draftsman 017.281.
 - Electrical Draftsman 003.281.
 - Engineering Aide 018.587; 018.687.
 - Mechanical Draftsman 007.281.
 - Structural Draftsman 005.281.
 - Tool-and-Die Designer (machine shop) 007.081; 007.181.
 - Topographical Draftsman 017.281.
- Drawing-Frame Fixer (textile). *See under* TEXTILE TECHNICIAN-MECHANIC.
- DRY CLEANER, SPOTTER, AND PRESSER** (cleaning, dyeing, and pressing) 3-4 years, 362.782; 362.381; 363.782.
- Duplicating-Machines Repairman (any industry). *See* Business-Machines Mechanic.
- Dyer, Master (textile). *See under* TEXTILE TECHNICIAN-MECHANIC.
- Earth-Moving Equipment Mechanic. *See under* OPERATING ENGINEER.
- Electric-Motor Repairman (any industry). *See* Repairer-and-winder.
- Electric-Refrigerator Serviceman (any industry). *See under* ELECTRICAL WORKER.
- Electrical-Appliance Serviceman (any industry). *See under* ELECTRICAL WORKER.
- Electrical Draftsman (any industry). *See under* DRAFTSMAN-DESIGNER.
- Electrical-Instrument Repairman (any industry). *See under* ELECTRICAL WORKER.
- Electrical Mechanic (air transportation; aircraft manufacturing). *See under* AIR-PLANE MECHANIC.
- Electrical Repairman (any industry). *See* Maintenance Electrician.
- ELECTRICAL WORKER** (any industry) 4-5 years.
- Bus Electrician (transportation) 825.281.
 - Cable Splicer; cableman; underground electrician (construction; light and power) 829.381; 821.381.
 - Electrical-Appliance Serviceman; Electric-Refrigerator Serviceman (any industry) 3 years. 827.281; 637.281.
 - Electrical-Instrument Repairman; Pyrometer man 4 years. 729.281.
 - Electrician; wireman (construction) 4 years. 824.281.
 - Electronic Technician; radio-television repairman; radio repairman; television repairman (any industry) 720.281; 003.181; 632.281; 828.281.
 - Lineman; outside electrician (construction, light and power) 3 years. 821.281; 821.381.
 - Maintenance Electrician; electrical repairman; industrial electrician (any industry) 829.281.
 - Meterman; meter-relay tester; meter tester-repairer (light and power) 821.381; 729.281; 710.281.
 - Power-House Electrician (light and power) 820.281.
 - Power-Plant-Equipment Mechanic (light and power) 631.281.
 - Radio Electrician; broadcast-technician; radio-station-maintenance electri-

- cian; radio-station technician (broadcast-telecast) 823.281.
 Radio-Telephone-Communications Technician (telephone-and-telegraph) 823.281.
 Repairer-and-Winder; electric-motor repairman; shop electrician (any industry) 721.281.
 Ship Electrician; marine electrician (shipbuilding) 825-381.
 Sign Electrician (signs) 869.381; 824.281; 729.884.
 Signal-System Electrician; burglar-alarm mechanic; fire-alarm mechanic (any industry) 823.281; 829.281.
 Electrician (construction). *See under* ELECTRICAL WORKER.
 Electro-Mechanical Technician (instruments and apparatus). *See under* MAINTENANCE MECHANIC-REPAIRMAN.
 Electronic Technician (any industry). *See under* ELECTRICAL WORKER.
ELECTROPLATER (any industry) 3-4 years.
 Aircraft Plater (aircraft manufacturing) 501-782.
 Anodizer (electroplating) 501.782.
 Plater (electroplating) 500.380.
 Plater, Plastics (Vacuum System) 500.380.
ELECTROTYPYER (printing and publishing) 5-6 years 974.381.
 Finisher 659.380.
 Molder 974.381.
 Wax Engraver 974.381.
 Elevator Repairman (construction). *See under* MAINTENANCE MECHANIC-REPAIRMAN.
 Embossing Pressman (printing and publishing). *See under* PRINTING PRESSMAN.
 Enameler (jewelry). *See under* JEWELER.
 Engine Mechanic (air transportation; aircraft manufacturing). *See under* AIRPLANE MECHANIC.
 Engineering Aide (any industry). *See under* DRAFTSMAN DESIGNER.
ENGRAVER (any industry) 4-5 years.
 Bank-Note Engraver (engraving) 979.781.
 Engraver-Chaser; chaser-engraver (jewelry) 704-381.
 Etcher, Hand (printing and publishing) 971-381.
 Metal Engraver (engraving) 704.381.
 Pantograph Engraver (any industry) 779.782; 704.884; 979.781.
 Siderographer (engraving) 979.381.
 Steel-and-Copper-Plate Engraver (printing and publishing) 979.781.
 Wood-Block Engraver (textile; printing and publishing) 979.281.
 Engraver-Chaser (jewelry). *See under* ENGRAVER.
 Engraving Pressman (printing and publishing). *See under* PLATE PRINTER.
 Envelope-Machine Adjuster (paper goods). *See* Cutting-and-Creasing Pressman.
 Etcher, Hand (printing and publishing). *See under* ENGRAVER.
 Experimental-Body Builder, Metal (automotive manufacturing). *See* Model Maker, Metal under MODEL MAKER.
 Experimental-Body Builder, Wood (automotive manufacturing). *See* Model Maker, Wood under MODEL MAKER.
FABRIC CUTTER: Cutter (any industry) 3-4 years.
 Cap Cutter (hat and cap) 781.884; 699.885.
 Garment Cutter (garment) 781.884; 699.885.
 Glove Cutter (leather products) 781.884; 781.887.
 Shirt Cutter (garment) 781.887; 781.884.
 Upholstery-and-Seat-Cover Cutter (furniture; retail trade) 780.884.
FARM-EQUIPMENT MECHANIC (automotive service) 3-4 years. 624.281.
 Film Developer-Printer, Motion Picture (any industry). *See under* PHOTOGRAPHER.
 Finisher (garment). *See under* TAILOR.
 Finisher (optical goods). *See* Ophthalmic Finisher.
 Finisher (printing and publishing). *See under* PHOTO ENGRAVER or ELECTROTYPYER.

- Fire-Alarm Mechanic (any industry). *See* Signal-System Electrician.
- FIRE FIGHTER** 3 years. 373.884.
- Fitter, Custom Shoes (boot and shoe manufacturing). *See under* LEATHER WORKER.
- FLOOR COVERER:** Floor Layer (construction) 3-4 years.
Linoleum, Soft Tile and Carpet Layer; linoleum-and-soft tile layer 864.781.
- Floor Layer (construction). *See* FLOOR COVERER.
- FOUNDRYMAN** (foundry).
Coremaker 4 years. 518.381.
Melter 2-3 years. 512.782.
Molder 4 years. 518.381; 518.782; 693.301.
- Full-Fashion-Hosiery-Knitting-Machine Mechanic (hosiery). *See* Knitting-Machine Mechanic.
- Fur Cutter (fur goods). *See under* FURRIER.
- Fur Finisher (fur goods). FURRIER.
- Fur-Machine Operator (fur goods). *See under* FURRIER.
- Furniture Finisher (furniture). *See under* PAINTER-AND-DECORATOR.
- Furniture Maker-Repairman (furniture). *See under* CABINET MAKER-MILLMAN.
- FURRIER** (fur goods) 3-4 years. 142.081.
Fur Cutter 3-4 years. 783.781.
Fur Finisher 2-3 years. 783.381.
Fur-Machine Operator 2-3 years. 787.782.
- Gage Maker (machine shop). *See under* TOOL-AND-DIE MAKER.
- Garment Cutter (garment). *See under* FABRIC CUTTER.
- Gas-Engine Repairman (any industry). *See under* MAINTENANCE MECHANIC-REPAIRMAN.
- Gas Fitter (any industry). *See under* PLUMBER-PIPE FITTER.
- Gas-Meter Repairman (light and power). *See under* MAINTENANCE MECHANIC-REPAIRMAN.
- Gas Serviceman (public utilities). *See under* MAINTENANCE MECHANIC-REPAIRMAN.
- Glass Blower (glass manufacturing). *See under* GLAZIER-GLASS WORKER.
- Glass Blower, Laboratory Apparatus (instruments and apparatus). *See under* GLAZIER-GLASS WORKER.
- Glass Worker, Shop (construction; glass products). *See under* GLAZIER-GLASS WORKER.
- Glassware Engraver-Polisher (glass products). *See under* GLAZIER-GLASS WORKER.
- GLAZIER-GLASS WORKER** (any industry).
Auto Glass Installation Worker; Automobile Glazier (automotive service) 2 years 865.884.
Glass Blower (glass manufacturing) 3 years. 575.781.
Glass Blower, Laboratory Apparatus (instruments and apparatus) 3-4 years 772.281.
Glass Worker, Shop (construction; glass products) 3 years. 775.884; 676.885; 574.884.
Glassware Engraving-Polisher (glass products) 2-3 years. 775.381.
Glazier (construction) 3 years. 865.781.
Neon-Tube Bender (signs) 3-4 years. 824.884; 772.381.
Stained-Glass Glazier (glass products) 4 years. 779.381; 865.381.
Window-Glass Cutter (glass manufacturing) 3 years. 579.887.
- Glazier (construction). *See under* GLAZIER-GLASS WORKER.
- Glove Cutter (leather products). *See under* FABRIC CUTTER.
- Goldsmith (jewelry). *See under* JEWELER.
- Grade-and-Paving-Equipment-Operator (construction). *See under* OPERATING ENGINEER.
- Granite Cutter (stoneworking). *See* Stone Cutter.
- Granite Cutter, Sandblaster (stoneworking). *See under* STONE WORKER.
- Granite-Lathe Operator (stoneworking). *See* Machine Stone-Cutter.
- Granite Sawyer (stoneworking). *See* Stone Sawyer.

- Granite Surface Plate Lapper. *See under* STONEMAN.
- Gun Repairman (any industry). *See under* MAINTENANCE MECHANIC REPAIRMAN.
- Gunsmith (any industry). *See* Gun Repairman.
- Hammersmith (any industry). *See under* BLACKSMITH.
- Handler (pottery and porcelain). *See under* POTTERY WORKER.
- Handwood Finisher (furniture). *See* Furniture Finisher.
- Harness Maker (leather products). *See under* LEATHER WORKER.
- HEAT TREATER** (heat treating) 4 years. 504.782.
- Heavy-Duty-Equipment Mechanic (automotive service). *See under* AUTOMOTIVE MECHANIC.
- Helicopter Mechanic (air transportation; ordnance). *See under* AIRPLANE MECHANIC.
- Heavy-Duty Repairman (construction). *See under* OPERATING ENGINEER.
- Hoisting-and-Portable Engineer (construction). *See* OPERATING ENGINEER.
- Hub Cutter (jewelry). *See* Die Maker.
- Hydraulic Equipment Mechanic (any industry). *See under* MAINTENANCE MECHANIC REPAIRMAN.
- Impression-Die Sinker (machine shop). *See* Die Sinker.
- Industrial Electrician (any industry). *See* Maintenance Electrician.
- Industrial-Machine Repairman (any industry). *See* Maintenance Machinist.
- Industrial-Sewing-Machine Repairman (any industry). *See under* MAINTENANCE MECHANIC-REPAIRMAN.
- Instrument Maker (any industry). *See under* MACHINIST.
- Instrument Mechanic (air transportation; aircraft manufacturing). *See under* AIRPLANE MECHANIC.
- Instrument Repairman (any industry). *See under* MAINTENANCE MECHANIC-REPAIRMAN.
- Insulation Worker (construction; heat and frost insulation). *See* ASBESTOS WORKER.
- IRON WORKER** (any industry).
- Boatbuilder, Steel (shipbuilding) 4 years. 806.381; 819.380.
- Bridge-and-Structural-Steel Erector (construction) 2 years. 801.781.
- Ornamental-Iron Erector (construction) 2 years. 809.381.
- Ornamental Metal Fabricator (bronze, wire and metal specialties) 4 years. 809.381; 619.880.
- Reinforcing-Iron Worker (construction) 2 years. 801.884.
- Structural-Steel Fabricator (structural metals) 4 years. 619.380; 601.381.
- Jacquard-Card Cutter (textile). *See* Jacquard Designer.
- Jacquard Designer (textile). *See under* TEXTILE TECHNICIAN-MECHANIC.
- JEWELER** (jewelry).
- Caster-Mold Maker 3-4 years. 502.381; 700.381.
- Enameler 2-3 years. 740.884.
- Goldsmith 3-4 years. 700.281.
- Jewelry Repairman; bench hand 3 years. 700.281.
- Lapidary; brilliandeerer; stone cutter 3-4 years. 770.281.
- Stone Setter 3-4 years. 700.381.
- Jewelry Repairman (jewelry). *See under* JEWELER.
- Jig-and-Fixture Builder (aircraft manufacturing; automobile manufacturing). *See under* TOOL-AND-DIE-MAKER.
- Jiggerman (pottery and porcelain). *See under* POTTERY WORKER.
- Joiner (shipbuilding). *See under* CARPENTER.
- Kiln Drawer (pottery and porcelain). *See under* POTTERY WORKER.
- Kiln Placer (pottery and porcelain). *See under* POTTERY WORKER.
- Knitter, Full Fashion (hosiery). *See under* TEXTILE TECHNICIAN-MECHANIC.
- Knitting-Machine Mechanic (hosiery; knit goods). *See under* MAINTENANCE MECHANIC-REPAIRMAN.
- LABORATORY TECHNICIAN** (any industry) 4 years.
- Biological Aide (drug) 559.872.

- Laboratory Test Mechanic (aircraft manufacturing). 002.280.
 X-Ray Technician Industrial; radiographer, industrial (any industry) 199.381.
- Laboratory Test Mechanic (aircraft manufacturing). *See under* LABORATORY TECHNICIAN.
- Ladies Tailor (garment). *See* Sample Maker.
- Lapidary (jewelry). *See under* JEWELER.
- Lapper (jewelry). *See* Polisher-Finisher.
- LATHER** (construction) 2-3 years. 842.781.
- Layout Man, Color (printing and publishing). *See under* ROTOGRAVURE ENGRAVER.
- LEAD BURNER** (chemical; petroleum and refining; shipbuilding) 5 years. 815.281.
- LEATHER WORKER** (any industry) 3-4 years.
 Boot-and-Shoe Maker, Custom; boot maker, custom (boot and shoe manufacturing) 365.381.
 Bottomer, Custom Shoes (boot and shoe manufacturing) 788.884.
 Cutter-Patternmaker, shoes (boot and shoe manufacturing) 690.782.
 Fitter, Custom Shoes (boot and shoe manufacturing) 690.782.
 Harness Maker (leather products) 789.781.
 Saddle Maker (leather products) 789.781.
 Tanner (leather manufacturing) 585.884; 690.780; 589.387; 582.782.
- Leather Worker (surgical-dental appliances). *See under* ORTHOPEDIC-PROSTHETIC TECHNICIAN.
- Lens Grinder (optical goods). *See* Ophthalmic Surfer.
- Line-Service Mechanic (air transportation). *See under* AIRPLANE MECHANIC.
- Lineman (light and power). *See under* ELECTRICAL WORKER.
- Lineman (telephone and telegraph). *See under* TELEPHONE WORKER.
- Liner (pottery and porcelain). *See under* POTTERY WORKER.
- Linoleum-and-Soft Tile Layer (construction). *See* Linoleum, Soft Tile and Carpet Layer.
- Linoleum, Soft Tile and Carpet Layer (construction). *See under* FLOOR COVERER.
- Linotype Machinist (printing and publishing). *See* Composing-Room Machinist.
- Lithoengraver (printing and publishing). *See* LITHOGRAPHER.
- LITHOGRAPHER**, Lithoengraver (printing and publishing) 4-5 years.
 Camera Man; Photolithographer 972.832.
 Lithographic-Press Assistant 2 years 651.782.
 Lithographic Pressman; Offset Pressman 651.782.
 Platemaker; Transferer 972.381; 972.781.
 Plate Grainer. 972.782.
 Process Artist. 972.281.
 Proofer. 651.782.
 Stripper-and-Opaquer. 971.381.
 Transferer, Hand. 972.381.
- Lithographic-Press Assistant (printing and publishing). *See under* LITHOGRAPHER.
- Lithographic Pressman (printing and publishing). *See under* LITHOGRAPHER.
- Lock-and-Safe Repairman (any industry). *See under* MAINTENANCE MECHANIC-REPAIRMAN.
- Locksmith (any industry). *See* Lock-and-Safe Repairman.
- Loftsmen (shipbuilding). *See under* CARPENTER.
- Loom Fixer (textile). *See* WEAVE-Room Mechanic.
- Machine-Man (stoneworking). *See* Machine Stone-Cutter.
- Machine Set-Up Man (paper goods). *See* Cutting-and-Creasing Pressman.
- Machine Stone-Cutter (stoneworking). *See under* STONE WORKER.
- MACHINIST** (any industry) 4 years. 600.280.
 Aircraft Machinist (air transportation; aircraft manufacturing). 600.280.
 Automobile Machinist (automotive service). 600.280.
 Instrument Maker (any industry). 600.280.
 Machinist, Automatic Screw Machine (any industry) 600.280.

- Maintenance Machinist; industrial machine repairman (any industry) 600.280.
 Marine Machinist (shipbuilding) 623.281.
 Outside Machinist (any industry) 623.281; 600.280.
 Precision-Tool Grinder (any industry) 600.280.
 Roll Turner (iron and steel) 604.280.
 Machinist, Automatic Screw Machine (any industry). *See under* MACHINIST.
MAILER (printing and publishing) 4-5 years. 239.587.
 Maintenance Electrician (any industry). *See under* ELECTRICAL WORKER.
 Maintenance Machinist (any industry). *See under* MACHINIST.
MAINTENANCE MECHANIC-REPAIRMAN (any industry) 4 years.
 Artillery Repairman; armament mechanic 4 years. 736.781; 632.281; 801.381.
 Bakery Equipment Mechanic. 633.281.
 Bookbinding-Machines Mechanic (printing and publishing) 4 years. 638.281.
 Business-Machines Mechanic; duplicating-machines repairman; office-machines mechanic 3-4 years. 633.131; 633.281.
 Camera Repairman 3 years. 714.281.
 Chemical-Process-Equipment Mechanic (chemical) 4 years. 630.281.
 Cigar-Making-Machine Mechanic (cigar manufacturing) 3-4 years. 629.281.
 Composing-Room Machinist; monotype machinist; printing-equipment mechanic (printing and publishing) 5-6 years. 627.281.
 Electro-Mechanical Technician (Instrument and apparatus) 710.281.
 Elevator Repairman 4 years. 825.381.
 Gas-Engine Repairman (any industry) 3-4 years. 625.281.
 Gas-Meter Repairman (light and power) 3 years. 710.281.
 Gas Serviceman (public utilities) 3 years. 637.281.
 Gun Repairman; gunsmith; small-arms repairman 3-4 years. 632.281.
 Hydraulic-Equipment Mechanic (any industry) 3-4 years. 638.281.
 Industrial-Sewing-Machine Repairman 3-4 years. 639.281.
 Instrument Repairman 4 years. 710.281.
 Knitting-Machine Mechanic; full-fashion-hosiery-knitting-machine mechanic; (hosiery; knit goods) 2-3 years. 689.280.
 Lock-and-Safe Repairman; locksmith 3-4 years. 709.281.
 Orthopedic-Shoe Repairman 3 years. 365.381.
 Power-House Repairman (light and power) 3-4 years. 631.281.
 Pump Repairman 3 years. 630.281.
 Scale Repairman 3 years 633.281.
 Watch-Clock Repairman 3-4 years. 715.281.
 Wind-Tunnel-Test-Equipment Mechanic (aircraft manufacturing) 4 years. 827.381.
 X-ray-Equipment Repairman 3-4 years. 729.281.
 Marble Setter (construction). *See* Stone Setter.
 Marine Electrician (any industry) *See* Ship Electrician.
 Marine Machinist (shipbuilding). *See under* MACHINIST.
MARKING-DEVICE MAKER (marking device; printing and publishing) 2-3 years.
 Rubber-Stamp Maker; rubber-die maker. 733.381.
 Masker (printing and publishing). *See under* PHOTO ENGRAVER.
MATTRESS MAKER, CUSTOM (mattress) 2-3 years. 780.884.
 Meat Cutter (retail trade). *See under* BUTCHER-MEAT CUTTER.
 Mechanical Draftsman (any industry). *See under* DRAFTSMAN-DESIGNER.
 Melter (foundry). *See under* FOUNDRYMAN.
 Metal-Denture Maker (surgical-dental appliances). *See* Dental Technician.
 Metal Engraver (engraving). *See under* ENGRAVER.
 Metal Patternmaker (foundry). *See under* PATTERNMAKER.
METAL POLISHER-AND-BUFFER (any industry) 3-4 years. 705.884.
 Polisher-Finisher; lapper (jewelry) 3 years. 705.884.
 Sandbobber (holloware; silverware) 3 years. 705.884.

- Metal-Sign Maker (sign). *See under* SHEET-METAL WORKER.
 Metal Spinner (machine shop). *See under* SHEET-METAL WORKER.
 Meterman (light and power). *See under* ELECTRICAL WORKER.
 Meter-Relay Tester (light and power). *See* Meterman.
 Meter Tester-Repairer (light and power). *See* Meterman.
 Micro-Photographer (any industry). *See* Commercial Photographer.
MILLER (grain mill) 4 years. 521.782.
 Millman (woodworking). *See under* CABINETMAKER-MILLMAN.
MILLWRIGHT (any industry) 4 years. 638.281.
 Outside Machinist (any industry) 4 years.
 Mobile-Home Builder (Automotive Service). *See under* AUTOMOTIVE BODY
 BUILDER-REPAIRMAN
 Mobile-Military-Equipment Mechanic (ordnance). *See under* AUTOMOTIVE
 MECHANIC.
MODEL MAKER (any industry) 4 years.
 Model Maker, Metal; experimental-body builder, metal 693.381; 600.280;
 709.381.
 Model Maker, Plastic 709.281; 636.381; 661.381.
 Model Maker, Wood; experimental-body builder, wood 693.380; 668.381;
 661.381.
 Model-Mold Maker (stationery and art goods). *See under* PLASTERER.
 Mold Loftsman (shipbuilding; aircraft manufacturing; boilermaker). *See under*
 BOILERMAKER.
 Mold Maker (any industry). *See under* TOOL-AND-DIE-MAKER.
 Mold Maker (pottery and porcelain). *See under* POTTERY WORKER.
 Mold Maker, Wood (brick and tile). *See under* CARPENTER.
 Molder (foundry). *See under* FOUNDRYMAN.
 Molder (printing and publishing). *See under* ELECTROTYPYER.
 Monotype Machinist (printing and publishing). *See* Composing-Room Machinist.
 Monument Maker (stoneworking). *See under* STONE WORKER.
 Motorboat Mechanic (any industry). *See under* AUTOMOTIVE MECHANIC.
 Motorcycle Mechanic (automotive service). *See under* AUTOMOTIVE MECHANIC.
 Mounter (optical goods). *See* Ophthalmic Finisher.
MUSICAL-INSTRUMENT MECHANIC (musical instruments) 3-4 years.
 Accordion Maker 730.281.
 Musical-Instrument Repairman 730.281.
 Piano Repairman-and-Tuner 730.281; 730.884.
 Pipe Organ Builder 730.281.
 Pipe Organ Installer-Repairman 730.381.
 Stringed-Instrument Repairman 730.281.
 Violin Maker 730.281.
 Musical-Instrument Repairman (musical instruments). *See under* MUSICAL-
 INSTRUMENT MECHANIC.
 Neon-Tube Bender (signs). *See under* GLAZIER-GLASS WORKER.
 Newspaper (Web) Pressman (printing and publishing). *See under* PRINTING
 PRESSMAN.
 Office-Machines Mechanic (any industry). *See* Business-Machines Mechanic.
 Offset Pressman (printing and publishing). *See* Lithographic Pressman or *see under*
 PRINTING PRESSMAN.
OPERATING ENGINEER: Hoisting-and-Portable Engineer (construction) 3-4
 years. 859.883.
 Earth-moving Equipment Mechanic 620.884.
 Grade-and-Paving-Equipment Operator 851.883; 852.883.
 Heavy-Duty Repairman; construction-equipment mechanic. 620.281.
 Plant-Equipment Operator 859.883.
 Universal-Equipment Operator 859.883.
 Well Driller 859.782; 930.782; 930.280.
 Operating Engineer, Stationary (any industry). *See* STATIONARY ENGINEER.
 Ophthalmic Finisher (optical goods). *See under* OPTICAL TECHNICIAN.
 Ophthalmic Surfacer (optical goods). *See under* OPTICAL TECHNICIAN.
OPTICAL TECHNICIAN: (optician optical goods) 4 years. 713.381.

- Ophthalmic Finisher; benchman; finisher; mounter 711.381.
 Precision-Lens Grinder; precision-lens polisher 675.380; 711.781.
 Ophthalmic Surfacers; lens grinder; surfacer 713.781.
- Optician (optical goods). *See* OPTICAL TECHNICIAN.
- Ornamental-Iron Erector (construction). *See under* IRON WORKER.
- Ornamental-Metal Fabricator (bronze, wire and metal specialties). *See under* IRON WORKER.
- Orthopedic-Shoe Builder (surgical appliances). *See under* ORTHOPEDIC-PROSTHETIC TECHNICIAN.
- Orthopedic-Shoe Repairman (personal service). *See under* MAINTENANCE MECHANIC-REPAIRMAN.
- ORTHOPEDIC-PROSTHETIC TECHNICIAN** (surgical-dental appliances) 3-4 years.
- Artificial Eye Maker. 713.281.
 - Dental Technician; dental-plate maker; metal-denture maker; porcelain-acrylic-denture maker 712.381; 712.281.
 - Leather Worker 712.781.
 - Orthopedic Appliance Technican 712.281.
 - Orthopedic-Shoe Builder; pedo-practor 712.281; 788.281.
 - Orthotist; brace maker 078.268; 712.281.
 - Prosthetist; artificial-limb maker, metal; artificial-limb maker, wood 712.281.
- Orthotist (surgical-dental appliances). *See under* ORTHOPEDIC-PROSTHETIC TECHNICIAN.
- Outside Electrician (light and power). *See* Lineman.
- Outside Machinist (any industry). *See under* MACHINIST or MILLWRIGHT.
- PBX Installer (telephone and telegraph). *See under* TELEPHONE WORKER.
- PAINT MAKER** (paint and varnish) 3-4 years, 550.782.
- Paint Maker, Aerosol (Paint and varnish) 550.782.
- PAINTER-AND-DECORATOR** (any industry).
- Aircraft Painter-Doper (air transportation; aircraft manufacturing) 2-3 years. 849.781; 845.781.
 - Architectural Coatings Finisher (construction) 3 years. 840.781.
 - Automobile Painter (automotive service) 3 years. 845.781.
 - Furniture Finisher; hardwood finisher (furniture) 2-3 years. 763.381.
 - Painter (construction) 3 years. 840.781.
 - Painter (shipbuilding) 3 years. 840.781.
 - Stained-Glass Painter (glass products) 4 years. 144.081.
 - Statuary Painter (statuary and art goods) 3 years. 144.081.
 - Taper, Drywall (construction) 2 years. 842.884.
- Painter (construction). *See under* PAINTER-AND-DECORATOR.
- Painter (shipbuilding). *See under* PAINTER-AND-DECORATOR.
- Panograph Engraver (any industry). *See under* ENGRAVER.
- Paper-Goods-Machine Adjuster (paper goods; paper box manufacturing). *See* Cutting-and-Creasing Pressman.
- Paper Ruler (printing and publishing). *See under* BOOKBINDER.
- Pastry Cook (hotel and restaurant). *See under* COOK.
- PATTERNMAKER** (foundry) 5 years.
- Metal Pattermaker 600.280.
 - Wood Pattermaker 661.281.
 - Plaster Pattermaker, plaster pattern caster (aircraft manufacturing) 777.381.
- Patternmaker, Garment (garment). *See under* TAILOR.
- Pedo-Practor (surgical appliances). *See* Orthopedic-Shoe Builder.
- PHOTOENGRAVER** (printing and publishing) 5-6 years. 971.381.
- Copper Etcher 971.381.
 - Finisher 971.391.
 - Maker 971.684.
 - Photographer 971.382.

- Proofer 651.782.
 Router-and-Blocker 979.782.
 Stripper-and-Printer 971.381.
 Tint Layer; ben-day artist 970.381.
 Zinc Etcher 971.381.
- Photograph Retoucher (any industry). *See under* PHOTOGRAPHER.
- PHOTOGRAPHER** (any industry). 3 years.
 Commercial Photographer; micro-photographer 143.062.
 Film Developer-Printer, Motion Picture 976.782.
 Photograph Retoucher 970.281.
 Portrait Photographer 143.062.
- Photographer (printing and publishing). *See under* PHOTOENGRAVER or
 ROTOGRAVURE ENGRAVER.
- Photolithographer (printing and publishing). *See* Camera Man.
- Piano Repairman-and-Tuner (musical instruments). *See under* MUSICAL-
 INSTRUMENT MECHANIC.
- Picture Engraver (engraving). *See* Bank-Note Engraver
- Pipe Fitter (construction). *See under* PLUMBER-PIPE FITTER.
- Pipe Organ Builder (musical instruments). *See under* MUSICAL-INSTRUMENT
 MECHANIC.
- Pipe Organ Installer-Repairman (musical instruments). *See under* MUSICAL-
 INSTRUMENT MECHANIC.
- Plant-Equipment Operator (construction). *See under* OPERATING ENGINEER.
- Plaster-Pattern Caster (aircraft manufacturing). *See* Plaster Patternmaker.
- Plaster Patternmaker (aircraft manufacturing). *See under* PATTERNAKER.
- PLASTERER** (construction) 3-4 years.
 Caster 842.781.
 Model-Mold Maker (stationery and art goods) 777.381.
 Plasterer 842.781.
 Plate Grainer 972.782.
- Plastic Mold-and-Fixture Maker (fabric, plastic products). *See under* TOOL-AND-
 DIE MAKER.
- Plastics-Tool-and-Die Maker (any industry). *See under* TOOL AND DIE MAKER.
- Plate Grainer (printing and publishing). *See under* LITHOGRAPHER.
- PLATE PRINTER** (printing and publishing). 4 years.
 Die-Stamp; steel-die embosser 651-282.
 Plate Printer; engraving pressman; pressman, cooperplate 651.782.
- Platen Pressman (printing and publishing). *See under* PRINTING PRESSMAN.
- Platemaker (printing and publishing). *See under* LITHOGRAPHER.
- Plater (electroplating). *See under* ELECTROPLATER.
- Plater, Plastics (Vacuum System). *See under* ELECTROPLATER.
- Plumber (any industry). *See under* PLUMBER-PIPE FITTER.
- PLUMBER-PIPE FITTER** (any industry) 4-5 years.
 Gas Fitter 862.381.
 Pipe Fitter 862.381; 862.281.
 Plumber 862.381.
 Sprinkler Fitter 862.381.
 Steamfitter 862.381.
- Polisher-Finisher (jewelry). *See under* METAL POLISHER-AND-BUFFER.
- Porcelain-Acrylic-Denture Maker (surgical-dental appliances). *See* Dental
 Technician.
- Portrait Photographer (any industry). *See under* PHOTOGRAPHER.
- POTTERY WORKER** (pottery and porcelain) 3 years.
 Caster 575.884
 Decorating-Kiln Placer 573.782.
 Dipper 774.884; 570.885.
 Handler 575.884.
 Jiggerman 774.884.
 Kiln Drawer 573.887.

Kiln Placer 573.886.
 Liner 740.381.
 Mold Maker 777.781.
 Sagger Maker 774.784.
 Tinter 970.381.
 Turner 774.884.

Power-House Electrician (light and power). *See under* ELECTRICAL WORKER.
 Power-House Engineer (any industry). *See under* STATIONARY ENGINEER.
 Power-House Operator (light and power). *See under* STATIONARY ENGINEER.
 Power-House Repairman (light and power). *See under* MAINTENANCE MECHANIC-REPAIRMAN.

Power-Plant-Equipment Mechanic (light and power). *See under* ELECTRICAL WORKER.

Precision-Lens Grinder (optical goods). *See under* OPTICAL TECHNICIAN.

Precision-Lens Polisher (optical goods). *See* Precision-Lens Grinder.

Precision-Tool Grinder (any industry). *See under* MACHINIST.

Press Assistant (all branches) (printing and publishing). *See under* PRINTING PRESSMAN.

Pressman, Copperplate (printing and publishing). *See* Plate Printer.

Print Cutter-Roller Router (wall paper). *See under* WALL-PAPER CRAFTSMAN.

PRINTER: Compositor (printing and publishing) 5-6 years. 973.381.

Printer-Slotter (printing and publishing). *See* Cutting-and-Creasing Pressman.

Printing-Equipment Mechanic (printing and publishing). *See* Composing-Room Machinist.

PRINTING PRESSMAN (printing and publishing). 4 years.

Cutting-and-Creasing Pressman; envelope-machine adjuster; machine set-up man; paper-goods-machine adjuster; printer-slotter (paper goods; paper box manufacturing). 649.782; 651.782; 641.885.

Cylinder Pressman 651.782.

Embossing Pressman (printing and publishing). 659.782.

Newspaper (Web) Pressman. 651.782.

Offset Pressman. 651.782.

Platen Pressman. 651.782.

Press Assistant (All Branches). 651.782.

Rotary (Magazine) Pressman. 651.782.

Specialty Pressman; bread wrapper-and-label pressman. 651.782.

Process Artist (printing and publishing). *See under* LITHOGRAPHER.

Proofer (printing and publishing). *See under* PHOTOENGRAVER or LITHOGRAPHER.

Propeller Mechanic (air transportation; aircraft manufacturing). *See under* AIRPLANE MECHANIC.

Prosthetist (surgical-dental appliances). *See under* ORTHOPEDIC-PROSTHETIC TECHNICIAN.

Pump Repairman (any industry). *See under* MAINTENANCE MECHANIC-REPAIRMAN.

Pyrometer Man (any industry). *See* Electrical-Instrument Repairman.

Radio Electrician (broadcast-telecast). *See under* ELECTRICAL WORKER.

Radio Mechanic (air transportation; aircraft manufacturing). *See under* AIRPLANE MECHANIC.

Radio Repairman (any industry). *See* Electronic Technician.

Radio-Station-Maintenance Electrician (broadcast-telecast). *See* Radio Electrician.

Radio-Station Technician (broadcast-telecast.) *See* Radio Electrician.

Radio-Telephone-Communications Technician (telephone and telegraph). *See under* ELECTRICAL WORKER.

Radio-Television Repairman (any industry). *See* Electronic Technician.

Radiographer, Industrial (any industry). *See* X-Ray Technician, Industrial.

Ready-to-Wear Tailor (retail trade). *See* Alteration Tailor.

Reinforcing-Iron Worker (construction). *See under* IRON WORKER.

Repairer-and-Winder (any industry). *See under* ELECTRICAL WORKER.

RIGGER (any industry) 2 years. 921.280

- Ship Rigger (shipbuilding) 4 years. 806.281.
- RIVER PILOT** (water transportation) 3 years. 197.133.
- Roll Turner (iron and steel). *See under* MACHINIST.
- ROOFER** (construction) 2-3 years.
Composition Roofer 866.381.
Damper-Waterproofer 843.884.
Slate-and-Tile Roofer 866.381.
- Rotary (Magazine) Pressman (printing and publishing.) *See under* PRINTING PRESSMAN.
- Roto Etcher (printing and publishing). *See under* ROTOGRAVURE ENGRAVER.
- Roto Plater-Grinder (printing and publishing). *See under* ROTOGRAVURE ENGRAVER.
- Roto Printer-Transferer (printing and publishing). *See under* ROTOGRAVURE ENGRAVER.
- Roto Retoucher (printing and publishing). *See under* ROTOGRAVURE ENGRAVER.
- Roto Stager (printing and publishing). *See under* ROTOGRAVURE ENGRAVER.
- ROTOGRAVURE ENGRAVER** (printing and publishing) 5-6 years.
Layout Man, Color 141.081.
Photographer 971.381.
Roto Etcher 971.381.
Roto Plater-Grinder 500.781.
Roto Printer-Transferer 976.782.
Roto Retoucher 970.381.
Roto Stager 971.884.
- Router-and-Blocker (printing and publishing). *See under* PHOTOENGRAVER.
- Rubber-Die Maker (marking devices; printing and publishing). *See* Rubber-Stamp Maker.
- Rubber-Stamp Maker (marking devices). *See under* MARKING-DEVICE MAKER.
- Saddle Maker (leather products). *See under* LEATHER WORKER.
- Sagger Maker (pottery and porcelain). *See under* POTTERY WORKER.
- Sailmaker (shipbuilding). *See under* CANVAS WORKER.
- Sample Maker (garment). *See under* TAILOR.
- Sandblaster (stoneworking). *See* Granite Cutter, Sandblaster.
- Sandbobber (holloware; silverware). *See under* METAL POLISHER-AND-BUFFER.
- Saw Straightener-and-Repairer (saw manufacturing). *See* Sawsmith.
- Sawsmith (saw manufacturing). *See under* BLACKSMITH.
- Scale Repairman (any industry). *See under* MAINTENANCE MECHANIC-REPAIRMAN.
- Sheet-Metal Mechanic (construction; sheet metal; shipbuilding). *See* Sheet-Metal Worker *under* SHEET-METAL WORKER.
- SHEET-METAL WORKER** (any industry) 3-4 years.
Aircraft Metalsmith (air transportation; aircraft manufacturing) 804.281.
Coppersmith (sheet metal; shipbuilding) 804.281; 862.281.
Metal-Sign Maker (signs) 804.281.
Metal Spinner (machine shop) 619.782.
Sheet-Metal Worker; sheet-metal mechanic; sheet-metal worker, shop (construction; sheet-metal; shipbuilding) 804.281.
- Sheet-Metal Worker, Shop (construction; sheet metal; shipbuilding.). *See* Sheet-Metal Worker.
- Ship Electrician (shipbuilding). *See under* ELECTRICAL WORKER.
- Ship Rigger (shipbuilding). *See under* RIGGER.
- Shipfitter (shipbuilding). *See under* BOILERMAKER.
- Shipwright (shipbuilding). *See under* CARPENTER.
- Shirt Cutter (garment). *See under* FABRIC CUTTER.
- Shoe-Last Maker, Wood (boot and shoe manufacturing). *See under* WOOD CARVER.
- Shoe Repairman (personal service). *See under* MAINTENANCE MECHANIC-REPAIRMAN.
- Shop Carpenter (woodworking). *See* Millman.
- Shop Electrician (any industry). *See* Repairer-and-Winder.

- *Shop Tailor (garment). *See* Tailor (garment) *under* TAILOR.
 Shuttlemaker (textile). *See under* WOOD CARVER.
 Siderographer (engraving). *See under* ENGRAVER.
- SIGN, SCENE-AND-PICTORIAL ARTIST** (any industry) 3-4 years. 970.381.
 Commercial Artist 2 years. 144.081; 970.381; 142.081.
 Sign Painter, Hand (all branches) 970.381.
 Silk-Screen-Process Printer 979.381.
- Sign Electrician (signs). *See under* ELECTRICAL WORKER.
 Sign Painter, Hand (all branches) (any industry). *See under* SIGN, SCENE-AND-PICTORIAL ARTIST.
- Signal-System Electrician (any industry). *See under* ELECTRICAL WORKER.
 Silk-Screen-Process Printer (any industry). *See under* SIGN, SCENE-AND-PICTORIAL ARTIST.
- SILVERSMITH** (silverware) 3-4 years. 700.281.
 Solderer 700.781.
 Spinner 619.782.
- Sketch Maker (wall paper). *See under* WALL-PAPER CRAFTSMAN.
 Slate-and-Tile Roofer (construction). *See under* ROOFER.
 Small-Arms Repairman (firearms; ordnance). *See* Gun Repairman.
 Solderer (silverware). *See under* SILVERSMITH.
 Specialty Pressman (printing and publishing). *See under* PRINTING PRESSMAN.
 Spindle Carver (textile). *See under* WOOD CARVER.
 Spinner (silverware). *See under* SILVERSMITH.
 Spinning-Room Mechanic, Mule or Ring (textile). *See under* TEXTILE TECHNICIAN-MECHANIC.
- Spring Fitter-Repairer (automobile manufacturing; automotive service). *See* Spring Maker, Automotive.
 Spring Maker, Automotive (automobile manufacturing; automotive service). *See under* BLACKSMITH.
- Sprinkler-Fitter (any industry). *See under* PLUMBER-PIPE FITTER.
 Stained-Glass Glazier (glass products). *See under* GLAZIER-GLASS WORKER.
 Stained-Glass Painter (glass products). *See under* PAINTER-AND-DECORATOR.
- STATIONARY ENGINEER:** Operating Engineer, Stationary (any industry). 3-4 years. 950.782.
 Power-House Engineer (light and power). 952.782.
 Power-House Operator; substation operator; switchboard operator (light and power) 952.987; 952.782.
- Statuary Painter (statuary and art goods). *See under* PAINTER-AND-DECORATOR.
 Steamfitter (construction). *See under* PLUMBER-PIPE FITTER.
 Steel-and-Copper-Plate Engraver (printing and publishing). *See under* ENGRAVER.
 Steel-Die Embosser (printing and publishing). *See* Die Stamper.
 Steel-Rule Die Maker (paper goods). *See* Cutting-Die Maker.
- STEREOTYPYER** (printing and publishing) 5-6 years. 975.782.
 Stone Carver (stoneworking). *See* Monument Maker.
 Stone Cutter (jewelry). *See* Lapidary.
 Stone Cutter (stoneworking). *See under* STONE WORKER.
 Stone Polisher (stoneworking). *See under* STONE WÖRKER.
 Stone Sawyer (stoneworking). *See under* STONE WORKER.
 Stone Setter (construction). *See under* STONEMASON.
 Stone Setter (jewelry). *See under* JEWELER.
- STONE WORKER** (stoneworking).
 Granite Cutter, Sandblaster; sandblaster 3 years. 771.281.
 Granite Surface Plate Lapper 775.281.
 Machine Stone-Cutter; granite-lathe operator; machine man 2-3 years. 673.782; 675.782; 673.782.
 Monument Maker; stone carver 3-4 years. 771.281.
 Stone Cutter; granite cutter 3 years. 771.381.
 Stone Polisher; turner-polisher 2 years. 673.782; 775.884.
 Stone Sawyer; granite sawyer 2 years. 677.782; 670.782.

- STONEMASON** (construction) 3 years. 861.781.
Stone Setter; marble setter 861.381.
- STOVE MOUNTER** (stove) 3 years. 706.887; 869.281.
- Stringed-Instrument Repairman (musical instruments). *See under* MUSICAL-INSTRUMENT MECHANIC.
- Stripper-and-Opaker (printing and publishing). *See under* LITHOGRAPHER.
- Stripper-and-Printer (printing and publishing). *See under* PHOTOENGRAVER.
- Structural Draftsman (any industry). *See under* DRAFTSMAN-DESIGNER.
- Structural-Steel Fabricator (structural metal). *See under* IRON WORKER.
- Substation Operator (light and power). *See* Power-House Operator.
- Surfacer (optical goods). *See* Ophthalmic Surfacer.
- Switchboard Operator (light and power). *See* Power-House Operator.
- TAILOR** (garment; retail trade) 4 years. 785.261.
Alteration Tailor; bushelman; ready-to-wear tailor (retail trade) 2 years. 785.281.
Custom Tailor (retail trade) 4 years. 785.261.
Finisher; tailoress (garment) 2 years. 782.884.
Patternmaker, Garment (garment) 3 years. 781.381.
Sample Maker; ladies tailor (garment) 3-4 years. 785.381.
Tailor; shop tailor (garment) 3-4 years. 785.381.
- Tailoress (garment). *See* Finisher.
- Tanner (leather manufacturing). *See under* LEATHER WORKER.
- Taper, Drywall (construction). *See under* PAINTER-AND-DECORATOR.
- TELEPHONE WORKER** (telephone and telegraph) 4 years.
Cable Splicer 829.381.
Central Office Installer-Repairman 822.381; 822.281.
Combination Man 822.281.
Lineman 822.381.
PBX Installer 822.281; 822.381.
- Television Repairman (any industry). *See* Electronic Technician.
- Template Maker (shipbuilding; aircraft manufacturing; boilermaker). *See* Mold Loftsmen.
- Tent-Awning Maker (canvas goods). *See under* CANVAS WORKER.
- TERRAZZO WORKER** (construction) 3 years. 861.781.
- TEXTILE TECHNICIAN MECHANIC** (textile).
Card-Room Mechanic 3-4 years. 681.280.
Comb Fixer 3-4 years. 681.280.
Drawing-Frame Fixer 3-4 years. 681.280.
Dyer, Master 3-4 years. 582.138.
Jacquard Designer; jacquard-card cutter 4 years. 685.781; 683.782; 142.081.
Knitter, Full Fashion 2-3 years. 684.782.
Spinning-Room Mechanic, Mule or Ring 3-4 years. 681.280.
Twister-Frame Fixer 3-4 years. 681.280.
Warp-Preparation Mechanic 3-4 years. 681.280.
Weave-Room Mechanic; loom fixer 3-4 years. 683.280.
Weaver 2-3 years. 683.787.
Wool Sorter 2-3 years. 589.387.
- Tile Layer (construction). *See* TILE SETTER.
- TILE SETTER:** Tile Layer (construction) 3 years. 861.781.
- Tint Layer (printing and publishing). *See under* PHOTOENGRAVER.
- Tinter (pottery and porcelain). *See under* POTTERY WORKER.
- Tool-and-Die Designer (machine shop). *See under* DRAFTSMAN-DESIGNER.
- TOOL-AND-DIE MAKER** (any industry).
Cutting-Die Maker; die maker, paper; steel-rule-die maker (any industry) 4 years. 739.381.
Diamond-Die Maker (machine shop, wire drawing) 4 years. 770.781.
Die-Casting-Die Maker (machine shop) 4 years. 601.280.
Die Maker 4-5 years. 601.281.
Die Maker (Carbide Tools) 601.281.

- Die Maker; hub cutter (jewelry) 4 years. 601.381.
 Die Sinker; trimmer-die sinker and/or impression-die sinker (machine shop) 4-8 years. 601.280.
 Gage Maker (machine shop) 4-5 years. 601.281.
 Jig-and-Fixture Builder (aircraft manufacturing; automobile manufacturing) 4 years. 693.280.
 Mold Maker (machine shop) 4 years. 601.280.
 Plastic Mold-and-Fixture Maker (fabric, plastics products) 3 years. 754.381.
 Plastic-Tool-and-Die Maker 4 years. 601.280.
 Tool-and-Die Repairman (machine shop) 4-5 years. 601.280.
 Tool Maker (machine shop) 4-5 years. 601.280.
 Tool Maker (jewelry) 4 years. 601.280.
 Wood Tool Maker (aircraft manufacturing) 4 years. 693.280.
- Tool-and-Die Repairman (machine shop). *See under* TOOL-AND-DIE MAKER.
 Tool Dresser (any industry). *See under* BLACKSMITH.
 Tool Maker (jewelry). *See under* TOOL-AND-DIE MAKER.
 Tool Maker (machine shop). *See under* TOOL-AND-DIE MAKER.
 Tool Sharpener (stoneworking). *See under* BLACKSMITH.
 Topographical Draftsman (any industry). *See under* DRAFTSMAN-DESIGNER.
 Tractor Mechanic (automotive service). *See under* AUTOMOTIVE MECHANIC.
 Transferer, Hand (printing and publishing). *See under* LITHOGRAPHER.
 Transferer (printing and publishing). *See* Platemaker.
 Trimmer-Die-Sinker (machine shop). *See* Die Sinker.
 Truck-and-Trailer-Body Builder (automotive service). *See under* AUTOMOTIVE BODY BUILDER REPAIRMAN.
 Truck Mechanic (automotive service). *See under* AUTOMOTIVE MECHANIC.
 Turner (pottery and porcelain). *See under* POTTERY WORKER.
 Turner-Polisher (stoneworking). *See* Stone Polisher.
 Twister-Frame Fixer (textile). *See under* TEXTILE TECHNICIAN-MECHANIC.
 Underground Electrician (construction; light and power). *See* Cable Splicer.
 Universal-Equipment Operator (construction). *See under* OPERATING ENGINEER.
- UPHOLSTERER** (any industry) 3-4 years.
 Automobile Upholsterer (automotive service). 780.381.
 Upholsterer (furniture) 780.381.
 Upholstery Repairman 780.381.
- Upholstery-and-Seat Cover Cutter (any industry). *See under* FABRIC CUTTER.
 Upholstery Repairman (any industry). *See under* UPHOLSTERER.
 Violin Maker (musical instruments). *See under* MUSICAL-INSTRUMENT MECHANIC.
- WALLPAPER CRAFTSMAN** (wallpaper).
 Color Mixer 4 years. 550.884.
 Print Cutter-Roller Router 4-5 years. 979.281.
 Sketch Maker 5 years. 979.781.
 Wallpaper Printer 4 years. 652.782.
- Wallpaper Printer (wallpaper). *See under* WALLPAPER CRAFTSMAN.
 Warp-Preparation Mechanic (textile). *See under* TEXTILE TECHNICIAN-MECHANIC.
 Watch-Clock Repairman (any industry). *See under* MAINTENANCE MECHANIC-REPAIRMAN.
 Wax Engraver (printing and publishing). *See under* ELECTROTYPER.
 Weave-Room Mechanic (textile). *See under* TEXTILE TECHNICIAN-MECHANIC.
 Weaver (textile). *See under* TEXTILE TECHNICIAN-MECHANIC.
 Well Driller (construction). *See under* OPERATING ENGINEER.
 Wind-Tunnel-Maintenance Mechanic (aircraft manufacturing). *See under* MAINTENANCE MECHANIC-REPAIRMAN.
 Window-Glass Cutter (glass manufacturing). *See under* GLAZIER-GLASS WORKER.
 Wireman (construction). *See* Electrician (construction)
- WIRE WEAVER** (wirework) 3-4 years. 709.884; 616.885.

Wood-Block Engraver (textile; printing and publishing). *See under* ENGRAVER.

Wood Carver, Hand (any industry). *See under* WOOD CARVER.

WOOD CARVER (any industry) 3-5 years. 761.281; 661.381; 664.782.

Battenmaker (textile).

Shoe-Last Maker, Wood (boot and shoe manufacturing).

Shuttlemaker (textile).

Spindle Carver (furniture).

Wood Carver, Hand (any industry).

Wood Patternmaker (foundry). *See under* PATTERNMAKER.

Wood-Tool Maker (aircraft manufacturing). *See under* TOOL-AND-DIE MAKER.

Wool Sorter (textile). *See under* TEXTILE TECHNICIAN-MECHANIC.

X-ray Equipment Repairman (any industry). *See under* MAINTENANCE
MECHANIC-REPAIRMAN.

X-Ray Technician Industrial (any industry). *See under* LABORATORY
TECHNICIAN.

Zinc Etcher (printing and publishing). *See under* PHOTOENGRAVER.

REGIONAL OFFICES
Bureau of Apprenticeship and Training

Location	States Served	
Region I		
John F. Kennedy Federal Bldg., Room 1703-A Government Center Boston, Mass. 02203	Connecticut Maine Massachusetts	New Hampshire Rhode Island Vermont
Region II		
1515 Broadway, 37th Floor New York, N.Y. 10036	New Jersey New York	Puerto Rico Virgin Islands
Region III		
P.O. Box 8796 Philadelphia, Pa. 19101	Delaware Maryland Pennsylvania	Virginia West Virginia
Region IV		
1371 Peachtree Street, NE., Room 700 Atlanta, Ga. 30309	Alabama Florida Georgia Kentucky	Mississippi North Carolina South Carolina Tennessee
Region V		
300 South Wacker Drive, 13th Floor Chicago, Ill. 60606	Illinois Indiana Michigan	Minnesota Ohio Wisconsin
Region VI		
1512 Commerce Street, Room 704 Dallas, Tex. 75201	Arkansas Louisiana New Mexico	Oklahoma Texas
Region VII		
Federal Office Bldg., Room 2107 911 Walnut Street Kansas City, Mo. 64106	Iowa Kansas	Missouri Nebraska
Region VIII		
Republic Bldg., Room 232A 1612 Tremont Place Denver, Colo. 80202	Colorado Montana North Dakota	South Dakota Utah Wyoming
Region IX		
450 Golden Gate Avenue, Room 9001 P.O. Box 36017 San Francisco, Calif. 94102	Arizona California	Hawaii Nevada
Region X		
Arcade Plaza Building, Room 2055 1321 Second Avenue Seattle, Wash. 98101	Alaska Idaho	Oregon Washington

STATE APPRENTICESHIP AGENCIES

(Including the District of Columbia,
Puerto Rico, and the Virgin Islands)

Arizona

Arizona Apprenticeship Council
1623-B West Adams
Phoenix 85007

California

Division of Apprenticeship Stand-
ards
Department of Industrial Relations
455 Golden Gate Avenue
P.O. Box 603
San Francisco 94102

Colorado

Apprenticeship Council
Industrial Commission Offices
200 East Ninth Avenue, Room 216
Denver 80203

Connecticut

Apprentice Training Division
Labor Department
200 Folly Brook Boulevard
Wethersfield 06109

Delaware

State Apprenticeship and Training
Council
Department of Labor and Industry
618 North Union Street
Wilmington 19805

District of Columbia

D.C. Apprenticeship Council
555 Pennsylvania Avenue, NW,
Room 307
Washington 20212

Florida

Bureau of Apprenticeship
Division of Labor
State of Florida Department of
Commerce
Caldwell Building
Tallahassee 32304

Hawaii

Apprenticeship Division
Department of Labor and Indus-
trial Relations
825 Mililani Street
Honolulu 96813

Kansas

Apprentice Training Division
Department of Labor
401 Topeka Boulevard
Topeka 66603

Kentucky

Kentucky State Apprenticeship
Council
Department of Labor
Frankfort 40601

Louisiana

Division of Apprenticeship
Department of Labor
State Capitol Annex
P.O. Box 44063
Baton Rouge 70804

Maine

Maine Apprenticeship Council
Department of Labor and Industry
State Office Building
Augusta 04330

Maryland

Maryland Apprenticeship and
Training Council
Department of Labor and Industry
203 East Baltimore Street
Baltimore 21202

Massachusetts

Division of Apprentice Training
Department of Labor and Indus-
tries
State Office Building
Government Center
100 Cambridge Street
Boston 02202

Minnesota

Division of Voluntary Apprentice-
ship
Department of Labor and Industry
110 State Office Building
St. Paul 55110

Montana

Montana State Apprenticeship
Council
1331 Helena Avenue
Helena 59601

Nevada

Nevada Apprenticeship Council
 Department of Labor
 Capitol Building
 Carson City 89701

New Hampshire

New Hampshire Apprenticeship
 Council
 Department of Labor
 State House Annex
 Concord 03301

New Mexico

New Mexico Apprenticeship
 Council
 Labor and Industrial Commission
 1010 National Building
 505 Marquette, NW
 Albuquerque 87101

New York

Bureau of Apprentice Training
 Department of Labor
 The Campus, Building #12
 Albany 12226

North Carolina

Division of Apprenticeship Train-
 ing
 Department of Labor
 Raleigh 27602

Ohio

Ohio State Apprenticeship Council
 Department of Industrial Relations
 220 Parsons Avenue, Room 314
 Columbus 43215

Oregon

Apprenticeship and Training Divi-
 sion
 Oregon Bureau of Labor
 Room 115, Labor and Industries
 Building
 Salem 97310

Pennsylvania

Pennsylvania Apprenticeship and
 Training Council
 Department of Labor and Industry
 Room 1547
 Labor and Industry Building
 Harrisburg 17120

Puerto Rico

Apprenticeship Division
 Department of Labor
 414 Barbosa Avenue
 Hato Rey 00917

Rhode Island

Rhode Island Apprenticeship
 Council
 Department of Labor
 235 Promenade Street
 Providence 02908

Utah

Utah State Apprenticeship Council
 Industrial Commission
 431 South 6th East
 Room 225
 Salt Lake City 84102

Vermont

Vermont Apprenticeship Council
 Department of Industrial Relations
 State Office Building
 Montpelier 05602

Virginia

Division of Apprenticeship Train-
 ing
 Department of Labor and
 Industry
 P.O. Box 1814
 9th Street Office Building
 Richmond 23214

Virgin Islands

Division of Apprenticeship and
 Training
 Department of Labor
 Christiánsted, St. Croix 00820

Washington

Apprenticeship Division
 Department of Labor and Indus-
 tries
 314 East 4th Avenue
 Olympia 98504

Wisconsin

Division of Apprenticeship and
 Training
 Department of Labor, Industry
 and Human Relations
 Box 2209
 Madison 53701

THE NATIONAL APPRENTICESHIP ACT, AS AMENDED
(29 U.S.C. 50]

50. Promotion of labor standards of apprenticeship

The Secretary of Labor is authorized and directed to formulate and promote the furtherance of labor standards necessary to safeguard the welfare of apprentices, to extend the application of such standards by encouraging the inclusion thereof in contracts of apprenticeship, to bring together employers and labor for the formulation of programs of apprenticeship, to cooperate with State agencies engaged in the formulation and promotion of standards of apprenticeship, and to cooperate with the Office of Education under the Department of Health, Education, and Welfare in accordance with section 17 of Title 20.

50a. Publication of information; national advisory committees

The Secretary of Labor may publish information relating to existing and proposed labor standards of apprenticeship, and may appoint national advisory committees to serve without compensation. Such committees shall include representatives of employers, representatives of labor, educators, and officers of other executive departments, with the consent of the head of any such department.

50b. Appointment of employees

The Secretary of Labor is authorized to appoint such employees as he may from time to time find necessary for the administration of this section and section 50a of this title, with regard to existing laws applicable to the appointment and compensation of employees of the United States.

Exhibit No. 42

Chicago District Council of Carpenters Apprentice Program

Union Trustees
 WESLEY ISAACSON, SECRETARY
 GEORGE VEST JR.
 EDWARD ELLIS

12 EAST ERIE STREET — CHICAGO, ILLINOIS 60611

337-0185

ADOLPH DARDAR — COORDINATOR



Employer Trustees
 RICHARD PEPPER, CHAIRMAN
 DONALD FETTERS
 M. A. LOMBARD

12 E. Erie St., 2nd Floor
 Chicago, Illinois 60611
 June 20, 1974

Ms. Frankie M. Freeman, Attorney at Law
 1141 Hodiam Avenue
 St. Louis, Missouri 63112

Re: Chicago District Council of
 Carpenters Apprentice Program

Dear Ms. Freeman:

At the request of Fund counsel, Mr. H. J. McCarthy, Jr., I am pleased to enclose an additional copy of the summary of female apprentice applicants to the Apprentice Training Program which was furnished to the Commission yesterday morning. You will note that most of the female applicants failed to complete the requirements for admission to the pool of qualified applicants. You will note that, according to the summary, the majority of applicants either failed to furnish a transcript of their high school grades or failed to appear to take the standard aptitude test. This list does not include the three female apprentices now in our Program serving their apprenticeship.

At the hearing you inquired as to the method by which we ascertain the sincerity of applicants to the program. I wish to amplify my remarks on that point. Over the years we have received thousands of applications. After these applications are duly processed, every applicant is notified of the requirements for admission to the program and is asked to furnish a high school transcript, appear for a physical examination, take an aptitude test and finally, attend an orientation interview. These requirements, including the age restriction discussed at the hearing, have been submitted to, and approved by, the Bureau of Apprenticeship and Training. It has been our experience that a significant percentage of applicants never take any further steps toward gaining admission to the program. There are a number of reasons why this is the case, including lack of interest, employment opportunities elsewhere (including admission to other apprenticeship programs) and, in some cases, a lack of the minimum schooling required by the program. Inasmuch as the requirements are explained to the applicants at the time of their application, we can only conclude that many who fail to provide the documentation required, or to appear for their examination or aptitude test, lack the sincere desire to become a carpenter's apprentice. The only test of sincerity that is applied by the program is the fulfillment of the requirements of admission. No other standard is applied.

I found, after discussing the matter with various representatives of the Chicago District Council of Carpenters, that the age requirements for entry to the program were established by the International Brotherhood of Carpenters many years ago on an extremely pragmatic basis. It was, and continues to be, felt that it would be uneconomical to expend substantial sums in training carpentry apprentices where

Ms. F. M. Freeman

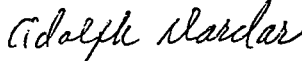
June 20, 1974

Page 2.

we could not reasonably expect a long working life. The present cost of the Apprentice Program is in excess of one and one-half million dollars. All of these funds are raised directly from contributing employers for the purpose of maintaining a pool of skilled carpenters available for employment in the Chicago area. The economies inherent in training a 20 year old apprentice with an assumed 45 years of working career ahead of him, as opposed to training a 40 year old apprentice with an assumed working life of 25 years, is obvious and is the basis for the age limits imposed.

If you have any comments or questions with respect to the foregoing, please advise.

Very truly yours,



Adolph Dardar
Apprentice Coordinator

AD/ve
opein#28af1-cio
Encl.

-1-

BREAKDOWN OF FEMALE APPLICANTS SINCE 1965

<u>NAME</u> [first names deleted]	<u>DATE FILED APPLICATION</u>	<u>REMARKS</u>
Wilson,	April 14, 1969	no transcript submitted
Weber, _	August 13, 1969	overage
Margolin,	August 31, 1970	eligible; did not show for test
Phelps, _	September 15, 1971	no transcript submitted
Fried,	October 22, 1971	eligible;no response
Arnow,	January 30, 1973	no transcript or social security card submitted
Gaines,	January 17, 1973	overage
Benesch,	January 18, 1973	eligible; did not show for test, mail returned: addressee unknown
Overmyer,	January 29, 1973	no social security card submitted
Paglini,	January 31, 1973	no social security card-submitted
Adams,	April 16, 1974	eligible; did not show for test
Adams,	April 16, 1974	eligible
Bielitz,	April 22, 1974	eligible
Campbell,	April, 1974	eligible; did not show for test
Carlson,	April 17, 1974	eligible
Gembus,	April 18, 1974	eligible
Klaff, _	April 23, 1974	eligible
Lindenthaler,	April 17, 1974	eligible
Magnuson,	April 19, 1974	eligible; did not show for test
Mears,	April 22, 1974	eligible
Stern,	April 18, 1974	eligible
Taylor,	April 18, 1974	eligible
Unger,	April 19, 1974	eligible
Walezak,	April 23, 1974	eligible
Kallis,	April 16, 1974	no transcript submitted
Kazakevicius, _	April 26, 1974	no transcript submitted
Osten,	April 22, 1974	no transcript submitted

<u>NAME</u>	<u>DATE FILED APPLICATION</u>	<u>REMARKS</u>
Rapken,	April 15, 1974	no transcript submitted
Sainers,	April 23, 1974	no transcript submitted
Tillman,	April 16, 1974	no transcript submitted
Williamson,	April 14, 1974	no transcript or social security card submitted
Clark,	April 18, 1974	overage
Rowe,	April 15, 1974	short high school credits
Washington,	April 22, 1974	overage
Adriansen,	April 24, 1974	eligible
Barsevick,	April 22, 1974	eligible
Bell,	April 26, 1974	eligible; did not show for test
Bickham,	April 25, 1974	eligible
Boon,	April 17, 1974	eligible; did not show for test
Boyd,	April 16, 1974	eligible
Cannon,	April 15, 1974	eligible
Cox,	April 17, 1974	eligible
Egan,	April 19, 1974	eligible
Finleyson,	April 17, 1974	eligible
Gibson,	April 19, 1974	eligible
Gnatek,	April 25, 1974	eligible
Gregg,	April 23, 1974	eligible; did not show for test
Halperin,	April 15, 1974	eligible
Hamill,	April 22, 1974	eligible
Hasan,	April 24, 1974	eligible
Hayes,	April 17, 1974	eligible
Hudale,	April 25, 1974	eligible
Jernigan,	April 15, 1974	eligible
Johnson,	April 15, 1974	eligible; did not show for test

[First names deleted]

<u>NAME</u>	<u>DATE FILED APPLICATION</u>	<u>REMARKS</u>
Kelley,	April 23, 1974	eligible; did not show for test
Kreiman,	April 15, 1974	eligible
Malinski,	April 26, 1974	eligible
Marshall,	April 15, 1974	eligible; did not show for test
Miller,	April 17, 1974	eligible
Olesky,	April 26, 1974	eligible
Rooks,	April 26, 1974	eligible
Schauwecker,	April 16, 1974	eligible; did not show for test
Schiesser,	April 22, 1974	eligible
Schroeter,	April 17, 1974	eligible
Seyfarth,	April 25, 1974	eligible
Sinsheimer,	April 18, 1974	eligible
Skorek,	April 26, 1974	eligible
Stahley,	April 23, 1974	eligible
Tomasello,	April 16, 1974	eligible
Trampier,	April 17, 1974	eligible
White,	April 19, 1974	eligible
Burton,	April 26, 1974	no transcript submitted
Collins,	June 3, 1971	no transcript submitted
Cornelis,	April 15, 1974	no transcript submitted
Crimion,	April 23, 1974	no transcript submitted
Doruff,	April 19, 1974	no transcript submitted
Faulkner,	April 18, 1974	no social security card submitted
Goesel,	April 15, 1974	no transcript or social security card submitted
Goodeve,	April 18, 1974	no transcript or social security card submitted
Gruenberg,	April 17, 1974	no social security card submitted
Larson,	April 26, 1974	no transcript submitted

[first names deleted]

<u>NAME</u>	<u>DATE FILED APPLICATION</u>	<u>REMARKS</u>
Ochoa,	April 24, 1974	no transcript submitted
Schneider,	April 23, 1974	no transcript submitted
Slinic,	April 25, 1974	no transcript submitted
Soukup,	April 16, 1974	no transcript submitted
Sutter,	April 15, 1974	no transcript or social security card submitted
Wright,	April 23, 1974	no transcript or social security card submitted
Dean,	April 19, 1974	overage
Hall,	April 17, 1974	eligible
McDonald,	April 18, 1974	eligible
Pancer,	April 16, 1974	no transcript or social security card submitted
Luther,	April 22, 1974	eligible; did not show for test

Chicago District Council of Carpenters Apprentice Program

12 EAST ERIE STREET — CHICAGO, ILLINOIS 60611

Union Trustees
 CHARLES A. THOMPSON, SECRETARY
 GEORGE VEST JR.
 EDWARD ELLIS

337.0185
 ADOLPH DARDAR — COORDINATOR

Employer Trustees
 RICHARD PEPPER, CHAIRMAN
 DONALD FETTERS
 M. A. LOMBARD

AFFIRMATIVE ACTION PLAN OF THE CARPENTERS APPRENTICE PROGRAM (Chicago Carpenters Area Joint Apprenticeship Committee - Registry No. 75812)

I Equal Opportunity Standards

This Program does now and shall continue to recruit, select, employ and train apprentices during their apprenticeship without discrimination because of race, color, religion, national origin or sex.

This Program uniformly applies rules and regulations concerning apprentices including-but not limited to-equality of wages, periodic advancement, promotion, assignment of work, job performance, rotation among all work processes of the trade, imposition of penalties or other disciplinary action and all other aspects of apprenticeship training.

The recruitment, selection, employment, and training of apprentices during their apprenticeship, shall be without discrimination because of race, color, religion, national origin or sex. This Program will take affirmative action to provide equal opportunity in apprenticeship and will operate the apprenticeship program as required under Title 29 of the Code of Federal Regulations, Part 30.

II . Outreach and Positive Recruitment

- (a) This Program accepts applications at all times.
- (b) This Program starts new groups of apprentices four (4) times a year and we notify the following parties in advance:
 - Illinois State Employment Service
 - Department of Labor Bureau of Apprenticeship & Training
 - Washburne Trade School
 - Chicago Urban League
 - Lawndale Association for Social Health
 - Chicago Plan for Equal Opportunity
 - Cook County Department of Public Aid.
- (c) This Program sends resumes and brochures by mail upon request to interested parties.
- (d) This Program participates in committee meetings conducted by the Washburne Trade Advisory Committee and the Chicago Apprenticeship Advisory Committee.

May 28, 1971
 (Revised Dec. 1971)

- (e) This Program visits schools upon request to explain apprenticeship to students, which includes the showing of various films dealing with carpentry.
- (f) Reports on all projects dealing with apprenticeship and various organizations are made to the officers of this Program at their Board meetings throughout the year.
- (g) We engage in programs for the recruitment and preparation of potential applicants in conjunction with the Chicago Plan, Chicago Urban League, Illinois State Employment Service, etc.
- (h) This Program has an established pre-apprenticeship training program and we encourage various organizations, such as the Chicago Urban League, to assist potential applicants in preparing for entry into our pre-apprentice period.
- (i) This Program grants credit for previous experience, training, skills, gained only thru programs sanctioned by the United Brotherhood of Carpenters and Joiners of America, for all applicants equally.

This Program is obligated through the United Brotherhood of Carpenters and Joiners of America to accept applicants from the Job Corps which utilizes journeymen to assist in the preparation of applicants for apprenticeship.

This Program is also committed to accepting applicants from Project Transition whereby servicemen are prepared for apprenticeship by journeymen before leaving the military service.

- (j) Since its inception in 1965, this Program has accepted minority applicants for each group entering apprenticeship and will continue to endeavor to achieve the goals prescribed under Title 29 - Labor, Part 30.4, Paragraph (d), to avoid underutilization of minorities. The state of the national economy determines the demand for apprentices in our trade as approximately 80% of apprenticeship is spent in on-the-job training.

III Goals & Time Tables

This Program operates within the Chicago Standard Metropolitan Statistical Area. Figures provided by the Bureau of the Census show that the minority population is 22.9% of the total. We believe that our present recruitment procedures will enable us to have a minimum of 23% minority in our Program within the next four year period.

Depending on the economy, it can be anticipated that we will employ approximately 400 new apprentices in the next 12 month period. Our goal is to have 25% of that number to be of minority races. At present, this Program has 19.8% minorities attending our apprentice school classes.

(Revised Dec.1971)

Registry No. 75812

-3-

May 28, 1971

Again, taking into account industry demands and the direct effect on our Program needs, and considering past experience in numbers of graduates and drop-outs, our total number of apprentices in training at any given time can be expected to be in the neighborhood of 1,000.

Our first year projection therefore, of 100 new minority apprentices, should raise us to a total of 254 minorities. This is 25% of the total of 1,000 apprentices. The number of minority drop-outs, as compared to others, is not significant enough to suggest that this computation need be adjusted.

Our second, third and fourth year efforts will continue with the same projection, namely, that we will strive to have 25% of all new entrants from minority races. At the end of the second year, we will review the results of this program and make any necessary adjustments to assure a reasonable expectancy of reaching and maintaining a minimum of 22.9% minorities in our apprentice program.

IV Selection of Apprentices

- (a) Under this Program, any person shall be eligible to apply for apprenticeship in carpentry if:
1. He has attained Age 17 and has not yet attained Age 28; or, if he has served two (2) years in any of the Armed Services of the United States and been honorably discharged from such service and has attained Age 17 and has not yet attained Age 32;
 2. He has successfully completed two (2) years of study in an accredited High School, and
 3. He is a resident of Cook County, DuPage County or Lake County, Illinois.
- (b) Applicants must present themselves at the Apprentice Program Office, 12 East Erie Street, 2nd Floor, Chicago, Illinois, any day from Monday thru Friday, between the hours of 9 AM and 4:30 PM, to fill out an "Application for Apprenticeship in Carpentry." At that time the applicant will be given a letter to take to his High School, requesting a transcript of his high school grades be sent to the Apprentice Program. In order to be eligible to take our aptitude test, said transcript must be on file in this office.
- (c) Applicants are notified of the deadline date by which their transcripts must be received in order to be eligible.
- (d) Approximately four times a year aptitude tests are given applicants by a psychological laboratory and eligible applicants are notified by mail when and where the aptitude test will be given. Ineligible applicants are also notified of ineligibility by mail.

(Revised Dec. 1971)

Registry No. 75812

May 28, 1971

Applicants who fail to pass the aptitude test are notified by mail of this fact. Applicants who pass the test are then orally interviewed by a committee (comprised of 1 Employer-Trustee, 1 Union-Trustee, and the Apprentice Coordinator) in order that the applicant be fully aware of all of the ramifications of the Program.

- (e) After his oral interview, the accepted applicant must undergo a physical examination (for which the applicant pays) by a doctor selected by the Apprentice Program. After passing the physical examination, the applicant is notified of the date he is to begin attending the Washburne Trade School.
- (f) After the oral interviews, applicants who are not accepted are notified by mail of this fact.
- (g) All records pertaining to the processing of apprenticeship applicants and all communications pertaining to the entire Affirmative Action Plan will be kept on file for a period of five (5) years.

As this Program has been registered with the United States Department of Labor, Bureau of Apprenticeship and Training, since September 1952 and we have received approval of our revised standards on January 3, 1966, we feel that our standards meet all of the requirements of Title 29 of the Code of Federal Regulations, Part 30.

Respectfully submitted,

CHICAGO DISTRICT COUNCIL OF CARPENTERS
JOINT APPRENTICESHIP COMMITTEE

Richard Pepper, Chairman
Charles A. Thompson, Secretary
Donald Fetters, Trustee
George Vest, Jr., Trustee
M. A. Lombard, Trustee
Edward Ellis, Trustee

(Revised Dec. 1971)

Budget Bureau No. 124-R 0004
Approval Expires Sept. 1974

1972

EQUAL EMPLOYMENT OPPORTUNITY

APPRENTICESHIP INFORMATION REPORT EEO-2

(To be filed by all Joint Labor-Management Apprenticeship Committees)

This Copy Is for Your Own Records

Part A. IDENTIFICATION OF APPRENTICESHIP PROGRAM

1. Joint Labor-Management Apprenticeship Committee name:

CHICAGO DISTRICT COUNCIL OF CARPENTERS APPRENTICE PROGRAM

2. Number and street or P.O. Box number

12 EAST ERIE ST., 2ND FLOOR, CHICAGO, ILLINOIS 60611

3. City or Town CHICAGO	County COOK	State ILLINOIS	ZIP Code 60611
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4a. Does the entire program have five or more apprentices?

Yes No

4b. Does at least one employer sponsoring this program have 25 or more employees?

Yes No

4c. Does at least one local union sponsoring this program operate a hiring hall or have 25 members or more?

Yes No

If you answer "Yes" to all of the above questions, complete the entire form (Parts A through E)

If you answer "No" to any of the above questions, complete only Part A of the Form.

If your program is at present inactive, check here , complete Item 6 below and return this page.

5. This program is registered with a Government agency as follows (check one):

Check a. Bureau of Apprenticeship and Training b. State Apprenticeship Agency U.S. Department of Labor

State of: _____

c. Not registered with a Government agency

CERTIFICATION

6. I certify that this report and all of its attachments are accurate and were prepared in accordance with the instructions.

Name of Authorized Official Adolph Darder	Title Apprentice Coordinator	Signature	Date 10/20/72
Name of person to contact regarding this report (Type or print) Adolph Darder	Address (Number and street) 12 E. Erie St., 2nd Floor		
Title Apprentice Coordinator	City and State Chicago, Ill.	ZIP Code 60611	Telephone Area Code 312
		Number 337-0185	Extension

All reports and information obtained from individual reports will be kept confidential as required by Section 709(o) of Title VII
WILLFULLY FALSE STATEMENTS ON THIS REPORT ARE PUNISHABLE BY LAW, U.S. CODE, TITLE 18, SECTION 1001

(Instructions For Filing May Be Found In The Back Pages Of This Booklet)

Part B. DESCRIPTION OF JOINT APPRENTICESHIP PROGRAM

1. What industry is the apprenticeship program serving? Check (✓) applicable box.

15 Building construction16 Heavy construction17 Special trade construction20 Electric, gas, telephone, and other public utilities30 Metal trade manufacturing31 Non metal trade manufacturing32 Printing and publishing40 Mining50 Rail, air, sea and bus transportation, trucking, and pipeline transportation60 Retail and wholesale trade and service industries including repair shops, garages and automobile services99 Other Industries

Please describe _____

2. Specify trade(s) or craft(s) involved:

CARPENTRY

NOTE: A separate apprenticeship statistics table in Part E must be completed for each trade or craft involved.

3. Indicate by a check (✓) the sponsor(s) of the joint committee and the type of sponsor(s).

	Check applicable box(es)		Check applicable box(es)
(a) UNION SPONSOR:	↓	(b) EMPLOYER SPONSOR:	↓
(1) A local union		(1) One employer only	
(2) A group of local unions		(2) A group of employers	X
(3) A joint council	X	(3) One or more trade associations	
(4) Other (explain below.)		(4) Other (explain below.)	
(5) Name and address of sponsor (also, give name of National or International Union, if applicable.) UNITED BROTHERHOOD OF CARPENTERS AND JOINERS OF AMERICA 101 CONSTITUTION AVE., N. W. WASHINGTON, D.C. 20001		(5) Name and address of sponsor.	
(6) Explanation of "Other."		(6) Explanation of "Other."	

4. Name the general jurisdiction of the joint apprenticeship program (such as the name and address of a plant, the name of a city, a county, a state, etc.)

COOK COUNTY, LAKE COUNTY, DU PAGE COUNTY, ILLINOIS

Part C. INFORMATION ABOUT THE JOINT APPRENTICESHIP PROGRAM

Name of Joint Apprenticeship Committee and EEOC Control Number from Address Label

CHICAGO DISTRICT COUNCIL OF CARPENTERS APPRENTICE PROGRAM 330054.33.016

Check All Applicable Boxes:	Yes	No	Codes (Do not use for use of EEOC only)
1. Have you maintained a list of applicants in the chronological order in which applications were received since August 1, 1967?	<input checked="" type="checkbox"/>	<input type="checkbox"/>	
(Note that this has been required since August 1, 1967 by the Equal Employment Opportunity Commission under Section 709(c) of the Civil Rights Act of 1964. See attached Regulations Section 1602.20)			
2. Have you had any openings for apprentices since September 30, 1971?	<input checked="" type="checkbox"/>	<input type="checkbox"/>	
3. If answer to item 2 is "Yes," have you publicized or circulated information about these apprenticeship openings or opportunities?			
(a) to a Federal or State apprenticeship representative?	<input checked="" type="checkbox"/>	<input type="checkbox"/>	
Give name, agency and location of the representative, if any,			
Mr. George Miller,			
Bureau of Apprenticeship & Training			
(b) to the State Employment Service?	<input checked="" type="checkbox"/>	<input type="checkbox"/>	
(c) to Newspapers, radio, TV, etc.?	<input checked="" type="checkbox"/>	<input type="checkbox"/>	
(d) to High Schools, including those in minority group areas?	<input checked="" type="checkbox"/>	<input type="checkbox"/>	
(e) at Local trade and vocational schools, including those with minority group students?	<input checked="" type="checkbox"/>	<input type="checkbox"/>	
(f) within Community organizations (including churches) which represent minority groups or in which they participate?	<input checked="" type="checkbox"/>	<input type="checkbox"/>	
(g) Specify additional methods of circulating information, if any			
Letter to Local			
Union & resumes sent to interested young men & women &			
notices to State Employment Service & other organizations as			
the Chicago Urban League & Chicago Plan			
4. If you checked any part of item 3 did these public statements or notices of apprenticeship openings specifically state:			
(a) That applicants will be selected without regard to their race, color, religion, sex, or national origin?	<input checked="" type="checkbox"/>	<input type="checkbox"/>	
(b) The requirements for admission to the program?	<input checked="" type="checkbox"/>	<input type="checkbox"/>	
(c) The time allowed for the filing of applications?	<input checked="" type="checkbox"/>	<input type="checkbox"/>	
(d) Where and to whom to apply?	<input checked="" type="checkbox"/>	<input type="checkbox"/>	
(e) The days and hours when applicants may apply?	<input checked="" type="checkbox"/>	<input type="checkbox"/>	
5. As a condition for admission to the program, must an applicant for apprenticeship have a sponsor? If "Yes," must the sponsor be	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
(a) A member of the participating local union?	<input type="checkbox"/>	<input type="checkbox"/>	
(b) Another member of the craft?	<input type="checkbox"/>	<input type="checkbox"/>	
(c) An employer?	<input type="checkbox"/>	<input type="checkbox"/>	
(d) Other (specify)?			
6. Is an applicant who has an arrest record, but has not been convicted of a criminal offense, automatically disqualified from your program?	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
7. If your program is not registered with B.A.T. or a State Apprenticeship Agency.			
(a) Do the apprenticeship standards under which this program is operated contain a formal clause prohibiting discrimination on the grounds of:			
(1) Race or color?	<input type="checkbox"/>	<input type="checkbox"/>	
(2) Religion?	<input type="checkbox"/>	<input type="checkbox"/>	
(3) Sex?	<input type="checkbox"/>	<input type="checkbox"/>	
(4) National Origin?	<input type="checkbox"/>	<input type="checkbox"/>	
(b) Under your program is there any means of appeal by an applicant who claims that he or she has been denied admission to the program or otherwise discriminated against on such grounds?	<input type="checkbox"/>	<input type="checkbox"/>	

THE ATTACHMENTS CALLED FOR BY ITEMS 8(c), 11 AND 12 ARE NOT REQUIRED IF THEY ARE NOT SUBMITTED WITH THE REPORT EEO-2 OF LAST YEAR.

8. Do your apprenticeship standards, selection procedures, blank application forms, or rating forms for interviewers conform to the national standards, etc., recommended or required for your industry by your National Joint Apprenticeship Committee? Yes No
- (a) Apprenticeship standards? X
- (b) Selection procedures? X
- (c) Application forms? X
- (d) Interview rating forms? X
- (e) You must attach to this report a copy of any of your apprenticeship standards, selection procedures, blank application forms and interview rating forms that DO NOT CONFORM to those recommended or required by the National Joint Apprenticeship Committee for your industry.
9. (a) In your selection procedures, do you utilize the testing services of the United States Employment Service or some other independent testing agency? X
- (b) If "Yes," give name and address of the agency Vernon Psychological
Laboratory, 221 N. LaSalle St., Chicago, Ill. 60601
10. Does your committee itself use or conduct any tests in the course of selection procedure? X
11. Submit an attachment showing the official name of all tests (including different form numbers, if any) that are used or conducted by your committee in the selection procedure, UNLESS YOUR NATIONAL APPRENTICESHIP COMMITTEE STANDARDS OR THE ATTACHMENTS SUBMITTED IN RESPONSE TO ITEM 8 CONTAIN SUCH INFORMATION. Check one
- (a) Additional attachment enclosed
- (b) Not attached; our tests are the same as those listed in the national standards.
- (c) Not attached here; see Item 8e attachment
- (d) No formal tests used
12. Submit an attachment showing the numerical weights given to each and every part of the selection procedure, such as educational background, physical condition, personal references, work experience, interviews and tests both formal and informal, etc., UNLESS YOUR NATIONAL APPRENTICESHIP COMMITTEE STANDARDS OR THE ATTACHMENTS SUBMITTED IN ITEM 9 CONTAIN SUCH INFORMATION. Check one
- (a) Additional attachment enclosed
- (b) Not attached; our numerical weights are the same as those listed in the national standards X
- (c) Not attached here; see Item 8e attachment
- (d) Numerical weights not used

Answers to the above questions will make it possible for the Equal Employment Opportunity Commission and the Bureau of Apprenticeship and Training (and/or other designated agencies of the U.S. Department of Labor) to evaluate equal employment opportunity programs of the American apprenticeship system on an area or industry-wide basis. It is necessary for these agencies to know whether apprenticeship programs are effectively providing opportunities for qualified minority group applicants. The selection procedures and other practices referred to in these questions are not necessarily required or prohibited, as the case may be, by Title VII of the Civil Rights Act of 1964.

Part D. REMARKS

1972

APPRENTICESHIP INFORMATION REPORT EEO-2
Part E. APPRENTICESHIP STATISTICS

 Budget Bureau No. 124-R 0004
 Approval Expires Sept. 1974

1. Repeat the Name and Address in Items 1, 2 and 3 of Part A.

 CHICAGO DISTRICT COUNCIL OF CARPENTERS APPRENTICE PROGRAM
 12 E. Erie St., 2nd Floor
 Chicago, Illinois 60611

 ENTER YOUR EEOC CONTROL
 NO. FROM ADDRESS LABEL

3	3	0	0	5	4
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2. Reporting period used for data in Item 4 below 9/1/71 to 8/31/72

Dates

You should gather the apprenticeship data during any calendar week or other appropriate period in August or September.

3. How was information as to race, national origin, and sex in Item 4 below obtained?

This information may be obtained by visual survey, from records made after employment, from personal knowledge or by self-identification. The self-identification method may be used, subject to the conditions set forth in Section 7 of the instructions. No State law prohibiting the self-identification method applies, since the Equal Employment Opportunity Commission's regulations supersede such laws. The other three methods are permitted under State law, in any event, because apprentices are considered to be employees, and not applicants for employment.

	Check applicable box(es)
a. Existing Record	<input type="checkbox"/>
b. Visual Survey	<input type="checkbox"/>
c. Tally from Personal Knowledge	<input type="checkbox"/>
d. Self-Identification	<input type="checkbox"/>
e. Other (specify)	<input checked="" type="checkbox"/>

~~OTHER: As of 8/1/67 and thereafter, this information is stated on applications~~
SEPARATE APPRENTICESHIP STATISTICS MUST BE REPORTED FOR EACH TRADE OR CRAFT

If your apprenticeship program covers only one trade or craft, fill out Item 4 below. If it covers two or three trades, Items 5 and 6 on the other side of this page are additionally provided for reporting each separately. If it covers more than three trades, use additional Parts E. Extra Parts E may be obtained by writing to the Apprenticeship Reporting Program, 1800 G Street NW, Washington, D.C. 20506. In completing this part, you are reminded that exact identification of the race or national origin of an individual is not always possible. A good faith effort is acceptable.

4. Apprenticeship Statistics

a. Trade or Craft CARPENTRY

b. Number of Apprentices in this Trade or Craft During Reporting Period.

Year of Apprenticeship	All Apprentices			Minority Group Apprentices ¹							
	Total (Cois. 2 & 3) (1)	Male (2)	Female (3)	Male				Female			
				Negro (4)	Spanish Surnamed American (5)	Oriental (6)	Amer. Ind. (7)	Negro (8)	Spanish Surnamed American (9)	Oriental (10)	Amer. Ind. (11)
1st	345	344	1	56	13	2	1				
2d	296	296		53	5	-	-				
3d	280	280		26	2	-	1				
4th	240	240		26	6	1	-				
5th											
Beyond 5 Yrs.											
TOTAL	1161	1160	1	161	26	3	2				

c. Graduates, Dropouts and Applicants Within the Past Year.

	Total	Male	Female	Negro	Spanish Surnamed American	Oriental	Amer. Ind.	Negro	Spanish Surnamed American	Oriental	Amer. Ind.
Number Graduated	171	171		18	1						
Dropped Out	142	142		16	7		1				
Number of Applicants	1080	1077	3	225	48	10	6				

¹ See explanation of "minority group identification" in Section 7 of the instructions. The term, "Spanish Surnamed American," includes all persons of Mexican, Puerto Rican, Cuban or Spanish origin. In Alaska include Eskimos and Aleuts with American Indians.

Minority enrolment up 21%

Carpenters beat bias

BY DON HARRIS

MINORITY enrolment in the Carpenters Union apprentice program is up to 21 per cent and is virtually cer-

tain to reach the federal government's goal of 23.5 per cent by 1975, it was announced today.

The U. S. Department of Labor recently published a new Chicago Plan to bring minorities into the building trades on a par with their proportion in the community.

Adolph Dardar, coordinator of the seven-year-old program of the Chicago District Council of Carpenters, predicted:

"We'll meet that goal, you can be sure of that."

SINCE 1965 when the program started, 2,004 young men and a few women have started the four-year course which includes classroom and on-the-job experience. Of these, 325 have been from minorities—blacks, Spanish-surnamed, American Indians, and Orientals—for a ratio of 16 per cent over the seven-year period.

Dardar said minority enrolment has been rising in recent years. In 1970, non-white enrolment totaled 17 per cent, compared to 21 per cent now.

NOVEMBER, 1972

Other materials in this exhibit, including sample letters of notification of the apprenticeship program and earlier EEO-2s, are on file at the U.S. Commission on Civil Rights.

Exhibit No. 43

CHICAGO DISTRICT COUNCIL OF CARPENTERS APPRENTICE PROGRAM
Created June 1, 1965

It is general knowledge that skilled carpenters are able to do both rough and finish carpentry and, realizing the need of supplying the industry with a steady flow of competent craftsmen, the Joint Committee of this Program formulated this apprentice program in such a manner that apprentices are indentured to the Joint Committee and the Apprentice Coordinator places apprentices with various employers so they will learn all phases of the trade.

Under this Program, any person shall be eligible to apply for an apprenticeship in carpentry if:

1. He has attained Age 17 and has not yet attained Age 28; or, if he has served two (2) years in any of the Armed Services of the United States and been honorably discharged from such service and has attained Age 17 and has not yet attained Age 32 (applicant should bring copy of military discharge papers when filing application);
2. He is a citizen of the United States of America or has filed an application for such citizenship;
3. He has successfully completed two (2) years study in an accredited High School, and
4. He is a resident of Cook County, DuPage County or Lake County, Illinois.

At specific periods set by this Program, applicants must present themselves at the Apprentice Program Office, 12 East Erie St., 2nd Floor, Chicago, Illinois, any day from Monday thru Friday, between the hours of 9 AM and 4:30 PM, to fill out an "Application for Apprenticeship in Carpentry". At that time, the applicant will be given a letter to take to his High School, requesting a transcript of his high school grades be sent to the Apprentice Program. In order to be eligible to take our aptitude test, said transcript must be on file in this office. Applicant must present his social security card before he may file his application.

During each year, aptitude tests are given applicants by a psychological laboratory. The applicants who pass the test are then orally interviewed by a committee (comprised of 1 Employer-Trustee, 1 Union-Trustee & the Apprentice Coordinator) in order that the applicant be fully aware of all of the ramifications of the Program.

After his oral interview, when an applicant is accepted for entry in the Program, he must undergo a physical examination (for which the applicant pays) by a doctor selected by the Apprentice Program. After passing the physical examination, the applicant is notified of the date he is to begin attending the Washburne Trade School.

Apprentices in the new Program attend school five (5) days per week, 8 AM to 4 PM, for twelve (12) consecutive weeks, which is known as the Pre-Apprentice Training Period. During this period the Apprentice Program pays the pre-apprentice \$25.00 per week for expenses.

At the end of the Pre-Apprentice Training Period, if a pre-apprentice has shown he has the ability to become a carpenter, he is then indentured to the Joint Committee and continues to attend the school one (1) day every other week for the next two and three-quarter years, for which days the Apprentice Program pays the Apprentice once a month. The remaining work days the apprentice is placed with a contractor for on-the-job training, for which days the employer pays the apprentice weekly.

Applicants having completed the Pre-Apprentice Training satisfactorily will be credited for salary for the first 12 weeks (at the 1st year apprentice wage rate) and the school time will be recognized as part of the school time requirement of the four (4) year apprenticeship. At the end of the Pre-Apprentice Training Period, the apprentices will each receive one weeks salary in order that they may be able to join the Local Union of their choice and will also receive a purchase order for tools which will allow each of them to purchase up to \$225.00 worth of tools.

At the end of the schooling requirement of their apprenticeship, the apprentices will receive the balance of the money credited them for their school time spent in the Pre-Apprentice Training Period.

Adolph Dardar, Apprentice Coordinator
CARPENTERS APPRENTICE PROGRAM
Telephone: 337-0185

CHICAGO DISTRICT COUNCIL OF CARPENTERS APPRENTICE PROGRAM
Created June 1, 1965.

Having realized the need of supplying the industry with a steady flow of competent craftsmen, the Joint Committee of the Carpenters Apprentice Program formulated this program in such a manner that all employers of carpenters will share the cost equally in training a young man to become a skilled craftsman.

Under this new Program, apprentices are indentured to the Joint Committee and the Apprentice Coordinator places the apprentices with various employers so they will learn all phases of the trade. Under this Program, any person shall be eligible to apply for apprenticeship if:

1. He has attained Age 17 and has not yet attained Age 28; or, if he has served two (2) years in any of the Armed Services of the United States and been honorably discharged from such service and has attained Age 17 and has not yet attained Age 32 (applicant should bring copy of military discharge papers when filing application);
2. He is a citizen of the United States of America or has filed an application for such citizenship;
3. He has successfully completed two (2) years of study in an accredited High School, and
4. He is a resident of Cook County, DuPage County or Lake County, Illinois.

At specific periods set by this Program, applicants must present themselves at the Apprentice Program Office, 12 East Erie St., 2nd Floor, Chicago, Illinois, any day from Monday thru Friday, between the hours of 9 AM and 4:30 PM, to fill out an "Application for Apprenticeship in Carpentry". At that time, the applicant will be given a letter to take to his High School, requesting a transcript of his high school grades be sent to the Apprentice Program. In order to be eligible to take our aptitude test, said transcript must be on file in this office. Applicant must present his social security card before he may file his application.

During each year, aptitude tests are given applicants by a psychological laboratory. The applicants who pass the test are then orally interviewed by a committee (comprised of 1 Employer-Trustee, 1 Union-Trustee & the Apprentice Coordinator) in order that the applicant be fully aware of all of the ramifications of the Program.

After his oral interview, the accepted applicant must undergo a physical examination (which the applicant pays for) by a doctor selected by the Apprentice Program. After passing his physical examination, the applicant is notified of the date he is to begin attending the Washburne Trade School.

Millwright Apprentices in the new Program attend school two (2) nights per week, 6:30 PM to 9:30 PM for the first three (3) years of their apprenticeship, for which time the Apprentice Program pays the apprentice monthly. The apprentice is placed with a contractor for on-the-job training five (5) days a week for which the contractor pays the apprentice weekly.

The last year of their apprenticeship, the apprentices no longer attend school, but spend the year in on-the-job training.

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During each year, aptitude tests are given applicants by a psychological laboratory. The applicants who pass the test are then orally interviewed by a committee (comprised of one Employer-Trustee, one Union-Trustee & the Apprentice Coordinator) in order that the applicant be fully aware of all of the ramifications of the Program.

After his oral interview, the accepted applicant must undergo a physical examination (for which the applicant pays) by a doctor selected by the Apprentice Program. After passing his physical examination, the applicant is notified of the date he is to begin attending the Washburne Trade School.

Resilient Flooring Apprentices in the new Program attend school one (1) day per week, 8 AM to 4 PM, for one and one-half years of their apprenticeship, for which school days the Apprentice Program pays the Apprentice once a month. The remaining work days the apprentice is placed with a contractor for on-the-job training, for which days the contractor pays the apprentice weekly.

The last 2½ years of their apprenticeship, the apprentices no longer attend school, but spend this time in on-the-job training.

Adolph Dardar, Apprentice Coordinator
CARPENTERS APPRENTICE PROGRAM
Telephone: 337-0185

CHICAGO DISTRICT COUNCIL OF CARPENTERS APPRENTICE PROGRAM
Created June 1, 1965

Having realized the need of supplying the industry with a steady flow of competent craftsmen, the Joint Committee of the Carpenters Apprentice Program formulated this program in such a manner that all employers of carpenters will share the cost equally in training a young man to become a skilled craftsman.

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1. He has attained Age 17 and has not yet attained Age 28; or, if he has served two (2) years in any of the Armed Services of the United States and been honorably discharged from such service and has attained Age 17 and has not yet attained Age 32 (applicant should bring copy of military discharge papers when filing application);
2. He is a citizen of the United States of America or has filed an application for such citizenship;
3. He has successfully completed two (2) years of study in an accredited High School, and
4. He is a resident of Cook County, DuPage County or Lake County, Illinois.

At specific periods set by this Program, applicants must present themselves at the Apprentice Program Office, 12 East Erie St., 2nd Floor, Chicago, Illinois, any day from Monday thru Friday, between the hours of 9 AM and 4:30 PM, to fill out an "Application for Apprenticeship in Carpentry". At that time, the applicant will be given a letter to take to his High School, requesting a transcript of his high school grades be sent to the Apprentice Program. In order to be eligible to take our aptitude test, said transcript must be on file in this office. Applicant must present his social security card before he may file his application.

During each year, aptitude tests are given applicants by a psychological laboratory. The applicants who pass the test are then orally interviewed by a committee (comprised of 1 Employer-Trustee, 1 Union-Trustee and the Apprentice Coordinator) in order that the applicant be fully aware of all of the ramifications of the Program.

After his oral interview, the accepted applicant must undergo a physical examination (for which the applicant pays) by a doctor selected by the Apprentice Program. After passing his physical examination, the applicant is notified of the date he is to begin attending the Washburne Trade School.

Cabinet Maker (millman) Apprentices in the new Program attend school one (1) day per week, 8 AM to 4 PM, for the first three (3) years of their apprenticeship, for which school days the Apprentice Program pays the Apprentice once a month. The other four days a week the apprentice is placed with a contractor for on-the-job training, for which the contractor pays the apprentice weekly.

The last year of their apprenticeship, the apprentices no longer attend school, but spend the year in on-the-job training.

Adolph Dardar, Apprentice Coordinator
CARPENTERS APPRENTICE PROGRAM
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Exhibit No. 44

**This exhibit is on file at
the U.S. Commission on Civil
Rights.**

Exhibit No. 45

The information for this
exhibit was unobtainable.

Exhibit No. 46

LICENSING PROCEDURES
DAY CARE CENTERS



City of Chicago

Richard J. Daley, *Mayor*

Murrell Syler

Administrative Assistant to the Mayor

Mayor's Office of Child Care Services

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INTRODUCTION TO LICENSING

LICENSING . . . WHAT'S IT ALL ABOUT?

In the City of Chicago there are two licensing authorities: the State of Illinois issues a license which governs the program standards in day care operations, and the City issues the license which governs the standards for the physical condition of the facility in which the day care program can operate.

Legal authorization for the licensing procedure is found for the State in the Illinois Child Care Act of 1969, and for the City in the Chicago Municipal Code Chapter 158. The rules and regulations setting the standards are for the protection of children and the assurance of care and services conducive to their well-being.

State licensing is handled by the Illinois Department of Children and Family Services, located at ~~1026 South Damen Avenue~~, telephone ~~341-8400~~. This Department will license child care facilities after all requirements made by State Statute have been met. Standards for licensed day care centers and night-time centers are available in printed form from the Department. A Licensing Representative is assigned to act as consultant and to license the center biennially.

City licensing is coordinated by the Mayor's Office of Child Care Services, telephone 744-7810. The City licenses day care centers annually. All licenses expire each year on April 30th and must be renewed. The requirements for licensing day care centers are enumerated in the following pages and are based on current usage and enforcement.

*1439 So. Michigan
793-3817*

What Is A Day Care Center?

In Chicago there are two classifications:

- Class I** Any institution or place in which three (3) or more children are received for care not of common parentage, apart from their parents or guardian between the ages of 2 years and 6 years during part or all of a day, but not later than 9:00 p.m. This classification also refers to units operating under any other name whatsoever with or without stated educational purpose.
- Class II** Defined as above, but offering care for children under 2 years of age and complying with regulations of the Board of Health pertaining to care of infants in institutions.

Who Is Eligible To Operate A Center?

Any individual, organization or corporate body (known as the applicant or licensee,) who files an application for license, meets the requirements as designated in the Municipal Code Chapter 158, and takes the responsibility for the operation and maintenance of the facility can operate a day care center.

What Is The License Fee?

The annual fee for a license to operate a Day Care Center shall be fifty-five dollars.

Centers which are operated without charge for the care of children shall be exempt from payment. An affidavit should accompany the application stating that no charge is made.

Centers operating without gain but charging for the care of children shall be exempt from payment of the license fee by a specific City Council ordinance.

Can A License Be Denied Or Revoked?

A license may be denied or revoked for any of the following reasons:

- a. Failure to conform to the applicable zoning ordinance and/or violations of any provisions in the Municipal Code Chapter 158.

- b. Personnel insufficient in number or unqualified by training or experience to provide proper and adequate supervision for number of children or children to be cared for.
- c. Cruelty or indifference to the welfare of a child.
- d. Conviction of the licensee for a felony or a misdemeanor involving moral turpitude.
- e. Evidence demonstrated that the moral character of the applicant or Day Care Director is not reputable.
- f. Whenever an inspection of a Day Care Center discloses that the continued operation of such facility would be found to be an immediate and serious menace to Public Health and Safety, the Commissioner of Health is authorized to close the facility.

What Type Of Penalty Is Involved For Day Care Offenders?

Any person violating any of the provisions of the Municipal Code Chapter 158 shall be fined not less than \$25.00 and not more than \$200.00 for each offense.

LICENSING PROCEDURES

SO YOU WANT TO PROVIDE DAY CARE SERVICE?

Once it is established that an individual is actually interested in providing DAY CARE SERVICES and decides he is going to buy, rent, build or remodel a facility . . . he or she should call and make an appointment with the following agencies.

- I. MAYOR'S OFFICE OF CHILD CARE SERVICES
- II. DEPARTMENT OF CHILDREN & FAMILY SERVICES

MAYOR'S OFFICE OF CHILD CARE SERVICES

First Time Around

STEP 1. The licensing coordinator in the Mayor's Office of Child Care Services gives the applicant oral and written information about requirements to operate a day care center. The applicant is also advised to bring in a blueprint of the proposed facility for review by the consulting architect.

LICENSING PROCEDURES

- STEP 2.** The consulting architect reviews the blueprints of the building which is to be used to determine that it meets the requirements for a day care center and whether or not the selected premises are in a zoning district in which a day care facility is a "permitted use."
- a) If the building meets code requirements and no structural changes or installations are required, an application is initiated and no additional prints are necessary. A Task Force Team visit is arranged to approve the site for the issuance of the license.
 - b) If the building does not meet code requirements, the consulting architect makes notes and rough drawings on the blueprints to show any remodeling or installations which are needed to bring the facility into compliance with municipal codes.
- STEP 3.** If structural changes are needed, the applicant is advised to secure a private architect to formalize the plans for renovation and to secure a building permit. There is also the necessity to pay the fee for the issuance of a permit. This cost varies with the nature of the construction.
- STEP 4.** When it is determined that the building meets code requirements or that renovations or installations have been made to bring it into compliance, the Mayor's Office of Child Care Services issues an application and gives the applicant assistance in completing the application. A fee is usually required to file the application. If a fee is not required pursuant to Municipal Code Section 158-4, then the Mayor's Office can file the application in behalf of the applicant.
- STEP 5.** The Collector's Office notifies the Mayor's Office when the application is filed and an inspection team is scheduled to inspect the site within ten (10) working days of the date of application. The Mayor's Office will secure a report within two weeks of the date of inspection and the applicant is notified of approvals or of any violations which must be corrected before approvals can be granted.
- When both State and City licenses are issued . . .

APPLICANT . . . YOU ARE NOW AUTHORIZED TO OPEN YOUR CENTER!***Second Time Around***

1. If the application is for renewal of license and there are to be no changes in the structure or use of the facility, the application is processed in the Collector's Office by May 1st.
 - a) The application forms along with a bill for fees for facilities required to pay licensing fees are sent out to all licensed Day Care Centers in April each year.
 - b) The Task Force Team is assigned to do a renewal inspection. When the application forms and fees are returned and the inspection has been completed and approval has been secured, the renewal shall be granted.
2. If the Day Care Center has made or is contemplating changes in the use or structure of the facility, then a blueprint showing these changes must be submitted to the Mayor's Office of Child Care Services and approved before renewal is authorized.

DAY CARE CENTER INSPECTION

Chicago Board of Health

A. GENERAL

Each day care center shall have written health policies. These written policies shall be available to the Board of Health for review and shall include the following:

1. A report on the health of the child or a recent examination and any special health care needs.
2. Name, address, and phone number of the physician responsible for the health care of the child and the parents' signed authorization for treatment of the child in case of an emergency.
3. Name, address and phone number of persons (in addition to parents) who will accept responsibility for the child if he becomes ill, injured, etc. and parents cannot be reached.

B. PHYSICAL EXAMINATION

1. Each child admitted into a day care center shall be given a thorough physical examination at least 4 months prior to admission, and at least every two years thereafter.

2. The examination record shall be dated and signed by the examining physician and shall indicate that the child was:
 - a. found to be in good physical condition
 - b. free of communicable and/or infectious disease
 - c. immunized against measles, poliomyelitis, whooping cough and tetanus or that immunization is in process
 - d. Any additional information that may be helpful in the care of the child.
 - e. Tuberculosis tests shall be given when indicated.
 - f. The immunization program may be waived for the following:
 1. clinical reason or written order of physician
 2. constitutional grounds
 3. religious reasons
 - g. A physicians certificate shall be required for admission after absence due to illness of more than five days.
 - h. Any child who becomes ill, or who is suspected of illness shall be isolated from the group until he is removed from the day care center.
 - i. The licensee and/or director shall assume the responsibility for taking the necessary precautions for following all the communicable disease rules and regulations of the State of Illinois Department of Public Health and the Chicago Board of Health.
 - j. Every person conducting or operating a day care center shall report promptly to the Chicago Board of Health, any suspect and/or diagnosed cases of epidemic, communicable, infectious disease and suspected and/or diagnosed cases of food poisoning.
 - k. The licensee and/or director shall establish a routine of medical services that will make it possible to secure a physician or effect hospitalization as promptly as needed.
 - l. The licensee and/or director shall be responsible for making an arrangement with a physician to be available in case any child's physician cannot be reached, or is unable to attend the child in case of emergency. In case of a child exempt from medical care on constitutional and/or religious grounds, the services of a certified practitioner whose name and address and telephone number have been filed at the day care center by the parent or guardian, shall be notified.
 - m. The parent or guardian shall be notified forthwith of any accident injury, or unusual change of the child's condition.

- n. Medication shall not be administered to a child at a day care center unless special permission has been granted by the Chicago Board of Health.
- o. A first aid kit shall be maintained in each day care center and shall contain soap, cotton balls, roll of 2" bandage, band aids of varied sizes, a package of 4 x 4 dressings and a roll of adhesive tape.

C. EMPLOYEES

1. Personnel files shall be maintained in the day care center for each employee and shall contain written application listing the following:
 - a name of employee
 - b home address and telephone number
 - c age and birthdate
 - d educational background
 - e training and/or experience
 - f job classification
 - g references and clearances thereof
 - h where previously employed — date of employment and reason for leaving, if no longer employed.
2. A physical examination shall be required at time of employment and annually thereafter. The record of such examination shall be made, signed and dated by physician performing the same and shall indicate that the employee is in good physical and mental condition, free of communicable and infectious disease including active tuberculosis. In addition to the physical examination, stool cultures shall be required for all persons handling food.
3. Volunteers shall have the same medical examination as required for the employees.
4. An employee diagnosed or suspected of having a contagious or infectious disease shall not be on duty until such time as a written statement is obtained from a physician that the disease is no longer contagious or is found to be non-infectious.

D. RECORDS

1. General

- a. Every day care center shall keep confidential records. All active records shall be kept in the day care center at all times and shall be available to the Board of Health for review. Records shall be current, complete and legible.
- b. Records on children and/or employees no longer in the day care center shall be maintained for a period of 5 years, and shall be placed in an inactive file.

2. Children

a. A card file or alphabetical ledger shall be maintained with the following information on each child. This card or ledger shall be signed by the parent or guardian who has placed the child in the day care center:

- (1) Name of child
- (2) Birthdate of child
- (3) Name of parents or guardian
- (4) Address of parents or guardian (name and place of employment)
- (5) Telephone number of home and place of employment
- (6) Name of person or persons authorized to receive child and relationship.
- (7) Date of admission, reason for admission
- (8) Name, address and telephone number of family physician.
- (9) Name, address and telephone number of person to be notified in case of emergency transportation plan.

b. Child's examination record with any specific recommendation by the physician for specific care.

c. Child's discharge information.

d. Accident and/or incident reports: Accidents involving injuries must be reported to the Board of Health and to the police immediately.

- (1) Report of major as well as minor incident and accidents including assault or battery which involve a child shall be prepared and maintained. The report shall include the time, place and details of how the incident and/or accident occurred.
- (2) The report shall be written by the person who is responsible for the child at the time.
- (3) A statement, signed by the physician attending an ill child or one involved in an accident or injury on the premises, describing the nature of the illness, or accident, and the extent of the injuries received, shall be maintained.

E. ANIMALS & PETS

1. No live domestic animals, bird or fowl shall be permitted at any time in area where food stuffs are kept, prepared and/or served.
2. Small animals shall be permitted in the day care center if a qualified veterinarian certifies that the animals have been innoculated when required, or otherwise are free of disease that could endanger the children's health.

3. There shall be careful supervision of children who are permitted to handle and care for the animals, with immediate treatment for any child who sustains a bite, scratch or other injury from such source.
4. Animals and/or pets shall be properly caged, fed and maintained in safe, clean and sanitary condition at all times.
5. Premises shall be free of stray animals which may cause injury or disease to the children.

II PHYSICAL ARRANGEMENTS

A. BLUEPRINTS

Plans submitted to the Board of Health shall include:

1. the general arrangement within the building existing and proposed
2. the location and intended purpose of fixed equipment in each which includes:
 - a. Observation room or space
 - b. Children's toilet room
 - c. Teachers toilet and dressing room
 - d. Kitchen
 - e. Indoor play area
 - f. Outdoor play area
 - g. Sufficient administrative office space for clerical, financial and managerial functions, and interviewing of applicants, for discussion with parents, etc.
 - h. Space as needed for necessary housekeeping and maintenance equipment of day care center.
 - i. Janitor's closet to include sink and space for storage of cleaning supplies.
 - j. Storage space for linens and cots
 - k. Storage space for excess supplies
 - l. Storage space for transportation toys and outdoor equipment.

B. HEATING SYSTEM

1. The heating system shall be capable of maintaining a temperature of no less than 72°F. within two feet of the floor throughout the children's section of the building.
2. Radiator, registers, steam and hot water pipes, and electrical outlets shall have protective covering or insulation.

C. FLOORS

1. All floors shall be free from cracks and finished so that they can be easily, properly, and efficiently cleaned.
2. Floors shall be kept clean, as non-slip as possible, free from tripping hazards, including throw or scatter rugs.

D. WINDOWS & DOOR PROTECTION

1. The day care center shall be maintained so as to prevent the entrance and harborage of rats, mice, flies and other insects.
2. All door and non-stationary windows shall be equipped with tight fitting 16 mesh screen or combination type storm and screen windows, provided that the entire window area is effectively protected from April 15 except in air conditioned areas.
3. Adequate and satisfactory artificial lighting shall be provided.
4. Adjustable shades, or equivalent, shall be provided and used for protection from glare and to promote an atmosphere conducive to sleep at nap time.

E. TOILET ROOMS

1. Toilet rooms shall be located in close proximity to inside and outside play areas.

Number of Children	Toilet & Lavatories
1-10	1
11-25	2
26-50	3
51-75	4
76-100	5
101-125	6
126-150	7
151-175	8

One additional toilet for each 15 children or fraction thereof in excess to 175 children toilets, and lavatories should be proportionate to the size of the child. Step or platforms shall be provided for use of small children if child size toilets and lavatories are not provided, to encourage self-help and independence.

Toilet rooms fixtures shall be scrubbed and disinfected daily.

2. Staff toilet and dressing room requirements:

An employees' toilet room shall be provided. This room shall be equipped with a water closet, lavatory with running hot and cold water, soap, individual towels, and a waste receptacle. Use of common towels shall be prohibited.

A dressing room shall be provided for employees.

F. SLEEPING ACCOMMODATIONS

1. If the children remain longer than five hours, a supervised nap period shall be provided.
2. Individual cots or beds marked with the child's name shall be provided.

3. There shall be at least two (2) feet of space between the cots. Aisles between cots are to be kept clear of all obstruction while cots are occupied.
4. Separate bed linen and blankets individually marked shall be provided for each child.
5. Bed linens shall be changed at least once a week or more often if necessary.
6. Rubber sheeting or impervious covers shall be provided for cots of enuretic children.
7. Each child shall remove his shoes before napping.
8. Adequate storage space shall be provided for cots, and bedding. When cots are not in use, they shall be stored so that the sleeping surface or bed linens of the cots do not touch the floor or each other.

G. OBSERVATION ROOM OR SPACE

Every day care center shall be provided with a suitable room or space approved by the Board of Health, to be used for any child who requires seclusion and health observation for fatigue, illness, injury, or emotional upset. Observation space is not to be used for other purpose. The observation room, however, need not be kept vacant, but shall be a room that can be vacated for a child who requires isolation or special care should that need arise. This room shall not be used as a storage room. This room or space shall be equipped with a cot.

H. OUTDOOR PLAYSPACE

1. There shall be provided a minimum of seventy-five (75) square feet of safe outdoor play area per child.
2. Play space shall be safely enclosed or adequately protected allowing for maximum amount of sunshine, shade, and air.
3. Play space shall be in a well-drained area and kept in a safe and sanitary condition.

I. FURNITURE EQUIPMENT & TOYS

1. All furniture toys and other equipment shall be of sturdy safe construction, and scaled to the size and age of the children and kept clean and in proper condition for use.
2. All indoor and outdoor equipment shall be suitable to the age levels and abilities for the children under care.
3. Tables seating four to six children are preferable to one table for the whole group.
4. Individual lockers, compartments or separate hooks placed at a level which a child can reach with ease shall be provided for outdoor clothing.

5. Adequate shelf space easily accessible to the children shall be provided for toys and supplies.
6. The age levels and abilities of the children shall be considered when choosing toys and materials.

III MAINTENANCE & HOUSEKEEPING

A. MAINTENANCE

1. Every day care center shall have an effective plan for maintenance, including sufficient staff, appropriate equipment, and adequate supplies to maintain the center in good repair and free of the following:
 - Cracks in floors, walls or ceilings; peeling wall paper or paint; warped or loose boards; warped, broken, loose or cracked floor covering, such as tile or linoleum; loose or broken window panes; and any other similar hazards.
2. Maintain all electrical, water supply, heating and sewage disposal system in safe, clean, and functioning condition.
3. Maintain the interior finishes of the day care center as needed to keep it attractive and clean. (Painting, washing, etc.).
4. Maintain all furniture and furnishings in good repair, safe, clean, and proper condition for use.
5. Maintain the grounds in a safe, sanitary, and presentable condition.
6. The building and grounds shall be kept free of any possible infestations of insects and rodents by conducted preventative programs.

B. HOUSEKEEPING

1. The room or rooms used for a day care center shall be kept in a clean, neat condition.
2. Rooms shall not be cleaned while occupied by children. Dry sweeping and dry dusting shall be prohibited.
3. All garbage and trash shall be kept in tight, easily cleanable receptacles which are covered with close fitting lids until removed from the premises, and shall be removed and/or emptied as often as necessary.
4. All cleaning compounds, insecticides, and all other potentially hazardous compounds or agents shall be stored in a locked cabinet or locked room.
5. Hazardous items such as plastic bags and sharp tools, or instruments, shall not be in an area accessible to children.

6. All medication shall be kept in a locked cabinet or equivalent at all times. The medicine cabinet shall not be used for any other purpose and shall not be located in rooms where food is stored or prepared.
7. The key to the medicine cabinet shall be the responsibility of the person authorized to handle the medication.
8. Housekeeping and Service Rooms:
 - a. A janitor's closet room shall be provided.
 - b. This room shall be equipped with a janitor's sink, shelves for storage of cleaning supplies, and hooks for storage of mops, brooms, etc.
 - c. Adequate storage space for excess possession of children, staff, linens, indoor and outdoor equipment, supplies and other items. This storage shall be such that it does not constitute a fire or accident hazard, and will not be in the way of children or staff.

IV STANDARDS FOR NUTRITION

Adequate and appropriate food shall be served in accordance with the time the child spends at the day care center.

A. FOOD SERVICE REQUIREMENTS

1. Half Day

Children in attendance for more than two, but less than five hours shall be served a mid-session snack consisting of 4 ounces ($\frac{1}{2}$ cup) of a citrus fruit juice and a fortified juice containing 30 mg. of vitamin C per serving or 6 ounces of whole milk, or one serving of fruit with equivalent vitamin C. Cookies or crackers with the snack are optional.

2. Full Day

Children in attendance five to ten hours shall be served at least one-third of their daily food requirements which shall include a nutritious meal, a mid-morning snack of 4 ounces ($\frac{1}{2}$ cup) of a citrus fruit juice or a fortified juice containing 30 mg. of vitamin C per serving, or one serving of fruit with equivalent vitamin C, and a mid-afternoon snack of 6 ounces of whole milk. Cookies or crackers with the snacks are optional.

B. MENU REQUIREMENTS

1. Main meals and morning and afternoon snacks shall be planned to meet the needs of each child, and they shall supply sufficient calories, proteins, minerals, and vitamins in accordance with established nutrition standards based on the current Recommended Daily Dietary Allowances set by the Food and Nutrition Board of the National Research Council.

2. Duplicate copies of fifteen (15) varied noon meal plans, including snacks shall be mailed to the Nutrition Section of the Board of Health once yearly previous to application for license and subsequently on request.
3. Menus shall be planned, dated and posted one week in advance.

C. **DAILY FOOD REQUIREMENTS**

Milk

Each child shall have 6 ounces of whole milk.

Main Dish (Protein Source)

Each child shall have a serving of 2 ounces of edible portion of meat, fish or chicken. Substitutes may be used twice a week. Substitutes may be eggs, cheese or dried peas or beans. Peanut butter may not be used as the only source of protein. A casserole or mixed dish may be served, but it must contain 2 ounces of protein food per serving. If the dish contains less protein, then additional protein sources are to be added to the meal to meet above requirements.

Vegetables

Each child shall have 2 servings (2-4 Tablespoons serving) of vegetables. These may be cooked or raw. Vegetables rich in vitamin A should be served 3 times a week. Potatoes should be used at least twice a week. Rice, macaroni, and noodles may be substituted for potatoes.

Bread

Each child shall have a serving of one or more slices of bread.

Butter or Margarine

Each child shall have $\frac{1}{2}$ teaspoon of butter or margarine daily.

Dessert or Fruit

Each child shall have a serving ($\frac{1}{2}$ cup) of a simple dessert, such as fruit, cooked or raw, jello or a milk pudding.

Miscellaneous

Calorie requirements for a child of 2-6 years are from 1200-1600 calories daily. The center is obligated to provide $\frac{1}{3}$ to $\frac{2}{3}$ of the daily calories depending on the length of the child's stay. One meal should then provide at least 400 calories per child.

D. **GENERAL**

1. Medically controlled diets shall be provided for children as ordered by their physician.
2. Menus shall be planned with consideration for cultural and ethnic patterns and for socialization needs of the child.

3. Alternate menus and/or alternate foods will be approved if equal to the above requirements.
4. Catered foods shall meet the above requirements.
5. Second helpings shall always be available. Range in size of servings is used to adapt to age of child, small and big appetites and active and inactive child.
6. Sandwich lunches shall not be brought from home. Picnic lunches may be served occasionally.
7. All foods shall be suitable for children and shall be prepared by methods designed to conserve nutritive value, flavor and appearance.
8. Drinking water shall be readily accessible and served to children, during the time they are on the premises. Approved drinking fountains and/or disposable cups for individual use shall be provided.
9. Children shall be seated comfortably with sufficient room to manage food and implements.
10. Eating utensils shall be of sturdy material and of size and design that children can handle easily.

V. FOOD HANDLING SANITATION

A. GENERAL

1. Every day care center where cooking and serving are done on the premises shall comply with the requirements as set forth in the Municipal Code of Chicago, Chapter 130 or as such as shall hereafter be amended by the City: Provided that food is catered to the establishment and when a complete disposable service is used a 2-compartment sink may be substituted for the 3-compartment sink requirement. Further provided: In day care centers serving only juice in single use disposable containers a refrigerator capable of maintaining a constant temperature of 45°F in good operating condition shall be required in lieu of Chapter 130 kitchen requirements.
2. The floors of rooms in which food is stored, prepared or served or in which dishes are washed, shall be smooth, in good repair and as waterproof and grease-resistant as possible. Floors with cracks, holes, broken or poorly fitted planks, or which otherwise fail to be tight, are not satisfactory.
3. Floors shall be kept clean and free from litter.
4. The walls and ceiling of food-handling rooms shall be painted or finished in light color; be refinished as often as necessary, have a smooth, washable surface, and be kept clean and in good repair.

5. When flies are prevalent, all openings to the outer air shall be effectively screened with 16-mesh wire or plastic cloth. All doors shall be self-closing and screen doors to the outer air shall open outward. In cases of other unprotected openings, fans of sufficient power, or other approved means to prevent the entrance of flies shall be used.
6. All rooms in which food or drink is prepared, or in which utensils are washed, shall be well lighted so that a minimum of 10-foot candles of light is available on all working surfaces of such rooms. A minimum of 4-foot candles of light shall be provided at a distance of 30 inches from the floor of all rooms used for the storage of food.
7. Kitchens shall be provided with mechanical ventilation so as to render the kitchens reasonably free from disagreeable odors and from condensation. Ranges shall be hooded so that the cooking odors may be effectively carried off by a stack, exhaust fan or sky light immediately above.
8. An adequate supply of running hot and cold water under pressure shall be supplied to rooms in which food is prepared or dishes washed.
9. Dishes, glassware, cooking utensils and all food service equipment shall be in good repair and be free of breaks, cracks, chipped places, corrosion, and open seams.
10. A sufficient supply of food-service equipment shall be available to serve all the residents and staff for one (1) meal without re-using any of the equipment.
11. Adequate work area and equipment shall be provided for satisfactory preparation of meals.
12. All counters, shelves, tables and other work surfaces, refrigeration equipment, stoves, mixers, and similar equipment shall be so constructed and located as to be easily cleaned.
13. No live domestic animal, bird or fowl shall be permitted at any time in areas where food stuffs are kept, prepared or served.
14. The day care center shall be maintained free from insect or rodent infestation. All necessary measures for the elimination or extermination of insects and/or rodents shall be carried out. The premises shall be maintained in a rat-proofed condition.
15. Poisonous compounds, including polishes, cleaning fluids or compounds containing any matter or substance deleterious to health, shall be kept only in containers to which shall be affixed a label, conspicuous in appearance, containing the word "POISON", printed

in red ink in letters at least three-eighths of an inch in height, and containing an imprint of a skull and cross bones. All poisonous compounds shall be used with extreme caution and shall not be stored in kitchen or food preparation rooms or areas, and shall be kept in a locked place. Compounds harmless to humans shall be substituted for poisonous compounds whenever possible.

16. None of the operations connected with food preparation shall be conducted in a room used for living, sleeping, or laundry purposes.
17. No new mechanical equipment or equipment having valves or pipes shall be installed unless the same or complete drawings thereof shall have been submitted to the Board of Health for approval prior to installation, as provided in Section 130-22 of the Municipal Code of Chicago.
18. Employees preparing and handling food shall be required to use hair nets, head bands, or caps. Employees shall not expectorate, or use tobacco in any form, in any area in which food is prepared or served. The hands and outer clothing of all persons shall be kept clean while such persons are engaged in handling of food, drink, utensils or equipment.
19. Only food-handling staff shall be permitted in the kitchen.
20. All persons who are employed in any capacity in which they handle food, dishes or receptacles shall wear suits, or dresses which are clean and of a washable character or nature, and used for that purpose only.
21. After bacterial treatment, utensils and containers shall be stored at a sufficient height above the floor in a clean, dry place protected from flies, splash, dust, overhead leaking and condensation, and other contamination. Containers and utensils shall be inverted, covered, or otherwise protected from contamination until used for serving. (Also see Section 130-26 for the Municipal Code of Chicago).
22. Drain-racks, trays, and shelves, shall be made of non-corrodible materials and shall be kept clean.
23. Dishes and utensils shall not be handled by the surfaces which come in contact with food or drink.
24. All garbage shall be kept in covered containers, pending removal. All cans, trash, and other waste material shall be stored in a covered receptacle. The garbage and trash shall be removed from the premises as frequently as is necessary to prevent nuisance and unsightliness.

25. All readily perishable food or fluids shall be stored at or below 50°F. except when being prepared or served. This shall include all custard-filled and cream-filled pastries, milk and milk products, egg products, meat, fish, shell-fish gravy, poultry stuffing, sauces, dressings, and salads containing meat, fish, eggs, or milk or milk products. Raw meats shall be stored at or below 40°F. A reliable thermometer shall be kept in the refrigerator for determining its temperature.
 26. All foods shall be stored so that they are protected from contamination by flies, roaches, rodents, etc.
 27. All food stored, prepared, or served in the day care center shall be clean, wholesome, free from spoilage as defined in Chapter 130 of the Municipal Code of Chicago, and so prepared as to be safe for human consumption.
 28. Only Grade A pasteurized milk and milk products as defined in Chapter 154 of the Municipal Code of Chicago shall be used. Milk served for drinking shall be poured directly from the individual original container received from the dairy into the child's glass at meal time or from approved milk dispensers.
- B. HANDWASHING OF ALL MULTI-USE EATING AND DRINKING UTENSILS*
- Handwashing of all multi-use eating and drinking utensils shall be accomplished by the use of warm water at a temperature of from 110°F. to 120°F., containing an adequate amount of soap or detergent effective to remove grease or solids. The water shall be changed at sufficiently frequent intervals to keep it reasonably clean. Dishes and other equipment shall be scraped or prerinsed to remove gross particles of food before washing. After cleaning, all such utensils shall be effectively subjected to one or more of the following or other equivalent approved bactericidal processes:
1. Immersions for at least two minutes in clean hot water at a temperature of at least 170°F. or for one-half minute in boiling water. An approved thermometer shall be installed in the vat used for bactericidal treatment. Wherever practicable, bactericidal treatment shall be accomplished through the use of hot water. For this method of bactericidal treatment at least two adjacent deep sinks shall be provided and fitted with drain boards made of porcelain, metal, or other impervious materials. After washing in the first sink, dishes, glasses, etc., shall be placed in metal baskets and immersed in hot water in the second sink, used for the bactericidal treatment, for the required period of time. The baskets may be lined with wooden strips to prevent marking of

chinaware. Upon removal of the basket from the second sink, dishes or other utensils shall remain in the basket until dry. Where hot water is used for bactericidal treatment, a hot water heater mechanically controlled so as to maintain a water temperature of at least 170°F. in the vat, at all times, shall be provided. Water at such temperature shall be available, at all times, while utensils are being washed and given bactericidal treatment.

When large numbers of utensils are submerged at one time, provisions shall be made for compensating for heat loss to such utensils. Glasses, cups and other equipment shall be placed in baskets in a venting position so that the air will not be trapped.

2. Immersion for at least two minutes in a luke-warm chlorine bath containing at least 50 parts per million of available chlorine, if hypochlorites are used; or a concentration of equal bactericidal strength, if chloramines are used. The bath should be made up at a strength of 100 parts per million or more of hypochlorites, and shall not be used after the strength has been reduced to 50 parts per million. Bactericidal treatment by chemical means shall not be used until the utensils have been thoroughly cleaned. Chlorine or other chemical solutions once used shall not again be used for bactericidal treatment on any succeeding day.

Where chlorine or other chemicals are used for bactericidal treatment of multi-use eating and drinking utensils and equipment, a three-compartment sink shall be used, provided, however, that for existing installations the second or rinsing compartment may be omitted if an approved rinsing or spraying device is substituted.

3. Exposure in a steam cabinet equipped with an indicating thermometer, located in the coldest zone, at a temperature of at least 170°F. for at least 15 minutes, or to a temperature of not less than 200°F. for at least five minutes.
4. Exposure to a properly designed oven or hot air cabinet equipped with an indicating thermometer, located in the coldest zone of hot air, at a temperature of at least 180°F. for not less than 20 minutes.
5. Equipment that is too large to be immersed shall be treated (1) with live steam from a hose, in the case of equipment in which steam can be confined; or (2) by boiling water rinse; or (3) by spraying or swabbing with chlorine solution of approved strength.

C. MACHINE DISH-WASHING

1. Dishes and other eating and drinking utensils washed in a dish-washing machine, after being scraped and pre-rinsed, shall be washed in water containing a suitable detergent at a temperature from 120°F. to 140°F. or other method approved by the Board of Health. Bactericidal treatment shall consist of exposure of all surfaces and utensils being washed to a rinse of clean water at a temperature of not less than 170°F. or other method approved by the Board of Health. Dishwashing machines shall be equipped with an indicating thermometer in both the wash and rinse water lines, and so located as to be readily visible to the operator.
2. In machine washing, multi-use eating and drinking utensils shall be stacked in racks or trays so as to avoid overcrowding, and so as to permit the wash and rinse waters to reach all surfaces of each utensil.
3. Dish-washing machines must be kept clean. The pumps and the wash and rinse sprays or jets shall be so designed that a forceful stream of water will reach all surfaces of the utensils when they are properly racked. These parts shall be readily accessible for inspection and cleaning.
4. The water in the wash tank shall be changed during operation as often as is necessary to keep it reasonably clean. An effective concentration of detergent in the wash water shall be maintained at all times.
5. Where an installation does not provide water at a temperature of 170°F. in the rinse compartment of a dish-washing machine, a thermostatically controlled booster heater shall be provided to insure rinsing at the required temperature.
6. When multi-use eating and drinking utensils have been washed and subjected to bactericidal treatment by way of above methods, they shall not show an average plate count in excess of 100 bacteria per utensil when swab tested by the latest standard method for bacteriological examination of food utensils of the American Public Health Association.

BUILDING CODE REQUIREMENTS**1. CLASSIFICATION BY OCCUPANCY**

Every new or existing building shall be classified according to its use or occupancy in one of the following occupancy classes. When two or more of the occupancy classifications listed below are in one building, this is defined as mixed occupancy.

Class A — Residential units

Class A-1 — Single family dwellings

Class A-2 — Multiple dwellings

Class B — Institutional units

Class C — Assembly units

Class C-1 — Large assembly units

Class C-2 — Small assembly units

Class C-3 — Schools

Class D — Open air assembly units

Class E — Business units

Class F — Mercantile units

Class J — Miscellaneous buildings & structures

2. CLASSIFICATION OF SCHOOLS

Assembly units designed or used for educational or institutional purposes shall be classified as Class C-3 Schools. Every school shall be classified as follows:

Type I Schools — shall include Day Care Centers, kindergarten schools, elementary schools and high schools.

Type II Schools — shall include colleges, schools for adult education and commercial and vocational schools.

Type III Schools — shall include Day Care Centers of 100 children or less located on either the first floor or basement, but not on both

3. CLASSIFICATION BY CONSTRUCTION TYPE

All buildings shall be classified under four general types, according to the character of materials employed, their method of assembly, and the fire resistance which they afford as follows:

Type I FIRE RESISTIVE CONSTRUCTION (PROTECTIVE STEEL OR REINFORCED CONCRETE)

Type 1A-3 hour separation

Type 1B-2 hour separation

Type 1C-1 hour separation

Type II NON-COMBUSTIBLE CONSTRUCTION (UNPROTECTED STEEL)

Type III EXTERIOR PROTECTED CONSTRUCTION

Type IIIA — Heavy timber or mill

- Type IIIB — Ordinary
- Type IV **COMBUSTIBLE FRAME CONSTRUCTION**
- Type IVA — Exterior protected with non-combustible material
- Type IVB

DAY CARE CENTER MAJOR BUILDING REQUIREMENTS

Day Care Centers are restricted to certain areas within the city. Zoning regulations require that they be located in either residential or business areas. The Type III school, which includes Day Care facilities, of less than 100 children, may be located on the first floor or basement, but not both locations.

PARTITION CONSTRUCTION — The floors and walls of all rooms used for day care services, and which does not exceed a capacity of 300 or more persons, shall provide fire resistance one-half hour to one hour.

A $\frac{5}{8}$ " thin sheet of U.L. Label Plaster Board will be used in one-hour construction or a $\frac{1}{2}$ " thin sheet of U.S. Label Plaster Board will be used in one-half hour construction.

CEILING HEIGHT — The minimum height for a ceiling is 8 feet. In every classroom with crossbeams or air spaces that make up not more than 20% of the ceiling area may protrude not more than one foot below the minimum 8 foot ceiling height.

BOILER ROOM WALLS — The walls of the boiler room must be of one-hour construction with self-closing Class B door and frame. The boiler room must have proper air passage for complete combustion.

BASEMENT CEILING — The basement ceilings must be of one-hour construction, made of $\frac{5}{8}$ " U.L. Plaster Board applied directly to the timbers that hold up the thin strips of wood attached to the ceiling.

DISTANCE BELOW GRADE — The distance below ground level shall not be more than 6 feet. Any basement classroom more than 2 feet below ground level must have a direct exit to the outside.

DAY CARE CLASSROOM VENTILATION — The rooms of a Day Care Center must have not less than 5% outside ventilation. Ventilation requirements shall be based on the purposes for which the rooms are used, regardless of the class of the building or structure in which it is located. The methods utilized for producing ventilation according to Municipal Code 81 are:

- A. NATURAL VENTILATING SYSTEM
- B. MECHANICAL VENTILATING SUPPLY SYSTEM
- C. MECHANICAL VENTILATING EXHAUST SYSTEM

EXITS — Proper egress must be provided so that all doors must open away from the inside of the facility. Doors used as exits must open from inside without using a key. A sliding bar that pushes across the door (throw bolt) may be used.

The passage within the facility must be 36" wide, the stairs 36" and the doors 36" in width if the facility holds under 40 students. On the

other hand, if the building holds over 40 students, the passage must be 60" wide and the stairs 44" wide.

OBSERVATION SPACE — Each Day Care Center shall have a space to be used for the observation of an injured or ill child with a suspected case of contagious infection or communicable disease. The room must have the same ventilation requirements as a school room.

KITCHEN — Where food is served a kitchen is required with floor to ceiling partitions completely enclosed. A heavy steel stove hood and mechanical ventilation is required. Catered food service may not require a hood over the stove if a space to warm the delivered food is installed.

OFFICE — The space used as an office does not have to be completely enclosed.

JANITOR'S CLOSET — The janitor's closet shall contain cleaning equipment and a sink and must be completely enclosed.

INDOOR FLOOR AREA — Each center must provide a minimum of 35 square feet of play space per child. The area used as play space does not include kitchen, observation space or toilets.

C-3 SCHOOL TYPE III — Day Care Centers of 100 children or less are limited to an area not more than 8,000 square feet in buildings of mixed occupancy. If the area is more than 8,000 square feet a fire-proof wall to prevent the spread of fire from one room to the next must be built. (See Section on Fire Department for requirements for fire alarm systems).

EMERGENCY LIGHTING — An independent supplementary lighting system is required for Day Care Centers with two or more floors and more than 20 children.

Chicago Fire Department

FIRE PREVENTION REQUIREMENTS

EGRESS — Exit, stairway, fire escape and directional signs shall be installed to mark all ways of egress. Areas of egress must be illuminated with approved exit lights by the Fire Prevention Bureau. When more than one means of exit is required from any room, space or floor of a building, they shall be arranged remote from one another.

SIGNS — Exit signs shall be located over or immediately adjoining every opening to a horizontal means of egress and also over every opening leading from a public assembly room to a mezzanine floor, corridor or hallway.

Fire escape signs shall be located over or immediately adjoining every doorway or opening to a fire escape.

A directional sign shall be clearly visible from all means of approach to such ways of egress. Directional signs shall be located where the path of exit travel or the location of the exit, stairway or fire escape is not clear and unmistakably due to bridges, tunnels, intersections of hallways, intervening partitions or turns in corridors.

Every exit, stairway and fire escape sign shall bear the words in block letters at least 4½ inches high with 9/16 inch stroke. All such letters and arrows shall be read on a white translucent field.

STAIRWELLS — Stairwells must be enclosed in order to prevent spread of fire with one-hour fire doors. If building is fire resistant, a stairwell enclosure between first and second floor for main entry is unnecessary. However, basements must be enclosed with one-hour fire doors.

SEPARATIONS — Floor construction over basements of type 3 schools shall provide fire resistance of not less than one-hour. One-hour separation is required horizontally and vertically from other occupancies (A, B, C-1 and C-2 and E). In a Class F occupancy the separation is subject to approval of the Building Commissioner and Deputy Division Fire Marshall.

Class I flame spread rating of 0-15 for all wall and ceiling finishes.

FIRE ALARM SYSTEMS — The fire alarm system must be located in dangerous areas such as storage rooms, boiler rooms or any isolated areas. There must be a Pull Station every 4,000 square feet within the hazardous area and within the school. Before any work is started on the installation, alteration, or extension of any fire alarm system, complete plans and specifications of the proposed installation shall be submitted to the Bureau of Electrical Inspection for examination and approval.

The five approved brands are:

COUCH NOTIFIER NATIONAL-TIME EDWARDS FARADAY
If existing structure has *sprinklers* . . . it can be used in lieu of detectors.

REQUIREMENTS FOR FIRE ALARM SYSTEMS IN DAY CARE CENTERS

TYPE STRUCTURE	REQUIRED	NOT REQUIRED*
One story, no basement Fire Resistant or Ordinary Structure		X
One story with basement and one-hour Floor Separation Ordinary Structure	X	
One story with basement and one-hour Floor Separation Fire Resistant Structure		X
More than one story, with basement, One-hour Floor Separation. Ordinary Structure	X	
More than one story with basement, One-hour Floor Separation. Fire Resistant Structure		X
More than one story, no basement, One-hour Floor Separation Ordinary Structure		X
More than one story building with Day Care Center in the Basement. Ordinary Structure	X (all areas of Basement except Class rooms.)	

More than one story building with Day Care Center in the basement. Fire Resistant Structure		X
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GLOSSARY

COMBUSTIBLE MATERIAL — A material which will ignite when heated to a temperature at or below 1200 degrees Fahrenheit.

EXIT CONNECTIONS — Exit connections shall include doorways, aisles, corridors, foyers, lobbies and other horizontal means of exit leading to a vertical exit, or horizontal exit or an outside exit.

FLAME SPREAD RATING — The degree of flame resistance of materials used for interior finish and trim or for decorative purposes determined by the rate of flame spread in the standard tunnel test.

FIRE RESISTANCE — Fire resistance as applied to building materials and construction means the ability to withstand fire or given protection from it for given periods under prescribed test conditions.

FIRE-RESISTIVE RATING — The degree of fire resistance of a fabricated unit or assembly of units of construction, determined by the standard fire test expressed in hours or fractions of hours.

HORIZONTAL EXIT — A horizontal exit is a protected opening through or around a fire wall or a bridge connecting two buildings.

NON-COMBUSTIBLE MATERIAL — A material which will not ignite when heated to a temperature of 1200 degrees Fahrenheit.

STANDARD FIRE ALARM SYSTEM — A manually operated fire alarm system equipped with automatic detectors, meeting the requirements of code 90-7. Such system shall be installed in a building for the purpose of notifying the occupants of said building of conditions due to fire or other causes which necessitate that the building be vacated immediately by the occupants.

STANDARD SPRINKLER SYSTEM — An arrangement of piping installed in a building with outlets distributed approximately uniformly in such a manner that water can be discharged in a spray directly from special outlets, termed heads, for the purpose of extinguishing an incipient fire and protecting the building and its contents, with pumps, tanks and other equipment as necessary to provide an adequate supply of water to the heads.

VERTICAL EXIT — A vertical exit is a means of exit used for ascension or descension between two or more levels including stairways, smoke-proof towers, ramps, escalators and fire escapes.

DIRECTORY — WHO'S WHO IN LICENSING

WHO'S WHO IN LICENSING

CITY COLLECTOR'S OFFICE

City Hall — Room 107, 121 N. LaSalle Street — 744-7149

Mr. Marshall Korshak, City Collector; Mr. Lawrence J. Goss, Assistant to the City Collector; Mr. Michael O'Brien, Chief License Coordinator; Mr. John Floener, Head Clerk.

DIRECTORY — WHO'S WHO IN LICENSING

CHICAGO BOARD OF HEALTH

Civic Center — 2nd Floor, Clark & Randolph Street — 744-4360

Dr. Murray C. Brown, Commissioner of Health; Mr. Thomas Frey, Director Institutional & Medical Section; Mrs. Veronica Sain, Public Health Nurse III; Mr. James A. Meany, Chief Sanitary Officer; Miss Virginia Jauch, Director Nutrition Section.

CHICAGO BUILDING DEPARTMENT

City Hall — 9th Floor, 121 N. LaSalle Street — 744-3401

744-3507 — 8th Floor

Mr. Joseph F. Fitzgerald, Jr., Commissioner of Buildings; Mr. Robert F. Kill, Deputy Commissioner; Mr. Thomas Cullerton, Bureau of Electrical Inspections; Mr. John Dean, Chief Institutional Inspections; Mr. Harry Manley, Chief Zoning Plan Examiner — 8th Floor.

CHICAGO FIRE DEPARTMENT

444 N. Dearborn Street — 744-4762

Mr. Robert J. Quinn, Fire Commissioner; Mr. Francis J. Murphy, Director of Fire Prevention; Mr. James Barrett (Capt.), Chief Fire Prevention Engineer; Mr. Eugene Tietz (Capt.), Supervisor, Institutional Inspections; Mr. John Klasey (Lt.), Assistant Supervisor, Institutional Inspections; Mr. Edward Prendergast, Fire Prevention Engineer.

DEPARTMENT OF CHILDREN & FAMILY SERVICES1439 S. Michigan Avenue — ~~341-8180~~ 793-3817

Mr. Ralph Baur, Director Regional Office; Miss Carol Heidemann, Day Care Specialist.

~~1026 South Damen — 341-8400~~

Mrs. Willye Coleman, Supervisor Licensing Section; Mrs. Joan Satoloe, Supervisor Day Care Licensing Intake; Mrs. Monna Ray, Supervisor Day Care Licensing Unit; Miss Rose Foster, Supervisor Day Care Licensing Unit.

MAYOR'S OFFICE — CHILD CARE SERVICES201 N. Wells Street — ~~744-7810~~

Mrs. Murrell Syler, Administrative Assistant to the Mayor; ~~Miss Arlene Pterce~~, Day Care Projects Coordinator; ~~Mr. Barry Sivka~~, License Coordinator; Mr. Nelson ~~.....~~, Architectual Consultant.

Mrs. Murrell Syler
 ↓
Mr. William L. Lockrell

CITY OF CHICAGO

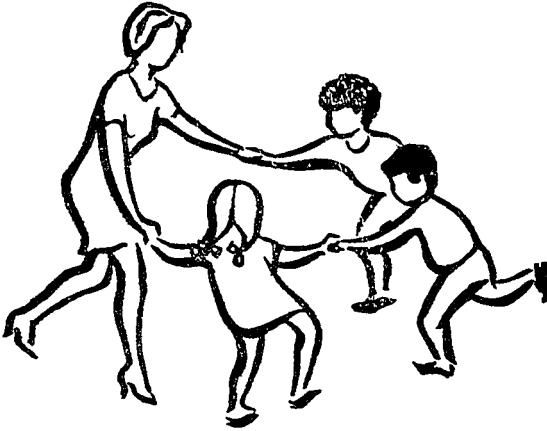
Mayor's Office of Child Care Services

127 West Madison Street 9th Floor

Chicago, Illinois 60602

Exhibit No. 47

*A
Union-Sponsored
Day Care Center*



*Amalgamated Child Day Care
and Health Center*

of the

AMALGAMATED SOCIAL BENEFITS ASSOCIATION

323 South Ashland Boulevard, Chicago, Illinois 60607

(312) 243-3147

Sponsored by

CHICAGO JOINT BOARD,

AMALGAMATED CLOTHING WORKERS OF AMERICA

"The job of any trade union is to help provide a better standard of living, a higher and fuller quality of life. A better standard of living for our members means not only better wages, shorter hours, paid vacations, holidays, insurance and retirement programs, but it also means better housing, equal opportunities, finer education and improved health care for the entire family.

"One of the reasons our Union has become involved in the establishment of day care centers is because industry encouraged women to enter the work force, but did nothing to meet the problem of caring for the children of the mothers they encouraged to work.

"The Union is not providing an opportunity so mothers can leave the home. Women in the garment industry have to work and they have no choice. Their only choice is what kind of care their children get. In most cases, working mothers have no choice today on the quality of care for their children. We intend to give our members a choice."

—Murray H. Finley, General President,
Amalgamated Clothing Workers of America

"I think the day care center is a real good thing. It's real good because it makes it so the parents can work and they can take their kids somewhere.

"It's really good for the kids too. This is because they learn how to live with people and they also learn things so when they do get in school they're ahead in the class. I think it would be good if this day care center could have kids all the way up until they're able to take care of themselves when they get home from school and things like that.

"What I think would be great is if this type of thing would spread widely."

—By a seventh grade boy after visiting the
Amalgamated Child Day Care and Health Center

A UNION-SPONSORED DAY CARE CENTER

THE AMALGAMATED CLOTHING WORKERS OF AMERICA has pioneered in the field of day care. First in Baltimore and then in Chicago, the Amalgamated was the first labor organization to build day care centers. Between 1968 and 1971, facilities were opened for 1000 two to six-year-olds in Maryland, Pennsylvania and Virginia, and 60 three to six-year-olds in Chicago. This Union now provides day care for more children than any other private agency in the nation. The Amalgamated is being asked continually, **“Why is your union involved in day care? How did the union get involved?”** This booklet attempts to answer these and the following questions:

What about the cost?

What does the Day Care Center offer?

What is quality day care?

Why is health involved?

How much staff does it take?

What about the community?

How do parents participate?

How is the government involved?

Why should day care be sponsored by unions?

WHY IS THE UNION INVOLVED IN DAY CARE?

From its beginning, the Amalgamated Clothing Workers has taken a broad approach to trade unionism. The first job of a union is collective bargaining, wages, hours and working conditions. But equally important, the union has an obligation to help its members improve the quality of their lives. The ACWA getting involved in day care was a logical extension of its concern with the total life of its members.

Murray Finley, then Manager of the Chicago Joint Board (now General President of the Union), recognized the great need for day care services for the union members. Eighty per cent of Amalgamated members are women. They are working because they have to work, to put food on the table,



to pay the rent. They are working because the high cost of living combined with low wages means that it often takes two incomes to support a family.

The Union felt it could provide many non-work related services for the membership that would result in greater real earnings and increased spendable income. If they didn't have to spend so much for child care they would have more money left for other things. The Union could see that their members were protected from the kinds of expenses that are hardest for families to bear. Providing a Day Care Center was just one of a number of membership services the Union has undertaken.

Amalgamated members were paying for child care anywhere from \$17 to \$25 a week per child, sometimes more. Most of the children's time was spent in front of a TV set. Parents returning home, tired from a day's work, and with still more responsibilities at home, could hardly provide the

kinds of enriching experiences that young children need to develop their potential. Children pay the final price if they are denied enriched and stimulating experiences in their early years.

It is not only Amalgamated union members and their children who suffer. Thirty per cent of white mothers and forty-seven per cent of minority group mothers with children under age six were in the labor force in 1970. The numbers have been steadily increasing for the last thirty years. Five times as many mothers were working in 1970 as in 1940. One out of every three preschool children needs care while the mother works. Roughly two per cent of these children can be cared for in existing group care facilities. And nearly as many (an estimated 600,000) are left unsupervised to fend for themselves! Today the "working poor" earn too much to be eligible for welfare services and not enough to afford adequate child care.

After the Amalgamated centers were opened, it became apparent in a more pointed way how grave the need for adequate child care is.

In Chicago, a four-year-old boy came into the Center whose mother worked during the day and father worked nights. When the mother left in the morning she gave her son a bottle. He never asked for it but the mother gave him the bottle to comfort himself. The father would come home from work, give the child breakfast, put him in front of the TV set and say, "Wake me up when it's lunch time." The child would know by the TV program when it was time to wake up his father. After lunch, the father would go back to bed until it was time to pick the mother up after work.

It was not unusual for children coming to the Center to be fed on TV from morning until night. Children were observed running around the Day Care Center playing vampires. At first the staff wondered where the stimulus was coming from. Then they realized, the children were acting out a TV program called Dark Shadows which came on in the middle of the afternoon.

Even though the parents may have been paying \$25 a week, the children were not getting fine care. A typical father said in a parents meeting that the lady who had been taking care of his daughter before was not in the least interested in the child. Her main concern was that she collected her money at the end of each week.

When the Center first opened its doors in Chicago, parents did not flock to it. This is not because families didn't need and desire adequate child care but only because most people don't think in terms of group care. For too many years, only the well-to-do sent their children to nursery schools to provide their children with enriching pre-school experiences. Many people instinctively feel more comfortable knowing their children are with a relative or neighbor in familiar surroundings, however little the environment has to offer.

By providing day care centers, Amalgamated members are given a choice as to what kind of care their children receive. The aim of the Union is to relieve the parents from worry about what is happening to their children while they are working. Also, the Union aims to ease the financial burden of the parents while giving children the finest care. The Union's officers were sure that if the centers were there the children would come.

HOW DID THE DAY CARE CENTER GET STARTED?

Once the Chicago Joint Board decided to have a Day Care Center, the Union tried to convince the employers to make the Day Care Center a joint venture. The employers were thinking in dollars and cents figures and not in terms of children or workers' welfare. They refused. The Union decided to go ahead on its own, hoping that the employers would participate jointly in the next center.

Supervising the entire project from its conception to building the center, to hiring the director and staff, to setting up the program policies, was Mrs. Joyce D. Miller, Administra-

tive Assistant to the Manager and Director of Social Services for the Chicago Joint Board. This process took about a year and a half.

The search for a building was begun. It soon became evident that it costs as much to buy and renovate a building as it does to build a new building. The Union owned a narrow piece of property just one lot away from the Union headquarters. An architect and a construction person were hired and they were given direction by the Union to build a building on this property that would accommodate the maximum number of children. By using the "open classroom" principle, a building was constructed to accommodate a capacity of sixty children.

Designed by John C. Heinrich, the one-story, all brick building has glass doors across the front and back, movable walls to divide classroom areas, a small office, kitchen, washrooms and an isolation room. The floors are carpeted to provide warmth and absorb noise. Colorful sliding doors enclose storage space along the walls for the entire length of the building. Outdoors a high translucent roof shields the yard for activity in all but the worst weather, and a rooftop play area doubles the usable outdoor space.



A highly qualified director, Mrs. Muriel Tuteur, was hired. She was both experienced and knowledgeable in the field of child care. Under her guidance, equipment was ordered, staff selected, licensing requirements satisfied, parents interviewed, and a program set up to meet the needs of the children.

WHAT ABOUT THE COST?

Quality day care is expensive. The building cost \$125,000 and operating costs for the first year were \$140,000. Per child, the figure has climbed from \$2,925 per year in 1970 to upwards of \$3000 in 1972. Three quarters of this is for personnel costs—salaries, payroll taxes and employee benefits. Reimbursement is made by the State of Illinois for food at the rate of sixty-five cents per day per child in attendance, and some surplus food commodities are received.

There is no charge to the families who use the Day Care Center. It is firmly believed that Union members are entitled to this service as part of their belonging to the Union. Social benefits provided by the Union include pensions, hospitalization insurance and supplementary insurance benefits, complete diagnostic health center, free prescription drugs and eyeglasses, a social worker who assists members with personal off-the-job problems, retired members center, prepaid legal program, and higher education grants of \$700 per year, renewable for up to four years for children of thirteen-year union members, as well as a 591-unit housing development. Like the Union's other services which are free for its members, day care is paid for out of the funds of the Amalgamated Social Benefits Association.

The Amalgamated Social Benefits Association is a trust which was established through collective bargaining between the employers and the Chicago Joint Board of the Amalgamated Clothing Workers of America. The employers under contract with the Joint Board contribute a percentage of the payroll into this fund. Officers of the Union are the trustees of this pre-Taft-Hartley fund and they decide how this money shall be used.

But the Amalgamated Social Benefits Association is unique since most union trust funds are jointly administered. The Baltimore Regional Joint Board (ACWA) negotiated with seventy employers in a five-state area to contribute two per cent of their gross payrolls to a special fund just for the creation and operation of day care centers. The manufacturers were persuaded that it would place them in a stronger competitive position, ensuring a more stable, dependable work force. The Health and Welfare Fund is a union-management enterprise. Half of the trustees are manufacturing representatives and half are representatives of the Baltimore Regional Joint Board. This results in some differences in operation and policy from the Day Care Center in Chicago.

Between 1968 and 1971 the Baltimore Regional Joint Board Health and Welfare Fund spent over four million dollars on day care facilities and program. Two of their five centers can accommodate as many as three hundred children. Children are divided into small groups, whether the center is large or small. In 1971, their cost per child per day was \$10 in small centers but only \$5 per day per child in centers with three hundred children. Parents enrolling their children pay \$5 per week.

WHAT DOES THE DAY CARE CENTER OFFER?

When both parents are working they cannot personally meet all of their children's needs for food, for medical care, for human warmth and for play. While the Day Care Center is no substitute for the family, it has to provide for what the children need during the long hours that their parents are away from home.

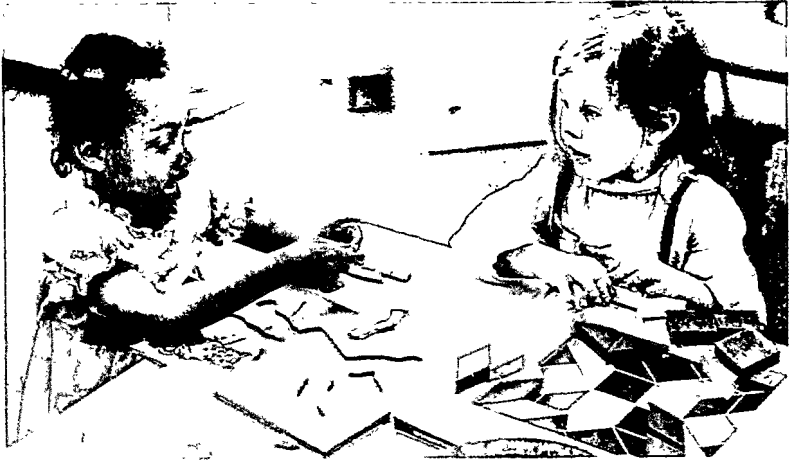
The Amalgamated Child Day Care and Health Center schedules its hours and the days on which it will be closed according to the work schedules of the factories and stores in which the parents are employed. Normally the Center is open from 6:00 a.m. to 6 p.m., Monday through Friday. Licensed for sixty children between the ages of three and six

years, there is a constant waiting list of about twenty children. The only admission requirement is that one of the parents belongs to the Union.

For most of the day, children are in one of four groups with their own two teachers. Each teaching team determines its schedule based on the needs and dynamics of its own particular group. The following activities are included: breakfast, structured activity, free play, music of some kind, outdoor play, story, snack, shape and concept learning, language development, lunch, nap, then individual work or free play until the children leave. On an average of once a month, each group goes on a field trip to a zoo, a museum, the aquarium, a fire station, to a forest preserve or other place of interest. In good weather, they walk to a nearby park a couple of times a week.

Two hot meals and high protein snacks are served each day. These are prepared in the Center's fully equipped stainless steel kitchen, according to Chicago Board of Health specifications. The cook bakes a cake for each child's birthday, and parties are held on various holidays as well as each year when children leave for elementary school.





Twice a week a physician, on the staff of the Sidney Hillman Health Centre, examines the children, prescribes medicines which are also free, and gives immunizations as needed. The children receive free dental care from a pedodontist (children's dentist), and free eye examinations including eyeglasses if they need them.

A psychiatric social worker comes to the Day Care Center twice a week and is available for consultation with parents as well as staff.

WHAT IS QUALITY DAY CARE?

Quality day care provides an enriching, stimulating experience for children, and not merely custodial care. Custodial care, at best, provides a physically safe environment, enough food to satisfy minimal nutritional needs, and some activity to keep the children busy and out of mischief. Many times a television set is the only form of recreation. Watchful care for each child's physical well-being is not enough. Young children who spend many hours a day away from home need a safe, loving, emotionally enriching and educational environment.

In a good day care center there is time for active play and time for quiet play. There is time for stories, for music, for



arts and crafts, and for just plain messing around with water, sand or mud. There should be a variety of materials and equipment both indoors and outdoors that encourage creativity and learning, that challenge children but do not frustrate, and that develop both large and small muscles. The children become aware of shapes and colors, heat and cold, plant and animal life, they touch and identify, count and measure, as they work and play.

Teachers not only plan activities which will stimulate intellectual growth, but they take advantage of many activities which occur during the day to turn them into learning experiences. Children are encouraged to ask questions, to be curious, to explore, and to do their own problem-solving.

Crucial to any good day care program is the quality of the staff and the ratio of children to adults. The guidelines set by the federal government call for a ratio of five three-year-olds or seven four or five-year-olds to one adult. Early and late hours must be covered by responsible people. And there must be enough staff to allow time free from children for program planning, evaluations, in-service training, and relief from the noise and demands of the children. Although some

of the adults work in the office, the kitchen or cleaning, all staff members deal with the children and this is an important consideration in their being hired.

Of prime importance is the kind of adult that works with the children. If a person is going to work with young children, he or she must treat each child with dignity, recognize that the child has certain rights and, like adults, has emotional responses. Teaching members of the staff must have an understanding of child development and early childhood education. Since adults in a day care center serve as models for the children, how the adults behave, their attitudes and values and their language all influence the children. Whenever possible, the teaching staff should include people from the ethnic or racial groups from which the children come. Men as well as women are important on the staff of a center.

When planning the program the staff must take into consideration the needs of the particular children attending, the





group as a whole, and what resources can be utilized. Discipline—sometimes a controversial subject—is based on developing inner controls rather than fear. Children usually perform better when they are praised for their good behavior rather than punished and made to feel less adequate if they don't succeed.

A good day care program provides as many opportunities as possible for children to achieve what they set out to do. If the child meets with defeat more often than success, or if the limits set for his behavior are not realistic for his stage of development, he or she may soon decide there is no use in trying. Children need help and support to build a good self-image.

A good teacher will find time during the day to talk to children individually. This, in addition to other experiences, will strengthen the child's language development. And if a child learns that he can trust adults, that they will listen to him, the child will begin to use this time to talk about what he is feeling and thinking. Warm and accepting adults also let children crawl into their laps when they want physical comforting.

The surroundings of a day care center should be attractive to children, secure and comfortable. Meal times should be

more than a time to nourish the body. Meals should be a relaxed pleasant time for trying new foods, for socializing, for discussing, and for learning.

A good child care facility looks to the parents for help in providing the best kind of day care for their children. Although parents often have little time and energy to give to the center after work, just a few words with the teacher at the beginning or end of the day, or a look at something the child wants to show, can help to draw together the separate parts of the child's life. It is not easy for parents to trust their children to other people. Their feelings and preferences must be respected.

To serve the child adequately, you must serve the parent. To serve the parent adequately, you must adequately serve the child. If you want children to develop intellectually, emotionally, and socially as well as physically, then you have to be involved in **QUALITY** day care. A commitment must be made to the children of union members to do the best and most complete job possible.



WHY IS HEALTH INVOLVED?

More and more, it is being recognized that meeting the medical and dental needs of the children is part of quality day care. We cannot say, "Bring your child to the Center" but turn our backs when the child is not well. We cannot say, "We will help him grow" and not take care of his rotting teeth. How can we say we want a child to develop fully and not make sure he does not have a hearing problem or an eyesight problem? Don't we need to see that he is protected from serious diseases by giving him shots? Quality day care responds to the total needs of the children.

Eighteen of the children who entered the Center during the first year needed extensive dental work. One child's teeth were in serious condition. The dentist asked the child, "Do you have any pain?" The boy, about four years old, said "No." His father told a different story. The child used to cry every night from the pain. The nerves in his teeth were dying. The pedodontist said that he would rehabilitate the child's entire mouth. When this was discussed with the father he said, "Yeah, I know, his teeth are terrible. They are going to have to pull all his teeth, aren't they?" "No, they are not going to have to pull all of your son's teeth. They are going to fix them." The father cried. He never dreamed his son's teeth could be fixed. He knew he and his wife couldn't afford it and they thought they would just have to let it go.

The pediatrician found that two four-year-old boys had undescended testicles and this was corrected. Nine children had eyesight problems and they were able to be helped at a very early age. Parents have reported that some bedwetting has stopped and that their children are eating and sleeping better since coming to the Day Care Center.

HOW MUCH STAFF DOES IT TAKE?

When the Center opened in March 1970, only twenty-seven children were registered. Within a year the Center was filled to its capacity of sixty children.

The staff includes a director, an assistant director who also teaches, three other head teachers, four assistant teachers, a part-time assistant teacher, a volunteer adult who comes regularly every morning, and unpaid student teachers. In addition, there is a full-time cook, a part-time cook's assistant, a maintenance man, a secretary, and the regular services of a psychiatric social worker and a pediatrician. An accountant on the staff of the Union takes care of payroll and related financial matters.

We have a racial and ethnic mix including black and white, Chicano and Puerto Rican, Spanish and Polish as well as English-speaking.

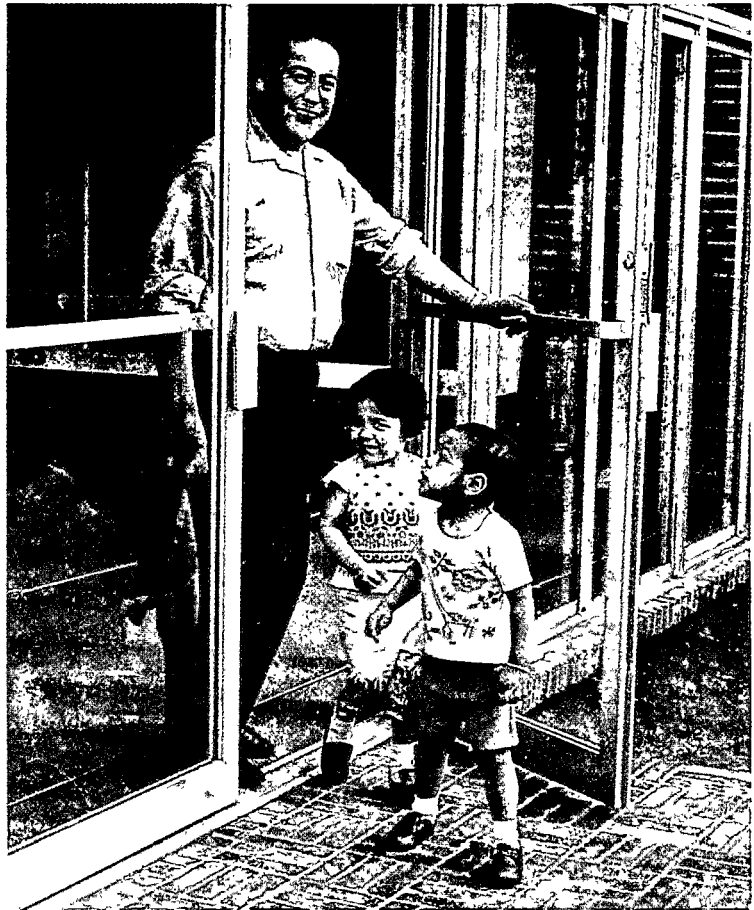
WHAT ABOUT THE COMMUNITY?

The community is the Union membership. Union families are spread throughout all sections of Chicago's huge metropolitan area. Not only do the children come from different neighborhoods but their economic, racial, and religious backgrounds are diverse. At one time there were eighteen children in the Center who spoke only Spanish, no English at all. There were four who spoke only Polish, one who spoke only Italian, and two youngsters who recently came from Biafra and spoke only Ibo. The Day Care Center, like the composition of the membership of the Union, has been a miniature United Nations.

A continual education program is conducted with union members on the value of day care. Special programs are held and films on day care are shown at union meetings. Shop chairmen distribute leaflets in the factories. Stories on the Day Care Center are placed in the regional Union newspaper. Union members are invited to visit the Center. Group visits are arranged to tour the Day Care Center, for other unions as well as the Amalgamated, to see the facilities and activities. Any quality day care program must provide family and community education on the value of a "quality" child care program and its benefits to the children.

HOW DO PARENTS PARTICIPATE?

Since the Amalgamated parents work in factories or stores, they are not able to spend time in the Center as volunteers or even observers. Yet they want to be involved in guiding the program and services their children receive. Parents, it was found, were eager to learn about various teaching techniques and methods used in the Center, and quick to make suggestions for improving and strengthening the program. They have also asked for guidance and help from the teachers on handling special problems with their children.



The best attended parents meeting was a buffet supper on a weekday. Mothers, fathers, brothers and sisters joined the children to see slides of the children and their activities at the Day Care Center. Meetings small enough for personal exchange have been held on the average of once every two months. A bi-monthly Newsletter to parents includes greetings to the birthday children, a column by the social worker, and an activity which the children can do with their families as well as at the Center.

Parent-teacher conferences are scheduled on a regular basis. Conferences with the social worker, the director and/or teachers are also set up as needed. Although there is still hesitancy on the part of some parents, a good trusting relationship has been built between staff and most families.

Because the Day Care Center is one way that the Union has close contact with its members, some parents have gained additional benefits. One day a mother anxiously approached the director and asked if her son could learn to read. The youngster had been in the Center only a few months and was just barely three years old. The mother confided that she herself was unable to read. The Union social worker then arranged reading lessons for the mother and the Union is paying for the lessons. The message is out that the Center cares about the children and their families. Most families feel and know that the staff is there to help them in any way they can.

It is hoped that a newly formed Parent Advisory Committee will increase the participation of parents in decisions that affect their children.

HOW IS THE GOVERNMENT INVOLVED?

After its first year of operation, the Amalgamated Child Day Care and Health Center was selected by the Office of Economic Opportunity (OEO) to be one of ten demonstration centers. Although the Center did not seek the grant,

they received \$60,000 to be spent over a two-year period, for reporting data on the Day Care Center, for developing materials and disseminating information about day care, and offering technical assistance to groups who are opening day care centers. This booklet is made possible by the OEO grant. In addition, Center personnel are working with a parent group to set up a day care center at Harper Square, the new 591-unit housing cooperative built by the Union in Chicago for middle and moderate income families.

What the Union has done is only a beginning. Were the Union able to put centers close to the factories where its members work, the number of children the Union could service would be much greater. Transportation problems in the city, especially for many workers who use public transportation, present special problems for parents who have to drop children off at the Day Care Center and then proceed to work and reverse the process when the day's work is over. Ideally, day care centers should either be in the residential neighborhoods of the families served or adjacent to the factories where they work. There needs to be after-school care and care for infants, as well as child care available around the clock for people who work on evening or night shifts.

The Amalgamated Clothing Workers of America has lobbied for legislation which would substantially increase government funds for day care. The Amalgamated pressed Congress to pass legislation which now makes it possible for unions to bargain with employers for contributions to provide day care centers. The Union believes that massive, nationwide governmental funding is the final answer. If the government provided money for construction costs and assisted with start-up and operating costs, unions could assure their members of the right to free or inexpensive child care of high quality.

WHY SHOULD DAY CARE BE SPONSORED BY UNIONS?

Offering day care is a way of making the union worth more to its members. Unions should be involved in day care because the children need it. The families need it. And it is the union's job to see that their members have what they need for the fullest quality of life.

Even if a union's members are mostly men, if their wives are working the family is usually paying for child care. And the advantages to children of QUALITY child care can hardly be over-estimated.

Good day care involves parents. Union-sponsored day care can involve parents. The day care center brings the parent/member closer to the union. The staff of the day care center develops greater insights into the total lives of the families. And the center can be oriented to the particular needs of the workers in the industry involved.

Industry itself has begun to realize that day care is a way of making the work force more stable and more productive. If day care is jointly sponsored, the union can be a voice for the parents.

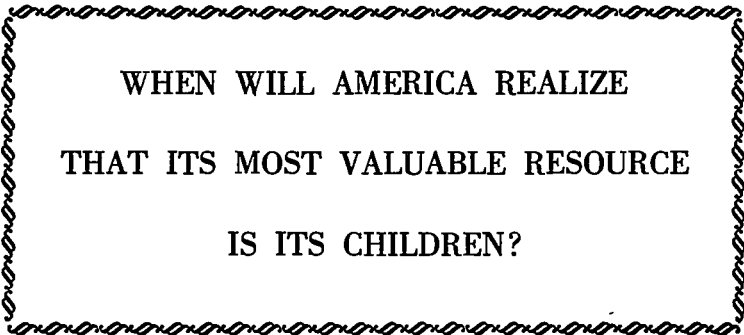
It has long been recognized that in order to work and make ends meet, workers and their families must have increased fringe benefits, such as medical insurance and health care. Unions are more and more recognizing their responsibilities to their retirees and senior citizens, and education of their youth. Adequate day care is just as taxing to the family budget and peace of mind as medical care. Child care is not just a family problem when it affects a third of the work force. At a time when living costs rise faster than wages, unions can make a significant contribution to their members' available income as well as the future of their children by providing quality child care.

Setting up a day care center, although the best way, may not be the the only way for a union to meet the needs of its members in relation to child care. Many large unions assist

their members with income tax returns. If unions could show their members how to keep records or receipts and take advantage of the new federal income tax deductions for child care, that in itself could make a difference.

The Amalgamated Child Day Care and Health Center was set up as a pilot program—to show the way. Sixty children is a small drop in the bucket in terms of the total day care need, but the Union is hoping that this Center will serve as a model to other unions, to industry, and to government, so that other centers can be established in increasing numbers throughout the United States.

Rather than ask why the Amalgamated is involved in day care, the question is, **WHY ISN'T EVERY UNION INVOLVED IN DAY CARE?** Or more important, because day care is such a long neglected need in our society that the private sector can never solve the overwhelming problem, **WHY ISN'T THE FEDERAL GOVERNMENT PROVIDING QUALITY DAY CARE FOR ANY CHILD WHO WANTS IT OR NEEDS IT** such as other democratic European countries have done?



**WHEN WILL AMERICA REALIZE
THAT ITS MOST VALUABLE RESOURCE
IS ITS CHILDREN?**

**THE CHICAGO JOINT BOARD,
AMALGAMATED CLOTHING WORKERS OF AMERICA,
has also established:**

- a **Retiree Center** where hundreds of senior members gather daily for relaxation with friends as well as for organized social, educational, and recreational programs.
- an **Educational Fund** that provides as a matter of right an educational grant for any 13-year member's son or daughter for his or her post high school education, \$700 per year for up to four years.
- the **Sidney Hillman Health Centre**, a complete medical, dental and pharmaceutical facility, which offers high quality medical service and free prescription drugs as well as free eyeglasses, physiotherapy, etc.
- **Harper Square**, a 591-unit cooperative housing development for moderate and middle income families which provides union members and others throughout the city with quality residential housing on a not-for-profit basis.
- **Prepaid Legal Services.**
- **professional social worker** to help members with their personal off-the-job problems.
- **supplementary insurance benefits.**

Photographs on pages 8 and 11 by Stephen Hale.
WTTW/Channel 11/Chicago.

September 1972

WAYS UNIONS CAN BE INVOLVED IN CHILD CARE

1. Provide information and assistance on income tax deductions for child care.
2. Bargain with employers for child care funds, facilities, and services.
3. Sponsor training of mothers to operate licensed day care homes.
4. Offer referral service to day care centers and licensed day care homes, especially for infant care.
5. Pay the cost of child care for members' children.
6. Provide seed money for neighborhood-based child care centers.
7. Operate child care services jointly with employers, or other unions, or community groups.
8. Provide union-sponsored child care facilities, 24 hours a day, if necessary, to cover working hours plus transportation time.
9. Conduct an educational campaign to promote high quality child care.
10. Press for adequate day-and-night care legislation.

Exhibit No. 48

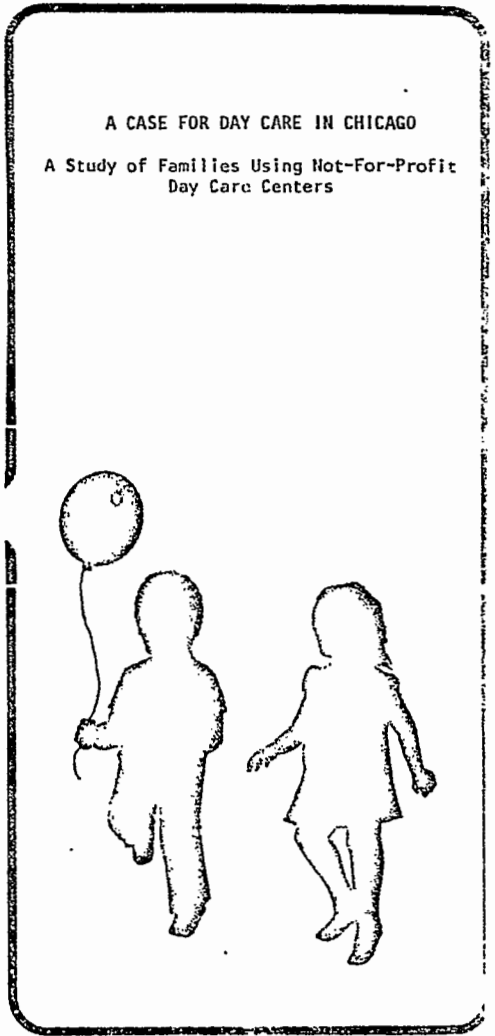


RICHARD J. DALEY
MAYOR

CITY OF CHICAGO

MAYOR'S OFFICE
OF
CHILD CARE SERVICES

Mrs. Murrell Syler
Assistant to the Mayor
for Child Care



A CASE FOR DAY CARE IN CHICAGO

A Study of Families Using Not-For-Profit Day Care Centers

Respectfully Submitted To: The Honorable Richard J. Daley
Mayor
City of Chicago

Date: JUNE 14, 1973

By: Mrs. Murrell Syler
Administrative Assistant to the Mayor
for Child Care Services

Mrs. Patti Gregory Kemper
Evaluation Specialist

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FORWARD

This report is the result of a survey undertaken by the Mayor's Office of Child Care Services to ascertain the effects the proposed HEW regulations for Title IV-A funds would have on the eligibility of families now using day care centers in Chicago which are supported by Title IV-A funds.

It was important to go directly to parents of children being served to obtain first hand information about the value of the day care services being rendered to their children and to find out how the proposed HEW regulations would affect them. Another important objective of the study was to compare the costs of providing day care to the costs of providing public assistance to families using the publicly supported day care centers. Data was also needed to determine what the alternative arrangement would need to be if these families could not qualify as eligible for day care services under the new proposed regulations. Would it be necessary for them to either stay on public assistance or apply for such assistance as the alternative to day care?

The results of the study revealed that provision of quality day care in not-for-profit centers, where costs are either free or within the range parents can afford, is actually keeping approximately 45 percent of the 566 families who participated in the study off the welfare rolls at a minimum cost of less than half of what the welfare costs would be for an assistance payment grant and medical benefits. It is enabling another 26 percent presently on Public Assistance the opportunity to hold jobs, or participate in job training or school which may assist them toward self-sufficiency. More impressive than the economic statistics and savings in dollars, which for the 403 families who would otherwise be on welfare, would amount to \$751,285 for the minimum cost of day care as compared with \$1,711,888 for basic public assistance or a difference in cost of \$960,603; is the expressed difference day care is making in the lives of the parents who are striving to attain their own potential and become self-supporting, self-respecting and contributing members of society. Respondents expressed abhorance of public assistance and a loss of hope for themselves and their children should they not be able to retain their jobs because the day care centers are not able to care for their children. They see this not only in terms of interrupted progress they are making toward a better life through their own efforts in school, job training or advancement on jobs they now hold, but, almost without exception, the parents responding view the quality of care and the educational and social development opportunities their children are receiving in the day care centers as essential for their children to have a chance for normal and healthy development and for their welfare and happiness. The motivation and development of the parents striving upward and their determination that they must provide quality care for their children which will enable the children to succeed, permeate the entire study. Even if the economic aspects did not support the need for the care these children are receiving, the strong feeling expressed by the parents would justify the study itself.

It is evident that these parents care deeply about their children and are aware of the advantages they receive in the centers. Most do not themselves feel capable of providing the stimulating experiences their children receive in day care centers. They do not feel that they have the training of the teachers, the equipment and/or environment provided in the centers. In addition, they feel their children are benefiting by being with other children and learning to get along with both teachers and children from other backgrounds.

The parents recognized that the pre-school period in the lives of their children is important to their development and expressed the concern, that if this developmental period is not enhanced, there will be an irreversible lack of opportunity to develop and learn later. There were frequent referrals in the responses about the improvement in a child's behavior or development, such as overcoming stuttering, shyness, nervousness, being withdrawn, not being capable of taking care of himself, crying and temper tantrums.

In addition to the parents who responded to our questionnaire being very much aware of the advantages of quality child care for their children, which goes far beyond general public opinion, they were both unable and unwilling to leave their children with "just anybody" and particularly negative about the use of "sitters" who they felt were unreliable and unable to give the child quality educational experiences. They would, if faced with the inability to have the services of the center in which their child was enrolled or one like it, either quit their jobs, their training programs, or school.

The respondents were highly motivated to continue their jobs, their training, or school and felt they were "getting someplace" and preparing for a better life. In almost every case, the prospect of asking for public assistance was viewed as a last resort. Never-the-less, 71.20 percent could see no other alternative if they could not keep their children in the day care centers. This was true of the families now on welfare who were seeking to work their way off Public Assistance, either by employment, job training, or completing school as well as those who had already attained a self-supporting status.

The responses of the parents in this study should be of particular interest to those who wish to obtain a profile of the poor and near poor, those on welfare and those trying to make it on their own who are young parents of young children genuinely and intelligently concerned with the development of their children and their own development into self-sustaining, contributing members of society.

We merely provided an opportunity for the respondents to tell us what day care means to them and the consequences to themselves, their families and the children receiving this care, should it become unavailable to them.

Over 20 percent of them took the time and made the effort to respond in poignant terms which could not be anticipated. Whether their responses were literate or not, with misspelled and misused words, they got their message across. Although it was optional, almost all signed their names to their completed questionnaires.

We ask that you carefully consider the expressions of these parents which are reflected through this report. It is our hope that your conclusions will be such that you give priority to the expansion of quality licensed day care so that it is available to meet the needs of the families of the over 90,000 children under six with mothers who are in the labor force in the City of Chicago.

Respectfully Submitted To: The Honorable Richard J. Daley
Mayor of Chicago

Date: JUNE 14, 1973

By: Mrs. Murrell Syler
Administrative Assistant
to the Mayor for
Child Care Services

INTRODUCTION

When HEW issued proposed regulations limiting the use of Title IV-A funds under the Social Security Act to specific income groups and further stipulated that recipients of services must categorically qualify as potential Public Aid recipients under ADC or ADCU and must pass a stringent means test administered by the Illinois Department of Public Aid, there was a loud and strong opposition from citizens groups supporting day care and from parents of children currently being cared for in various day care programs in Chicago.

The Mayor's Office of Child Care Services saw a need to obtain specific information from the parents of children enrolled in Day Care Programs receiving public funds to ascertain the effects these and other regulations would have on the families and children in these programs and to provide this information to the Mayor of Chicago and through him to other elected officials representing our interest at the city, the state and the congressional levels.

Originally, the object of this study was to ascertain basic data on families using not-for-profit day care including net income, cost of day care being provided, reasons the family used day care and to obtain some data on the numbers of families who would become ineligible under the proposed HEW regulations published February, 16th, and the effect this might have on the employment of parents and the welfare of the children who could not continue to receive these services.

It was also proposed to calculate the difference in cost between providing day care for families who, without this care, would find it necessary to apply for public assistance. While this information has been provided in the study, the subsequent revisions on May 1st of the eligibility requirements have substantially reduced the number of families who would be financially ineligible for services and therefore this is less of an issue than the originally proposed financial eligibility limitations to families whose incomes did not exceed 133 percent of the basic public assistance grant for which they would be eligible in their respective states.

Families must now have incomes no higher than 150 percent for free day care services and no higher than 233 percent for services on a sliding scale based on the standard public assistance grant for which they would be eligible if they were in fact on Public Assistance. What is still an issue and of concern are the stipulations in the present regulations that the families using day care which is funded through Title IV-A must, also apply for these services to the Illinois Department of Public Aid and must otherwise meet the categorical requirements of a public aid recipient. This includes a stringent means test which would include value of property owned, bank account deposits and other assets. The magnitude of the problem is found in the fact that this must be done every six months for what is termed "potential public aid recipients."

This means for those families having a father, or both parents, that the father must either be disabled, unemployed or absent from the home. He cannot be in school, in training or working at a wage which is low enough to put him and his family into the eligibility categories stipulated. For the female headed heads of households where the mother is the only wage earner and the sole support of her family and day care permits her to work or she would be otherwise forced to go on welfare, this situation would continue to exist and the reaffirmation of it every six months would only increase paperwork for the Illinois Department of Public Aid and cause loss of work time and cost of transportation for the mother each time this occurs.

More important than all these objections to the regulations as they now stand, is the demeaning position they put these working poor into by requiring them to apply for services to the department of public aid and to be subjected to such a means test every six months.

THE SURVEY

Objective

The purpose of this study was to obtain actual profiles of the families currently using not-for-profit Day Care Centers in Chicago; to ascertain the actual and potential public costs of this care, and to make comparisons of these costs to welfare costs for those who would see applying for Public Assistance as the only alternative should their children become ineligible for Day Care due to the proposed restrictions in the Title IV-A regulations.

The Survey Procedure

On March 13, 1973, 45 directors of not-for-profit Day Care Centers attended a meeting in the Mayor's Office of Child Care Services to discuss the need for gathering factual information on how the proposed HEW regulations for the use of Title IV-A funds would affect the children and families using these centers.

The project was explained, and directors told how data would be used and were assured that individual responses would be kept confidential. Forty-three of these directors interested in distributing questionnaires to parents in their centers requested 2,630 forms. These were to be completed by the parents, sealed in a postage paid envelope, and mailed directly to the Mayor's Office of Child Care Services, thus insuring the privacy of responses.

A letter explaining the purpose of the study, assurance of confidentiality of individual replies, and instructions for returning the completed forms was attached to each survey form and return envelope. Copies of the letter inviting center directors to the meeting where the survey was discussed and the letter to parents appear at the end of this report.

Methods for distributing questionnaires to parents were determined by the directors. There was a twelve day time period between the day they received questionnaires and the requested return date. Many center directors utilized parent meetings where questionnaires were distributed and time made available for parents to complete the information. Others sent the letters and attached questionnaires home by the children, or gave them to parents when they called for their children. In some instances center staff offered assistance to parents who requested it in completing the information. This was most frequently given in cases where parents wished to dictate responses because of their reluctance or inability to handwrite their responses to open-ended questions. However, the wording of responses are in the language of the parents themselves even when dictated, and staff of the Centers did not review the individual questionnaires.

On March 25, or shortly thereafter, 597 completed questionnaires had been received from families in 38 of the centers. This was a return of 22.70 percent of the questionnaires within a 12 day period from 88.37 percent of the centers where questionnaires were taken for distribution. Twenty-nine of the questionnaires returned were incomplete and two were received too late to be included in data analysis. These thirty-one questionnaires were excluded from the sample data analyzed.

The questionnaire was designed to elicit the following information from the parents of children presently enrolled in Chicago's not-for-profit Day Care Centers. Most of these are subsidized at least in part by Title IV-A.

1. Identification and location of the Center.
2. The net "take home" pay of parents.
3. The occupation of parents.
4. Job or work expenses of working parents.
5. Whether either or both parents are in school or job training.
6. Whether there is additional family income and, if so, the sources, including Public Assistance, child support, Social Security, disability benefits, veteran's benefits, family donations, rentals, etc.
7. Monthly rental (or mortgage) payment.
8. Number of persons in family living on reported income.
9. Ages of family members.
10. Number and ages of children in Day Care Center.
11. Amounts per month paid for Day Care Center care.
12. Reasons parents used the Day Care Center for their children.
13. Length of time Day Care Center services will be required for children now enrolled.
14. What other arrangements could be made for children if care in this Center were not available.
15. What effects other arrangements would have on child in Day Care and on other members of the family.

16. What would happen to the family in the event of losing the services of the Center for the children.
17. The effect this would have on either or both parents' employment.
18. How the family would be supported if either or both parents could not work.
19. Whether the ability of any other family member to work would be affected if child could not attend Center.

And finally,

20. Whether there would be any change life style if the child could not receive Center services, and explanation.
21. Family member completing questionnaire (mother, father or other person) and date completed.
22. (optional) Name and address of respondent.

METHOD

Questionnaires were numbered as they came in and recorded as received from particular centers.

The basic welfare grant for which each of the families would be eligible, should they become public aid recipients, was calculated according to formulas used by the Illinois Department of Public Aid by family size and age for each of the respondents. Each questionnaire was coded indicating family composition and the amount of the basic Public Assistant grant.

The following information was then recorded on each questionnaire:

1. The identification number
2. The code for calculating the basic Public Assistance grant, which indicated:
 - A. Whether there were one or two parents
 - B. The number of children and the age brackets into which they fell (5 years and under; 6-12 years; 13-20 years)
3. The basic Public Assistance grant amount in dollars, based on the above described code and allowing for the maximum rental allowance¹
4. The annual dollar amounts of 1.50 times the basic Assistance grant and 2.33 times the grant
5. The annual take home pay income reported.
6. The projected annual cost of providing welfare assistance to the family. This was calculated by using the basic grant amount and increasing it so that the total grant included 25.1% for estimated medical costs. This was actually accomplished by dividing the basic Assistance grant by .749.
7. The reported dollar amounts of fees paid annually for Day Care services for children enrolled in the centers.
8. The annual dollar costs of Day Care for children enrolled in the Day Care Centers. These minimum costs were calculated by estimating a cost of \$1,600 per preschool child enrolled for a full day and for a full year, and by estimating a cost of \$600 a year for before and after school children enrolled for the 40 week school year.

¹These calculations were made with the advice and cooperation of the Research Division of the Cook County Department of Public Aid, based on their most current analyses of payments to public aid recipients.

This minimum includes only good Day Care with a quality educational component. It was used for the basic comparison for Welfare versus Day Care costs for several reasons:

- A. The projected Welfare cost is also minimal. It includes only the basic welfare payment or grant and the estimated percentage of medical costs. It does not include costs for special services or programs, administrative costs for the agency, or staff for providing special services and programs such as job-training, counseling, etc. Since these costs are not included in the Welfare cost projections, it seemed appropriate and realistic to use the very minimum cost for Day Care for comparative purposes.
- B. This average cost per child falls within the lower 20 percent range of budgeted costs per child for 19 centers funded by the State with Title IV-A funds, and there are good proprietary centers with quality educational components operating at and below this cost.

We do not, however, mean to suggest that this minimum should be used as a standard or average for estimating quality Day Care costs. The Council for Community Services has studied the actual costs of 29 public and private centers operating in the State and in the Chicago metropolitan area. Omitting special services and transportation, the average actual costs per child per year is \$2,020. A typical Model Cities program for 40 children, omitting special services, averages \$1,835 per child per year.

In considering the costs for providing quality Day Care these costs are more appropriate estimates of what present quality programs supported through public funds are actually spending. For this reason, some of the tables comparing Welfare Costs to Day Care costs include the percent of Welfare to Day Care costs using these two averages. Other cost comparisons can easily be made by multiplying the cost per child per year by the number of children and dividing this into the projected Welfare costs.

9. A code indicating annual income level and amount of day care costs being paid for children enrolled in the day care centers. This was computed by tallying these two variables on a two way grid numbered by income intervals and lettered by costs paid intervals. Questionnaires were then sorted into four basic groups, each having a subgroup of one parent and two parent families as follows:
 - A. Those families currently receiving Public Assistance funds. This group was further divided into three categories for both the one parent and two parent families:
 - 1) Those families where one or both parents were working or seeking work.
 - 2) Those families where one or both parents were in school, in job training, or who were seeking or anticipating entering such programs.

- 3) Those families where one or both parents were neither working, in school, or in job training and where there was no apparent plan or intent to do so.
 - B. Those families who were not on welfare but whose reported incomes were below 1.50 times the basic Public Assistance grant for which they would be eligible.
 - C. Those families who were not on welfare but whose reported income fell between 1.50 and 2.33 times the basic Public Assistance grants for which they would be eligible.
 - D. Those families whose incomes were in excess of 2.33 times the Public Assistance grant for which they would be eligible.
10. After sorting into these categories, all of the questionnaires were carefully read and, within each of the four above categories (A-D) and for each of the one parent and two parent groups within the categories they were sorted and coded into:
- A. Those respondents who, without hesitation, answered questions #16, 19, 20, and 21 that they would have no other alternative arrangements if their children could not attend the center in which they were enrolled; that they would have to quit their jobs and that they would have to go on welfare to support the family.
 - B. Those respondents who, in answer to the above questions, gave less definitive answers and seemed to attempt to explore or envision other possibilities in answering questions 16 and 19, but finally did answer questions 20 and 21 indicating that they would have to quit their jobs and that they would also have to ask for public aid to support their families.
 - C. Those respondents who indicated that they would not have to go on welfare if their children could not attend the center in which they were enrolled.

ANALYSIS

There are 66 Day Care Centers in Chicago, with licensed capacities for 5,483 children, supported either totally or partially with Title IV - A funds.

The forty-three center directors who accepted the invitation and attended the meeting to discuss the survey represented 65% of these centers. Responses were received from 38 centers, or 57.58% of the total such centers in the city. The children represented in the usable questionnaires totaled 1,395 or 25.44% of the total licensed capacity for Title IV-A centers in the city. Our sample represents a little over half of the Title IV-A funded centers and about a fourth of the available licensed capacities for children of these centers.

Families who were Welfare Recipients

Of the 566 responses analyzed, 201 or 35.51% of the families were on the Welfare rolls. Of these families, 143 were working, were in job training, or were in school, and 91.54% were from one parent, usually female headed, households. These 143 families said they could not continue to work toward getting off Welfare without Day Care Center services.

Families not on Welfare with incomes at or less than 1.50 times the basic Welfare grant

There were 110 of these families or 19.43% of the respondents in this group, and 85 of these or 77.27% were from one parent female-headed households. 98 or 89.09% of these families indicated they would apply for Public Assistance if Day Care Center services were not available to them.

Families not on Welfare with incomes between 1.51 and 2.33 times the basic Welfare grant.

There were 170 of these families or 30.04% of the sample, and 126 or 74.12% were from one parent female-headed households. 137 or 80.59% indicated that they would apply for Public Assistance if Day Care center services were not available for their children.

Families with incomes 2.34 times and over the basic Welfare grant

There were 85 of these families or 15.02% of the sample, and 35 or 41.18% of these were from one parent female-headed households. 25, or 29.41% of these families said they would apply for Public Assistance if Day Care services were not available for their children.

For the 143 Welfare families, representing 71.14% of the families on Public Assistance, and 25.27% of the total respondents, the benefits of being able to send their children to the day care centers are seen by them as an opportunity to work or look for work or to enter or continue school or training programs which they believe will enable them to get off the welfare rolls.

These 143 families now on Public Assistance who say that they are trying to get off the Welfare rolls and need the services of the Day Care Centers to do so, plus 260 families who are not on welfare, but indicate they would have to ask for Public Assistance if they could not have their children cared for in the Day Care Centers, represent 403 of the 566 respondents and 71.20% of the sample.

While this data cannot be extended to represent total families using not-for-profit centers, and those either utilizing or eligible for Title IV-A funds, it can be substantiated that 71.20% of these respondents have expressed the value of the Day Care Centers to them in either keeping them off public assistance or assisting them in ways that they think will make it possible for them to get off the Welfare rolls.

ANALYSIS OF RESPONDENTS WHO ARE NOT ON THE WELFARE ROLES

GRAND TOTAL

Total Families	Percentage of Total Sample	Percentage Welfare Cost Day Care Cost	Those who say they would go on Welfare if Day Care Center services were not available to them				
			Projected Welfare Cost	Projected Day Care Cost	Number Families	Percentage This Table	
Total	365	62.90%	232%	\$1,117,702	\$481,600	260	71.23%
1 Parent	246	57.21%	230%	\$ 952,889	\$414,600	228	92.68%
2 Parent	119	87.50%	246%	\$ 164,813	\$ 67,000	32	26.89%

Number	Percentage This Table	<u>Take Home Pay 150% of Public Assistance or Under</u>					
		Percentage	Welfare Cost	Day Care Cost	Number Families	Percentage This Table	
Total	110	30.14%	238%	\$ 446,693	\$188,000	98	89.09%
1 Parent	85	34.55%	227%	\$ 361,003	\$159,000	82	96.47%
2 Parent	25	21.01%	295%	\$ 85,690	\$ 29,000	16	64.00%

<u>Take Home Pay Between 151% & 233%</u>							
Number	Percentage This Table	Percentage	Welfare Cost	Day Care Cost	Number Families	Percentage This Table	Percentage This Table
Total	170	46.58%	236%	\$ 584,327	\$247,800	137	30.59%
1 Parent	126	51.22%	239%	\$ 525,741	\$220,200	125	99.21%
2 Parent	44	36.97%	212%	\$ 58,586	\$ 27,600	12	27.27%

<u>Take Home Pay 234% & Over</u>							
Number	Percentage This Table	Percentage	Welfare Cost	Day Care Cost	Number Families	Percentage This Table	Percentage This Table
Total	85	23.29%	189%	\$ 86,682	\$ 45,800	25	29.41%
1 Parent	35	44.23%	187%	\$ 66,145	\$ 35,400	21	60.00%
2 Parent	50	42.02%	197%	\$ 20,537	\$ 10,400	4	8.00%

Comparison Welfare Costs vs Day Care Costs for 260 families above!

204%	\$1,117,702	\$546,695	Based on \$1,835 per child per year
190%	\$1,117,702	\$597,940	Based on \$2,020 per child per year

ANALYSIS OF WELFARE FAMILIES IN THE SAMPLE

	Number of Families	Percentage of Total Sample	Percentage Welfare Cost Day Care Cost	Projected		Number Families	Percentage This Table
				Welfare Cost	Day Care Cost		
Total	201	35.51%	198%	\$834,432	\$420,800	143	71.14%
1 Parent	164	42.79%	195%	\$751,818	\$385,600	130	70.65%
2 Parent	17	12.50%	235%	\$ 82,614	\$ 35,200	13	76.47%

Those who say they would stay on Welfare if Day Care Center services were not available to them

	Working or seeking jobs		In School, Training or anticipating these		Other	
	No.	Percent	No.	Percent	No.	Percent
Total	12	5.97%	131	65.17%	58	28.86%
1 Parent	8	4.35%	122	66.30%	54	29.35%
2 Parent	4	23.53%	9	52.94%	4	23.53%

Comparison Welfare costs with Day Care costs for total 143 families who say they would stay on Welfare^{1/}

173%	\$834,432	\$482,605	Based on \$1,835 per child per year
157%	\$834,432	\$531,260	Based on \$2,020 per child per year

DISCUSSION OF FINDINGS

The overwhelming evidence in the data reveals the courageous efforts on the part of the parents to be and continue to be self supporting, their striving to upgrade and improve their own skills and their deep appreciation of the kind of care their children are receiving which they acknowledge is far beyond the quality of care and climate for the development of their children's potential they themselves could provide if the entire responsibility for the care of their children were to be theirs.

In almost all 566 responses received, the reasons for the children being placed in the Day Care Centers are related to the advantages the child receives in combination with the chance that the parent, who is actually the mother, is having to develop herself either through attending school, job training or accepting employment. The abhorrence of being on Public Aid, or returning to it, or the prospect of having to resort to it if care for their children were not available was unsolicited by the questionnaire itself. Nevertheless, it permeated almost all responses and was expressed by the respondents in language and content which could not have been anticipated nor articulated by other than the authentic "voices of the parents."

The task of communicating these responses in summary is a difficult one, but the real value and importance of this study has proved to be that it reveals in both quality and quantity the facts that:

1. The recipients and users of Day Care which is either free or subsidized in part in Chicago are hard working parents, or mothers without husbands present. They are intelligently and genuinely concerned that their children receive quality care which they feel is important and necessary for their development during the pre-school years so that they will have a chance to fulfill themselves. They recognize that these years are crucial and that opportunities missed for this development will be irreversible.

They are not willing to leave their children with "just anybody" and baby sitters in particular.

In almost no cases when the parent was asked why they enrolled their children in Day Care was the answer just so that the mother could work. It almost always included the developmental advantages the child was receiving. In many cases, conditions such as being withdrawn, shy, a stammerer, or hyper-active which had previously existed were mentioned with the fact that these had improved. In almost all cases the parent pointed out the child's happiness, his learning ability, his alertness and self-sufficiency.

2. Concurrent with the welfare of the child, the parent or parents were concerned with their own development; their chance to make something of themselves; their need to continue or finish school, to enter or continue in a job training program or to continue their jobs. There were a very small percentage of parents who were not in one of these categories. These few were either in poor physical condition or had a large number of other children to look after. Some could not read or write but had dictated their responses. Some had mental or emotional problems and there were a few cases where the husband was disabled and the wife had to work or prepare herself to support the family.

In a few cases, the father was the sole parent; in others, the grandmother had the responsibility of young children alone, and the concern was exclusively for the growth, development and welfare of the children.

3. In almost all cases the parent or parents did not, themselves, feel capable of providing the children with the types of developmental experiences they were receiving in the Day Care Centers. This was universally true for the low income working poor where it was stated over and over again that the teachers in the centers were teaching the children in ways the parents were not trained or capable of doing. In the minority of cases where the parent was in a professional position or in college there was still this feeling that the Day Care Center was providing developmental experiences which the child would otherwise not receive. This included socialization and learning to get along with other children. In the minority of cases where Day Care was being used by professionals or parents in institutions of higher learning, all or most of the cost was being paid by the parents who were financially able.
4. Parents were usually highly motivated to improve their own status and either to become or continue to be self supporting. When asked what the effect of not having the Day Care Center services available would be on the family and on the parent, those on Public Aid, as well as those who would see themselves as having no other alternative but to go on assistance, indicated that they would feel hopeless. The responses of those who would obviously have no other alternative were poignant in the alternatives they would try in order to continue their own development and to avoid Public Aid.

5. The parents did not consider that there were other alternatives for care of their children such as baby sitters or other arrangements. They cited the instability of sitter arrangements, the fact that sitters could not teach the children what they were learning in the centers. Most had no close relatives or family members who could be depended upon to care for their children and they were not willing to leave their children with "just anybody."

In other words, these parents cared about the kind of environment their children were in. It was important to them and they were not using the centers just as a convenience.

6. In spite of the high motivation of the parents to continue in school, in training, or in a job; those who were the sole support of their families, particularly in female headed households; most felt that if the services of the center where their children were enrolled were not available to them they would be forced, however reluctantly, to apply for Public Assistance, at least until the youngest child was old enough for public school. They all saw this as a great detriment to the realization of their personal goals and the expectations that they had for their children.

Another point which can be made is that the families who are working and gainfully employed are contributing tax dollars and this would be a financial loss to the economy as well as an increase in the cost of maintaining the families on welfare.

In this report, we will attempt to quote responses which will give the reader an understanding of the above summary. It was not the original intent of the study to gather data to assess the value of day care, but the expression of the parents speaks so strongly to the value of day care for their children and for themselves that it overrides the statistical evidence which the study was designed to provide. Namely, that provision of subsidized quality day care in Day Care Centers is necessary for the upward mobility of the Public Aid recipient family, the poor and near poor in so far as their movement out of poverty is concerned and that it is far less expensive than the cost of maintaining the families of young children on the Public Assistance rolls, where the majority of them would have to be if this day care were not available to them. The study does substantiate these conclusions.

Summary

1. An overwhelming percentage of the respondents were from one parent families, usually headed by the mother, although there were a few headed by the father alone, a grandmother or an aunt. There were 430 such families or 76 percent of the 566 in the total sample.
2. Almost all respondents were in school, in job training, working or seeking to be in these activities. There were a very few Public Aid recipients, only 10 percent of the total sample and 29 percent of those on Public Aid in the sample, where disability of one or both parents or some pathological condition of a child or parent made these activities impossible and the home environment undesirable for the child.
3. Nearly all those respondents who were either in school, in training, or working indicated that they would have to cease these activities if day care in the center where their child was enrolled was not available to them and this was viewed by them as costly and as a loss to the child and to themselves.
4. In the majority of cases, where the mother was the sole support of the household, this would mean that she would have to apply for public assistance at least until the youngest child was eligible for school.

In the cases where there were two parents, there would be loss of income or real sacrifice in terms of upward mobility and one of the parents would either discontinue his education or quit his job.

The only exception to the interruption of the parent's present activities if comparable day care center services were not available for their child, were the very few one and two parent families with incomes sufficient to pay for private day care or some other arrangement which would be costly.

5. Respondents would not consider a baby sitter as an acceptable or satisfactory alternative to the child care being provided by the day care center their child was attending.
6. An overwhelming majority of respondents, 430 or 71.20 percent, indicated that use of the Day Care Center for their child was instrumental in either helping them move off the welfare roles through jobs, job training or school while their child was being cared for, or was keeping them from applying for welfare.

This was even more pronounced for the one parent families where 359 said they would either be unable to get off welfare or would be forced to ask for Public Assistance if their children could not be cared for in the center. This number represents 83.49 percent of the total one parent families and 64.57 percent of the total respondents.

7. The comparative dollar cost of putting families represented in the survey on Public Assistance is 216 percent, or over twice as great as providing the minimum cost of day care for the children, when only the basic assistance grant and average medical expenses are taken into consideration in projecting the welfare costs.

Projections do not include job training or other activities which might be added to the expenses of welfare families. Also, the inclusion of present welfare recipients in the sample lowers the projections.

8. Payment of fees for Day Care by families in the sample does not indicate any consistent relationship to the family income or family size. At every income level there are families paying minimal, maximum and no fees, although more families at middle or higher income levels pay all or a greater percent of the day care cost.

There seems to be a need for the development of an adequate fee scale which would take into account income, family size and the amount which can be afforded for day care whether or not there are one or several children in need of this care and also one which would take unusual expenses into consideration.

9. Respondents in the survey represent a highly disproportionate number of one parent female-headed households with few children.

This would seem to indicate that these Day Care Centers are particularly essential to young mothers with young children who are heads of households. Apparently, there is little or no support from extended families on either the paternal or maternal side.

It suggests that the needs of these families need further study and perhaps provision of further supportive services in order to enable the parents to become and continue to be self-sustaining, contributing members of society and to stay off the welfare roles, as well as assisting the optimal development of their children.

10. Responses to this survey make a **STRONG CASE** for Day Care in Chicago.

STATISTICAL TABLES

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TOTAL FAMILIES IN THE STUDY

- I. Grand Total
- II. Families on Welfare
- III. Families with Annual Take Home Pay at or Below 1.50 Times the Basic Public Assistance Grant Level
- IV. Families with Annual Take Home Pay Between 1.51 and 2.33 Times the Basic Public Assistance Grant Level
- V. Families with Annual Take Home Pay at 2.34 Times the Basic Public Assistance Grant Level and Over

FAMILIES NOT ON WELFARE WHO INDICATED THAT THEY WOULD APPLY FOR PUBLIC ASSISTANCE IF SERVICES OF THE DAY CARE CENTERS WERE NOT AVAILABLE

- VI. Total of Families Not on Welfare
- VII. Families with Annual Take Home Pay at or Below 1.50 Times the Basic Public Assistance Grant Level
- VIII. Families with Annual Take Home Pay Between 1.51 and 2.33 Times the Basic Public Assistance Grant Level
- IX. Families with Annual Take Home Pay 2.34 Times the Basic Public Assistance Grant Level and Over

SUMMARY TABLE I
 COSTS OF DAY CARE COMPARED TO COSTS OF WELFARE FOR ONE
 AND TWO PARENT FAMILIES USING NOT-FOR-PROFIT DAY CARE CENTERS IN CHICAGO

	<u>Total</u>	<u>One Parent</u>	<u>Two Parent</u>
Number of Families -----	566	430	136
Average Family Size -----	3.70	3.43	4.57
<u>Total Number of Children</u> -----	<u>1395</u>	<u>1046</u>	<u>349</u>
Average No. per Family -----	2.46	2.43	2.57
Total No. in Day Care -----	737	553	184
No. in Full Day Care -----	663	500	163
No. in Before/After School Care -----	74	53	21
Percentage Welfare Cost vs Day Care Cost ¹ -----	216%	212%	229%
Difference in Amount-Welfare vs Day Care Cost --	\$1,285,444	\$933,979	\$351,465
Projected Welfare Cost -----	\$2,390,644	\$1,765,799	\$624,865
Projected Day Care Cost -----	\$1,105,200	\$ 831,800	\$273,400
Reported Take Home Pay of Families -----	\$2,747,399	\$1,691,979	\$1,055,420
Reported Fees Paid for Day Care -----	\$ 165,134	\$ 97,500	\$ 67,634
Percentage Income Paid in Fees -----	6.01%	5.76%	6.41%
Percentage of Day Care Cost Paid in Fees -----	14.94%	11.72%	24.74%
<u>Average per Family</u>			
Day Care Cost -----	\$ 1,953	\$ 1,934	\$ 2,010
Welfare Cost -----	\$ 4,224	\$ 4,106	\$ 4,595
Take Home Pay -----	\$ 4,854	\$ 3,935	\$ 7,760

¹Percentage Welfare Costs vs Day Care Costs
 Based on \$1,835 per child per year in full day care 190% 186% 207%
 Based on \$2,020 per child per year in full day care 173% 169% 183%

TABLE 11

FAMILIES ON WELFARE

	Total	One Parent	Two Parent
Number of Families -----	<u>201</u>	<u>184</u>	<u>17</u>
Average Family Size -----	3.92	3.82	5.12
<u>Total Number of Children</u> -----	<u>571</u>	<u>519</u>	<u>53</u>
Average No. per Family -----	2.84	2.82	3.12
Total No. in Day Care -----	<u>263</u>	<u>241</u>	<u>22</u>
No. in Full Day Care -----	263	241	22
No. in Before/After School Care -----	-	-	-
Percentage Welfare Cost vs Day Care Cost -----	<u>198%</u>	<u>195%</u>	<u>235%</u>
Difference in Amount-Welfare vs Day Care Cost ----	\$413,632	\$336,218	\$47,414
Projected Welfare Cost -----	\$834,432	\$751,818	\$82,614
Projected Day Care Cost -----	\$420,800	\$385,600	\$35,200
Reported Take Home Pay of Families -----	\$581,443	\$510,391	\$71,052
Reported Fees Paid for Day Care -----	\$ 14,712	\$ 13,260	\$ 1,452
Percentage Income Paid in Fees -----	2.53%	2.60%	2.04%
Percentage of Day Care Cost Paid in Fees -----	3.50%	3.44%	4.13%
<u>Average per Family</u>			
Day Care Cost -----	\$ 2,093	\$ 2,096	\$ 2,071
Welfare Cost -----	\$ 4,151	\$ 4,086	\$ 4,860
Take Home Pay -----	\$ 2,892	\$ 2,774	\$ 4,179

TABLE III
FAMILIES WITH INCOMES UNDER 150 PERCENT OF BASIC WELFARE GRANT

	Total	One Parent	Two Parent
Number of Families -----	<u>110</u>	<u>85</u>	<u>25</u>
Average Family Size -----	4.15	4.02	5.83
<u>Total Number of Children</u> -----	<u>353</u>	<u>256</u>	<u>97</u>
Average No. per Family -----	3.21	3.02	3.88
Total No. in Day Care -----	<u>139</u>	<u>108</u>	<u>31</u>
No. in Full Day Care -----	<u>127</u>	<u>99</u>	<u>28</u>
No. in Before/After School Care -----	12	9	3
Percentage Welfare Cost vs Day Care Cost -----	<u>243%</u>	<u>223%</u>	<u>249%</u>
Difference in Amount-Welfare vs Day Care Cost -----	\$300,659	\$210,245	\$ 90,414
Projected Welfare Cost -----	\$511,059	\$374,045	\$137,014
Projected Day Care Cost -----	\$210,400	\$163,800	\$ 46,600
Reported Take Home Pay of Families -----	\$427,800	\$307,392	\$120,408
Reported Fees Paid for Day Care -----	\$ 14,778	\$ 10,268	\$ 4,510
Percentage Income Paid in Fees -----	3.45%	3.34%	3.75%
Percentage of Day Care Cost Paid in Fees -----	7.02%	6.27%	9.68%
<u>Average per Family</u>			
Day Care Cost -----	\$ 1,513	\$ 1,927	\$ 1,864
Welfare Cost -----	\$ 4,646	\$ 4,400	\$ 5,481
Take Home Pay -----	\$ 3,809	\$ 3,616	\$ 4,816

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TABLE IV

FAMILIES WITH INCOMES BETWEEN 150 AND 233 PERCENT OF BASIC WELFARE GRANT

	Total	One Parent	Two Parent
Number of Families -----	<u>170</u>	<u>126</u>	<u>44</u>
Average Family Size -----	3.27	2.79	4.64
Total Number of Children -----	<u>342</u>	<u>226</u>	<u>116</u>
Average No. per Family -----	2.02	1.79	2.64
Total No. in Day Care -----	<u>228</u>	<u>163</u>	<u>65</u>
No. in Full Day Care -----	181	124	57
No. in Before/After School Care -----	47	39	8
Percentage Welfare Cost vs Day Care Cost -----	<u>231%</u>	<u>238%</u>	<u>215%</u>
Difference in Amount-Welfare vs Day Care Cost -- \$	<u>417,031</u>	<u>\$307,034</u>	<u>\$109,997</u>
Projected Welfare Cost ----- \$	<u>734,831</u>	<u>\$528,834</u>	<u>\$205,997</u>
Projected Day Care Cost ----- \$	317,800	\$221,800	\$ 96,300
Reported Take Home Pay of Families ----- \$	891,320	\$616,628	\$274,592
Reported Fees Paid for Day Care ----- \$	60,240	\$ 43,668	\$ 16,572
Percentage Income Paid in Fees -----	6.76%	7.08%	6.03%
Percentage of Day Care Cost Paid in Fees -----	18.96%	19.69%	17.26%
<u>Average per Family</u>			
Day Care Cost ----- \$	1,869	\$ 1,760	\$ 2,132
Welfare Cost ----- \$	4,322	\$ 4,197	\$ 4,682
Take Home Pay ----- \$	5,243	\$ 4,894	\$ 6,243

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TABLE V

FAMILIES WITH INCOMES OVER 233 PERCENT OF THE BASIC WELFARE GRANT

	<u>Total</u>	<u>One Parent</u>	<u>Two Parent</u>
Number of Families -----	<u>85</u>	<u>35</u>	<u>50</u>
Average Family Size -----	3.09	2.29	3.66
<u>Total Number of Children</u> -----	<u>128</u>	<u>45</u>	<u>83</u>
Average No. per Family -----	1.51	1.29	1.66
Total No. in Day Care -----	<u>107</u>	<u>41</u>	<u>66</u>
No. in Full Day Care -----	92	36	56
No. in Before/After School Care -----	15	5	10
Percentage Welfare Cost vs Day Care Cost -----	<u>199%</u>	<u>183%</u>	<u>208%</u>
Difference in Amount-Welfare vs Day Care Cost -- \$	154,122	\$ 50,482	\$103,640
Projected Welfare Cost ----- \$	310,322	\$111,082	\$199,240
Projected Day Care Cost ----- \$	156,200	\$ 60,600	\$ 95,600
Reported Take Home Pay of Families ----- \$	846,836	\$257,568	\$589,268
Reported Fees Paid for Day Care ----- \$	75,404	\$ 30,304	\$ 45,100
Percentage Income Paid in Fees -----	8.90%	11.76%	7.65%
Percentage of Day Care Cost Paid in Fees -----	48.27%	50.00%	47.18%
<u>Average per Family</u>			
Day Care Cost ----- \$	1,838	\$1,731	\$1,912
Welfare Cost ----- \$	3,651	\$3,174	\$3,985
Take Home Pay ----- \$	9,963	\$7,359	\$11,785

COSTS OF DAY CARE COMPARED TO COSTS OF WELFARE FOR ONE AND TWO PARENT FAMILIES USING NOT-FOR-PROFIT DAY CARE CENTERS IN CHICAGO -- FOR FAMILIES NOT ON WELFARE WHO INDICATE THEY WOULD APPLY FOR PUBLIC ASSISTANCE IF DAY CARE CENTER SERVICES WERE NOT AVAILABLE.

	<u>Total</u>	<u>One Parent</u>	<u>Two Parent</u>
Number of Families -----	<u>260</u>	<u>228</u>	<u>32</u>
Average Family Size			
<u>Total Number of Children</u> -----	617	500	117
Average No. per Family			
Total No. in Day Care -----	341	291	50
No. in Full Day Care -----	277	240	37
No. in Before/After School Care -----	64	51	13
Percentage Welfare Cost vs Minimum Day Care Costs ¹	<u>232%</u>	<u>230%</u>	<u>246%</u>
Difference in Amount-Welfare vs Day Care Cost ----	\$ 636,102	\$538,289	\$ 97,813
Projected Welfare Cost -----	\$1,117,702	\$952,889	\$164,813
Projected Day Care Cost -----	\$ 481,600	\$414,600	\$ 67,000
Reported Take Home Pay of Families -----	\$1,231,740	\$1,039,424	\$192,316
Reported Fees Paid for Day Care -----	\$ 80,234	\$ 71,844	\$ 8,390
Percentage Income Paid in Fees -----	6.51%	6.91%	4.36%
Percentage of Day Care Cost Paid in Fees -----	16.66%	17.33%	12.52%
<u>Average per Family</u>			
Day Care Cost -----	\$ 1,852	\$ 1,818	\$ 2,094
Welfare Cost -----	\$ 4,299	\$ 4,179	\$ 5,150
Take Home Pay -----	\$ 4,737	\$ 4,559	\$ 6,010

¹Percentage Welfare Costs vs. Day Care Costs

Based on \$1,835 per child per year in full day care	204%	202%	218%
Based on \$2,020 per child per year in full day care	187%	185%	200%

Mayor's Office of Child Care Services
June 21, 1973.

TABLE VII

For Families With Take Home Pay 150 Percent or Under Welfare Grant

COSTS OF DAY CARE COMPARED TO COSTS OF WELFARE FOR ONE AND TWO PARENT FAMILIES USING NOT FOR PROFIT DAY CARE CENTERS IN CHICAGO -- FOR FAMILIES NOT ON WELFARE WHO INDICATE THEY WOULD APPLY FOR PUBLIC ASSISTANCE IF DAY CARE CENTER SERVICES WERE NOT AVAILABLE.

	<u>Total</u>	<u>One Parent</u>	<u>Two Parent</u>
Number of Families -----	<u>98</u>	<u>82</u>	<u>16</u>
Average Family Size -----	4.38	4.02	6.18
<u>Total Number of Children -----</u>	<u>315</u>	<u>248</u>	<u>67</u>
Average No. per Family -----	3.21	3.02	4.19
Total No. in Day Care -----	125	105	20
No. in Full Day Care -----	113	96	17
No. in Before/After School Care -----	12	9	3
Percentage Welfare Cost vs Minimum Day Care Costs ¹ -----	<u>238%</u>	<u>227%</u>	<u>295%</u>
Difference in Amount-Welfare vs Day Care Cost ----	\$258,693	\$202,003	\$56,690
Projected Welfare Cost -----	\$446,693	\$361,003	\$85,690
Projected Day Care Cost -----	\$188,000	\$159,000	\$29,000
Reported Take Home Pay of Families -----	\$373,368	\$298,848	\$74,520
Reported Fees Paid for Day Care -----	\$ 13,638	\$ 10,268	\$ 3,370
Percentage Income Paid in Fees -----	3.65%	3.44%	4.52%
Percentage of Day Care Cost Paid in Fees -----	7.25%	6.46%	11.62%
<u>Average per Family</u>			
Day Care Cost -----	\$ 1,918	\$ 1,939	\$ 1,813
Welfare Cost -----	\$ 4,558	\$ 4,402	\$ 5,356
Take Home Pay -----	\$ 3,810	\$ 3,644	\$ 4,657

¹Percentage of Welfare Costs vs. Day Care Costs
 Based on \$1,835 per child per year in full day care 204%
 Based on \$2,020 per child per year in full day care 202%

TABLE VIII

For Families with Take Home Pay Between 150 and 233 Percent Welfare Grant

COSTS OF DAY CARE COMPARED TO COSTS OF WELFARE FOR ONE AND TWO PARENT FAMILIES USING NOT-FOR-PROFIT DAY CARE CENTERS IN CHICAGO -- FOR FAMILIES NOT ON WELFARE WHO INDICATE THEY WOULD APPLY FOR PUBLIC ASSISTANCE IF DAY CARE CENTER SERVICES WERE NOT AVAILABLE.

	Total	One Parent	Two Parent
Number of Families -----	<u>137</u>	<u>125</u>	<u>12</u>
Average Family Size -----	2.99	2.80	5.00
Total Number of Children -----	<u>261</u>	<u>225</u>	<u>36</u>
Average No. per Family -----	1.91	1.80	3.00
Total No. in Day Care -----	<u>183</u>	<u>162</u>	<u>21</u>
No. in Full Day Care -----	<u>138</u>	<u>123</u>	<u>15</u>
No. in Before/After School Care -----	45	39	6
Percentage Welfare Cost vs Minimum Day Care Costs ¹	236%	239%	212%
Difference in Amount-Welfare vs Day Care Cost----	\$336,527	\$305,541	\$30,986
Projected Welfare Cost -----	\$584,327	\$525,741	\$58,586
Projected Day Care Cost -----	\$247,800	\$220,200	\$27,600
Reported Take Home Pay of Families -----	\$689,528	\$611,972	\$77,556
Reported Fees Paid for Day Care -----	\$ 47,748	\$ 43,548	\$ 4,200
Percentage Income Paid in Fees -----	6.92%	7.12%	5.42%
Percentage of Day Care Cost Paid in Fees -----	19.27%	19.78%	7.17%
<u>Average per Family</u>			
Day Care Cost -----	\$ 1,809	\$ 1,762	\$ 2,300
Welfare Cost -----	\$ 4,265	\$ 4,206	\$ 4,882
Take Home Pay -----	\$ 5,033	\$ 4,896	\$ 6,463

¹ Percentage Welfare Costs vs Day Care Costs
 Based on \$1,835 per child per year in full day care 204% 202% 218%
 Based on \$2,020 per child per year in full day care 187% 185% 200%

Mavor's Office of Child Care Services

APPENDIX IX

For Families with Take Home Pay 234 Percent or Over Welfare Grant

COSTS OF DAY CARE COMPARED TO COSTS OF WELFARE FOR ONE AND TWO PARENT FAMILIES USING NOT-FOR-PROFIT DAY CARE CENTERS IN CHICAGO -- FOR FAMILIES NOT ON WELFARE WHO INDICATE THEY WOULD APPLY FOR PUBLIC ASSISTANCE IF DAY CARE CENTER SERVICES WERE NOT AVAILABLE.

	Total	One Parent	Two Parent
Number of Families -----	25	21	4
Average Family Size -----	2.80	2.66	5.50
Total Number of Children -----	41	27	14
Average No. per Family -----	1.64	1.29	3.50
Total No. in Day Care -----	33	24	9
No. in Full Day Care -----	26	21	5
No. in Before/After School Care -----	7	3	4
Percentage Welfare Cost vs Minimum Day Care Costs-	189%	187%	197%
Difference in Amount-Welfare vs Day Care Cost----	40382	30745	10,137
Projected Welfare Cost	86,682	66145	20,537
Projected Day Care Cost	45,800	35400	10,400
Reported Take Home Pay of Families	168,844	128604	40,240
Reported Fees Paid for Day Care	18,848	18,028	820
Percentage Income Paid in Fees	11.16%	14.02%	2.04%
Percentage of Day Care Cost Paid in Fees	41.15%	50.93%	7.88%
<u>Average per Family</u>			
Day Care Cost	1832	1656	2600
Welfare Cost	3467	3150	5134
Take Home Pay	6754	6124	10,060

¹Percentage Welfare Costs vs Day Care Costs

Based on \$1,835 per child per year in full day care	204%	202%	218%
Based on \$2,020 per child per year in full day care	187%	185%	200%

EXCERPTS FROM COMMENTS MADE BY PARENTS

(Parent's occupation, number of children
and monthly income are indicated)

1. General Comments

"Being immigrants in the country, we have no friends or relatives who can take care of our children for us while we are at work. The center has enabled both of us to make a decent living for ourselves and at the same time we are confident about the fact that our children are properly fed, educated in all aspect --- and we feel at ease that the children are in good hands, the center is something we can trust. The children in turn have the chance of developing better English language and camaraderie with other people of all nations as the center is non-sectarian. Besides, the center is very near our residence."

Serviceman Representative and
medical transcriber - 2 children - (\$990)

"If I don't have someone to care for my children I would be unable to work. So I guess that would mean welfare for me. I feel I'm a healthy person and could work, but my children would come first. I can't leave them in the streets before or after school nor by themselves alone at home. My children and I am very happy with (the center) ... they also learn while at (the center). By the time I get out of work and get home I have time to cook, clean up and get the children off to bed - I'm tired by then. At (the center) they play, get their homework done, go on trips after school. I nor a babysitter would have time for this. ...I have worked since I was 16 years old and sitting home waiting for a check to come to me every month would make me lazy and not proud that I couldn't make it on my own. I love to work it makes me feel good."

Clerk - 3 children - (\$460)

"I really don't know. I know no one else and other school are too far or expensive, more than I can afford. It would disturb my sons as well as myself and mess my whole life. There would be nothing for me to better my self or sons. I wouldn't be possible to make other arrangements....It effect my career in College and a better life for me & my sons & a good job after college....Live day by day & poor, no future.... very disappointed in government in help the poor and to education the unlucky one. Would be very bitter to government and to life. This is the first time in my whole life I'm making something of myself. I finally got a break of luck. Please don't mess it up for me and my sons."

Student-ADC - 2 children - (\$290)

"I have two older children who require psycho-therapy so I need regular day care for my four-year old....My school age children go after school so I can work when able for (temporary clerical agency). My four year old goes every day so her life can be stable and healthy as possible away from the trauma of the crisis Involved with her older brother and sister and recent divorce, health problems, etc. I will not be able to afford another arrangement. I am not eligible for ADC. Without (this center) my family will be severely traumatized. I will be unable to work at all -- My children do not have a healthy alternative or substitution. My oldest child will perhaps become completely disturbed beyond help or hope....I am the only member of our family old enough to work -- I refuse to leave my children unattended or in the hands of incompetents. Day care is the base which makes everything possible. The federal funds cutback also includes the facility where my children receive therapy and therefore our whole life structure will change."

Mother - 3 children - child support (\$320)

"My children need the early exposure to school. The school is helping them a lot. They are learning to get along with other children they are being taught responsibility, self image, alphabet, numbers, animals and so many other things. While they are in school this lets me go to school to prepare for a job. Their future is at stake. If I drop out of school that means I cannot improve myself in school therefore I will have to remain on ADC."

ADC mother in job training - 7 children

"I think By Being able to send my Gran child to a day Care near By is a Good thing and also there it is a must for this community it's also helping me to help my self this is how I becom Fedral employed on a part time job through Job training. so I feel like By sending my child is a contribution in Its self open ways for jobs for peoples who had this training."

418 Lunchroom attendant - 1 child - (\$240)

"I'm separated and I'm on ADC. I'm trying to get more or better for my children that's why I put them to Day Care Center so that I can be on training program. I don't have no family who can stay with them at home and I can't afford for a private babysitter. That's why the Day Care Center is so helpful to us."

Trainee - 3 children

"I have a weight and female problem and am constantly going to the doctor. I also have signed up for type training. By me having to go to the doctor so regularly and most of my appointments are early in the morning, this eliminated a sitter...also she has progressed a great deal by going to the center. She will be perfectly prepared for kindergarten. Also when the type program starts I won't have to have a sitter."

ADC mother entering job training
4 children (\$260)

"I wants everyone to Read this don't hide this from anyone..."

I am the Grandmother. the mother ran away 2 months ago
 While i was at work. I had to call my job to get a 6 monthes leave
 of absent to care for the 2 little ones to keep them for Going in
 to a orfing home...

The child gets exlan good care
 the principle and the teachers are lovely peoples
 the child is well cared for
 he also love the bust driver
 this means all! Kids are happy

Mr. Mayor Please keep it open
 the nice hot food and the salery
 and it cost to operate the bust
 the day care center has a warm nice bust to pick those Kids up
 and drive them to the Center and Bring them home
 every one is just verry nice...

for my Grandchild it would affect him terbly bad
 he is happy every day
 he tell me he love the Kids and the teachers
 and the food is very nice

I do no the hole set up is more and nicer than words...

Please Save Day Care Center God nows it is Important."

Hospital Service Worker
 caring for two grandchildren

"We would continue to remain a close knit family, but the road leading
 out of the ghetto would have a few more curves and bigger bumps, but
 we as a family, have been known to overcome obstacles before. What
 we are trying to accomplish now is a change in our life-style from
 below average to average income Mr. and Mrs. Joe Citizen."

Security Guard and Secretarial College
 Student, who would leave school
 earning \$670 per month
 2 children

"This center is doing for me what my own mother wouldn't do. As
 long as I work, I can stay off public aid. For I don't trust just
 anyone to keep my darling children."

Janitor and park-time clerk
 earning \$588 per month
 3 children

2. The following comments discuss what families would do if day care services were not available.

"That really up to the government to decide...there really isn't anything else I could do since my husband and I are separated my only means of support would be welfare."

Jr. Computer Operator, 2 children - \$454

"This is the only place I know I will get quality care and if I did not have nursery school I would have to quit work and go on ADC. But this school is helping me be independent for myself be useful to my community!"

Clerk - \$324

"My daughter loves going to the center. It helps her to get along with other children. And it has prepared her for elementary school, and it's made her very alert, well manner and extremely smart for her age. ... I would have to be bitter, which I have no money for, being on welfare. ... I am not my husband any more so I have to take care of my daughter by myself, her education and a decency life. Which can't be done on welfare. If my Daughter couldn't continue in the day care center, it cause me to quit school, which would cripple my ability for a good job."

Student, ADC - 1 child - \$157

"I send my child so he can learn to get along with others his age, so that his mind will develop mentally, socially as well as physically, and at the same time I can be free to get some training so I can get a good paying job to support my son and me without any help from welfare.... I would remain on ADC for many years, and my child wouldn't have the learning he needs most."

ADC mother - entering job training - \$134

"I would not be able to work--I love working--I would have to apply for aid to dependant mothers" and I would not like to be a ward of the state.I would be poor, bored, and probably get lazy."

Office worker - 1 child - \$360

I couldn't finish school and if I don't I wouldn't be able to find a suitable job."

ADC - Student - 1 Child

"It would affect them a very great deal because we would be on aid and out of luck."

Parent coordinator - 4 children - \$480

"Well, I could no longer work because it isn't anyone else I trust my children with....it would affect other families the same as mine, what affect do you think the president would have if all the families had to go on aid."

Teacher aid - evening student - 2 children
\$400

"I could possibly find a babysitter (which I know of none I could depend on) and not be sure my children are even eating properly."

Clerk - Student - 4 children - \$350

"I would have to get someone to keep her. The other nurseries are too expensive and I have to budget being alone."

Clerk - 2 children - \$475

"I would have to get a baby sitter and they don't care for your child or teach him everything. They just want their money on Friday and that's it. It would affect him in the way of learning to share, to play with other kids, to learn to count, to say his ABC's, to learn to spell his name, his telephone number, where he lives and many other things."

Clerk typist - 1 child - \$303.44

"I do not think a private-sitter is as good--they can not always be trusted or depended upon--also in a day care center children learn to play with other children and also the value of sharing...my first two children went to the same day care center--so I have always been able to provide for myself without asking for aide."

Nurse - Husband unemployed because of illness - 3 children - \$432

"We would have to travel all over the city from relative to relative and neighbor to neighbor and I would hear 'Why don't you train your child--She did this and she did that today.'... (This center) is a school where individual attention is given to every child and everyone who I have talked with notices the good behavior of the children attending. The hours are long enough for me, who has to leave so earlier and return later than some schools are open. My child has calmed down and become a better adjusted child within the one year she has been attending here compared to the two years she attended other nurseries."

Clerk typist - 1 child - \$360

"My mother would have to keep him and she is a disable person who is very sick."

Accounting Clerk - 1 child - \$450

"Maybe let her go to school by herself... I would be worried to death if I left her alone. But if I let her go (to school) with the other girls in the neighborhood she might pick up their smoking habits at 6. I probably would have to quit school and work study."

Student - 2 children - \$183, and occasional child support

"We would have to stay home and live forever in poverty."

Student - 1 child

"Public Aid which I am trying to get off...Yes I would be right back where I started no hope or future just despair and poverty."

Trainee - ADC - 1 child - \$160

"Try to find a babysitter near my home or send him out of state to my grandmother."

Work study student - 2 children

"My children have been in a ... (Family day care home)...and they were mistreated. I have heard nothing but good from my children concerning (this center) and it would be another worry if I had to take my children out of their care. When my oldest child was taken care of by a home he got lost coming home and I had to have the POLICE out looking for him---at that time he was 5 yrs. old and in Public kindergarten--no supervision from adult when walking to and from school. At (This center) they are providing bus transportation to and from public school...I checked into 21 day cares in Chicago and this was the first that could take me at my salary scale. I don't want to quit work--I want to support my children myself. That's all I ask."

Receptionist - 2 children - \$380

"First of all I was a drop out due to having a child. I couldn't seem to find myself and so I didn't even try attending school because I didn't have anyone to care for my child. So as soon as I heard about the center I took my G.E.D. (For H.S. Diploma) and entered college. Thanks to the center I have 2 more semesters and would graduate in 1 yr...I don't know of any other source in Chicago. I'd probably send her to Miss. to stay with an aunt...I feel that it would be a very traumatic experience for my daughter and I to be separated. But if it is the only solution I have know other choice To separate might mean losing her love she has for her mother. ...I would be under a terrible strain if I had to study and worry about my child 760 miles away."

Student - ACE - 1 child - \$240

"My 80 year old aunt was caring for my child previously. Because of my aunt's age and various conditions my child developed a serious speech impediment due to bottled up nerves--since being in the center with other children it has ceased. My child would become stified to the possible extent of mental retardation...I would have to discontinue my studies."

Meter reader and student - 1 child - \$500

"It would mean the difference between having proper clothing and food and not having proper clothing and food."

Teacher and wife - 2 children - \$842

"There would be a shortage of food and clothings."

Sewing machine operator - 2 children - \$360

3. The following give reasons why the children attend the day care centers, and discuss how the loss of the centers would affect them.

"I'm also assured of his schedule and nutritional needs being met, and that he is secure in his environment. Not at the mercy of some (Maybe) crackpot... I don't know how I could work and pay almost a third of my take home pay (for child care) and still survive, without perhaps taking advantage of some kind of public assistance... I do feel that perhaps he may reverse some of his habits such as eating, sleeping, bathroom necessities, his temper would I'm sure be adversely affected, or his feeling of security. It would almost certainly increase my feelings of apprehension about his welfare and be a constant distraction on my being able to perform this job to the best of my abilities. I am on the verge of assuming a great deal of responsibility on my job and the tension of being under tension as far as my son and the job, would be adversely expressed."

Assistant Office Manager - 1 child - \$583.92

"I send my child to this center, because he is an only child and he doesn't have any children of his own age to play with. I am a widow and this particular school offers men teachers. This is particularly important since he will get some sort of male supervision.... If I could not send my child to this center, I would probably have to quit school. I would have to get a job to pay his tuition and child care. Maybe go on welfare... I'm sure there would be lots of hostility in the family in the sense that I would not be able to continue my education and he would have to reorient himself to another kind of learning situation, perhaps on that he does not feel comfortable in."

Student - 1 child - \$308 Social Security

"It would affect our child in many ways. Such as cutting off her interest in learning. Because since she has been in Day Care she loves to learn and go to school. She actually cries when she can not go."

Public Aid Family - \$550

"It would affect my daughter, her not being prepared for the change. It would totally confuse her, and I wouldn't know how to explain it to her. How do you explain to a little girl that she can't attend her school which she's been going to for a year or more."

Clinic clerk attending LPN training-
1 child \$382

PROFILES OF TWO-PARENT FAMILIES, BOTH OF WHOM ARE WORKING OR LOOKING FOR WORK, WHO WOULD BECOME INELIGIBLE UNDER THE HEW REGULATION THAT FAMILIES MUST MEET ADC REQUIREMENTS.

97. Grandfather, aged 59, janitor. Take-home pay \$300 or \$3600 per year. Wife not working, probably incapable of caring for 1 child, aged 3.
313. Tax clerk, 32, and student, 29. Take home pay \$300 per month. One child, 3 years old. Wife would drop out of school.
61. Mother, clerk, 24, earns \$372 per month or \$4,464 per year. Father in school. One 3 year old child in center, paying \$50 per month. Both want to finish college.
455. Husband, 40, student. Mother, 34, typist earning \$380 per month, \$4,560 per year. One child, aged 4, in center paying \$60 per month. He would have to quit school.
220. Father, 29, unemployed carpenter. Mother, 28, clerk typist, \$90 per week or \$4,740 per year. One child, 5, in center at \$45 per month fee. Mother would quit work and there would be no income.
225. Father, 24, University of Chicago student. Mother, 22, secretary, \$400 per month, \$4800 per year. One child, 2½, pays \$140 per month. Husband couldn't continue full time in school. Their life style, already meager, would drop.
177. Father, 26, meter reader, \$500 per month or \$6,000 per year. Mother, 25, student at Chicago State. Three year old child in day care center at \$50 per month plus \$15 fees. Mother would have to quit school--previous arrangement with aunt caring for child had adverse effects on child and caused speech impediment.
32. Father, 26, garage attendant, \$140 per week. Mother, 24, secretary, \$400 per month. Child, 4, in day care paying \$60 per month.
428. Father, 28, mother, 27. His occupation not identified, hers--flatwork. Combined income, \$5,568. One 4 year old in day care at \$30 per month. Would take child out of city to her mother. Cannot make it on husband's income (\$96 per week). Hers, \$46 per week.
240. Father, 21, laborer, \$365 per month. Mother, 17 year old student. One 4 year old, day care at no charge. Mother would have to stop school or leave him at her mother's.
221. Father, 40--hospitalized for 20 months. Mother, 28, works as community aide at Model Cities. One 3 year old son, pays \$4.10 per month for day care. Would go on public aid.

164. Father, 29, cab driver earning \$240 per month. Mother, 24, part-time secretary, \$160 per month--\$4,800 per year. One child in day care to further advance her smarts--no payment. Cannot afford sitter.
426. Father, 30, clerk, also going to university. Earns \$501 per month. Mother, 25, is looking for work. Their two girls, aged 3 and 5, attend center at \$20 per month. The family is from India and the children are learning English.
57. Father, 26, factory worker and going to school. \$425 per month. Mother, 22, student. Two and three and-a-half year old pay \$48 per month for day care. Mother would not be able to go to school to better self and income--she and children would be in small apartment all day, no activity.
375. Father earning \$5,760 per year. Mother going to Beauty School. Three and four year olds in day care at \$27.50 for both. Mother would withdraw from school.
516. Father, 25, desk clerk earning \$6,000. Mother, 24, is attempting to start school. Children (aged 3 and 4, in day care at no charge) "would not learn the things they would in school" --mother would stay home.
162. Father, 30, disabled assembly employee for motor company...no salary given. Mother, nursery school teacher at \$302 per month. Children, 2 and 4, in day care center at \$120 per month. They could not pay bills and eat on husband's sick pay--would need public aid.
55. Father, mail handler, \$5,760 per year. Mother wants to go to work. Three year old in center, two year old evidently at home now--no fees. Children would lose benefits center provides and mother could not work.
312. Father, 27, free lance musician. Mother, 25, clerk-typist. \$5,376 per year. Four year old and 2½ year old in day care, \$41 per month. No alternative--this enables her to support them and enriches their environment for a better head start in their first years of school.
224. Father, clerk, \$5,700 per month. Mother student and housewife. Children 4 and 10, 4 year old in day care--no fee. Provides headstart for child and enables mother to go to school. "We would be struggling for at least 3 more years to become middle class. My daughter would not get an adequate headstart in education and social training and I would not be able to continue my training for a good paying job."
369. Father, 38, draftsman, \$468 per month. Mother, 33, housewife in job training. Three year old in day care--no fee. Another child 10. Wife would have to stay home and discontinue training.
228. Father, nurses aide, \$500 per month. Mother, student continuing advanced training. Children 9 months and 4 years--4 year old in day care, no fee. Child would suffer from lack of day care environment and expert guidance--mother couldn't work.

594. Father, security guard, \$600 per month. Mother, secretarial college student. Daughter--12, Two sons 3 and 4 in day care at \$50 per month. Education of children builds the confidence, character and independence a child needs to recognize himself as an individual. "We would continue to be a close knit family but the road leading out of the ghetto would have a few more curves and bigger bumps--but we've been known to overcome obstacles before. The wife would have to remain home until the children could manage themselves. "We're trying to accomplish a change in our life style from below average to average income "Mr. and Mrs. Joe Citizen..." Signed by father.
6. Father, 34, Janitor--mother, part time clerk. Combined incomes \$7,056 per year. Three children 5, 4, and 1 years old. Four year old in day care. "I'd like to be home when my children leave and return from school to greet them and impart in them a sense of security. But with the skyrocketing cost of living I can't. This center is doing for me what my own mother wouldn't do. As long as I work I can stay off public aid. I don't trust just anyone to keep my darling children--my husband would continue to scuffle and hassle by himself as a very depressed animal."
111. Father, weekend cab driver and full time student. Mother, teacher aide. Total income \$5,580. Three children 5½, 4, and 1 year old. Two oldest in day care at \$8 per month. Father: "I would have to discontinue my education and go back to work--my wife would have to stop working at the center and the children would suffer a setback."
27. Father, 34, earns \$430 a month. Mother, 32, goes to school to get a certificate for future employment. Children aged 7, 6 and 4 in day care center for \$26 a week. "If wife and children stopped school it would waste the talents of my wife for future employment and retard the growth of the children--no chance to grow on the job due to no further studies"--Father.
110. Father, 50, laborer. Mother, 34. Income \$7,200. Children 4,6, and 18 years. Day care for 3 year old costs \$60 a month. "...valuable preschool training...adjusts to discipline...acquaints child to live and study around other children...prepares them to enter regular school...program invaluable...no equal to this type child care...we cannot conceive of any better arrangement...Mayor Daley would never let this program phase out...wife would be forced to tend these children...same results could never be achieved at home."
469. Father is grinder at \$500 a month, mother looking for a job. Children 3,4,5 and 6--4 and 5 year olds in day care at \$200 a month. "...No advance start for children...mother stuck at home..."
525. Father, 27, machine operator \$360 per month--mother, 25, operator, \$200 a month--Family Income \$6,720 per year. Children 7,6,3, and 2--Three year old in day care. "Helps her for school...needs better care than with sitter--not reliable and too expensive. Mother would have to stay home and not work"...less money to support family...better for child to be with others his own age...access to educational things parents can't provide. "You can't support 4 children with one check--cost of living is too high."

305. Father laborer, mother aide--combined income \$8,400 per year. Four children (12, 10, 9, 4). Three youngest in day care, no cost, "...to receive good care that they do not get from baby sitters or grandmothers who are too old and over-worked from youth--only alternative to leave with old grandparents.
73. Father, 38, is CTA trainman, \$7,200. Mother, 35, is unemployed and has had four nervous breakdowns. Father has been hospitalized twice for anxiety. Mother is now facing separation and public aid while husband is in hospital. Four children: 12, 11, 7, 4 -- all in center at \$80 per month. Want children to have benefit of healthy environment... Mother wants to go back to work and avoid welfare as soon as she is strong enough...has been helping out at center to help meet cost of keeping children...does not know whether husband will return to family. May lose house and husband's job, and go on welfare. Children already in stressful situation.
127. Father, 34, machinist, Mother, 34, is packer--family income, \$6,480. Four children aged 13, 12, 10, and 3--youngest in center at no cost. Mother has to work...husband can't take care of family on earnings... no sitter...center takes good care of child and teaches him to learn... he gets wholesome food...(if center closed) couldn't get children food and clothes they need...couldn't work thinking child not taken care of."
126. Father works for Board of Education, \$534 per month. Mother, housewife. Four children (14, 12, 10--and 5 year old in day care, no charge). ...Sends child for educational advantages. More than satisfied he'll be ready for kindergarten..if he hadn't had training he might never be ready to leave home and go to school. "I would have to pay someone to keep him and they would not have learned him nothing but how to play and sleep!" --Father.
316. Father, 51, joiner, \$600 per month. Mother, 37, housewife. Two children in day care at \$30 a month, two other children 16 and 18. Mother very nervous...children need experiences they are taught...helps all involved. They would have to stay home...the kids would not get the education they get at the center...baby sitters just want money. "It would be a very bad environment for the children. My husband would lose his job being absent from work to look after children... I have a medical problem and it would be hard for him."
216. Father, laborer, \$350 per month. Mother, technician, \$350 per month. Four children--15, 14, 12, plus 3 year old in day care at no charge "...to receive qualified care so I can work in place (since I must know he is well taken care of) ...to received balanced meals which poor people are not able to give their children on the salaries we make!" Possible alternative care: unqualified baby sitter in a home with fire hazards, etc. (The children would become unstable--baby sitters are not reliable---so many changes have to be made sometimes the parents could lose their job from worry or taking off too much.) One parent might have to stop work. "The children are learning things in Head Start so they are ready for school."

31. Father works nights in a warehouse, \$640 per month. Mother is part time clerk, \$160 per month. They have a 4 year old in day care, and children 11, 10, 7, and 1½. "She is being taught on the level of Head Start and kindergarten. Baby sitters charge too much for me to pay working on a part time basis. We would be short of money. I would quit work." -- Mother
149. Father, 44, Post Office clerk, \$518 per month. Mother, crossing guard, \$240 per month. Six children: 17, 16, 12, 6, and 9 months, with a 3 year old in day care for a monthly fee of \$40. "I need someone to take care of him when I work and at the day care center it be someone the teacher thing he need to no...It would affect my child that he could get the proper teacher and training and my family the thing that they get to do now would be out...I would stop work and places we go we wouldn't be able to go by I am work--won't be any money."
150. Father, 36, manages a savings and loan for \$750 a month. Mother, 32, a journalist. Both in school--father for M.A. and mother for B.A. Six children aged 12, 11, 9, 7, 5 and 4. The youngest is in day care and pays \$45 a month. They have own home and send child because it is a good experience for him--5 year old had gone to same center before. Mother would have to stop work.
427. Father unemployed and looking for job. Mother earns \$116 per week. Three and 4 year old children in day care with \$50 monthly fee. "I had no other choice when children were babies but baby sitter--since this nursery school was open to me it's the best thing that ever happened--the children enjoy going to school there...I would have no choice since I don't have a baby sitter and it would cost much more since my husband isn't working. I like the center because they can play and won't be cooped up all day in a house and can learn... Another arrangement would most affect my children. I could not work and I need my job since I'm the sole support of this house--it would certainly make a change." --Mother
432. Mother, billing clerk, \$2,976 per year. Nineteen year old--possibly father--not working apparently. Two children 3½ and 1½. Older in day care at \$37.50 per month. "It helps prepare him for school when he get old enough--it helps him to learn many things....I would have to quit work until I could find a baby sitter." --Mother
407. Father, 26, guard at \$3,000 per year. Mother, 23, goes to school. Three and 5 year old children attend center for \$90 per month. "Wife couldn't go to school, so less income in the end."
475. Father, 45, janitor earning \$5,200. Mother looking for a job. Two children, 3 year old in day care at no cost, also 4 year old. "It advances my child, gives her a chance to get acquainted and learn things she wouldn't learn at home....I would hate to move her--she's used to being active and I wouldn't know where to place her....I couldn't work or attend meetings."
153. Father apparently not working, Mother a teacher aide with \$3,744 net take home pay. Two children 2 and 5--5 year old in day care at \$10 per month. "We would go on ADC."

274. Father, 23, is book handler, mother is housewife. Two children, 1 and 4. Income \$4250. Center used "So my child can be fully prepared when he starts public school and so that I can get things done a little better at home. The center has helped my son tremendously in getting along with others and I would be lost without it. I would have no one to care for them but myself--I wouldn't really know what to do --if I could find a job to help my husband it would be hard because any other family member couldn't and wouldn't have both children for responsibility--I couldn't go to the doctor without taking both children with me or anything else."
477. Father, 22, apparently unemployed. Mother, 21, works as teacher aide at \$400 a month. "Well, I could no longer work because it isn't anyone else I trust my children with--we'd just have to go on aid because I'm going to college at night plus I work days and I wouldn't be able to work."
173. Father, 25, student. Mother, 24, works as a secretary. Income uncertain. One child in day care, \$60 a month. No friends to care for child--would have to stay home and go on aid.
318. Father, 27, janitor's assistant, also going to college. Mother, 27, student. Income--\$2,880. Two children, 6 and 3, in center. Mother volunteers time at center. "I send my child to this day care center to help her adjust to other children and understand that other people can teach her different things. She has become more aware of herself and can do a lot of things by herself that she couldn't do before.I would have to drop out of school--a baby sitter would upset my daughter, seh doesn't adjust to people easy. My husband would have to drop out of college....My daughter enjoys going to school. She would just cry all the time."
276. Father is self-employed exterminator, \$2,880 a year. Mother, housewife attending touch-typing class. Three children age 21, 16, and 5. The youngest is in day care at no cost. "He has really been helped in many ways--learning to get along with other childrens--getting a well balanced diet--he has learned to get along with his mother--he was so attach to me at one time....I would have to leave him with one of my neighbors or stay home and not go to school so I can be prepared to help out."
408. Father, 27, unemployed. Mother, 26, clerk earning \$3,600 per year. Three children 7, 3 and 2 months. Three year old in day care--fee, \$6.00 per month. "I need someone to care for him while I work. Baby sitters couldn't provide the teaching facilities at the center--the teachers give my child the love he needs while teaching him skills he couldn't get at a baby sitter. This service leaves me free to work with peace of mind....If I used a baby sitter he wouldn't learn and if I stayed home my family couldn't live on \$244 a month (apparent unemployment income of husband)."

26. Father, 30, is bagger at \$400 a month. Mother was in training but now has to care for very ill two year old. Other two children (5 and 4) are in day care at no cost. Day care gives child better start for school and parent has more time for care of ill baby.
553. Father, die setter earning \$4,800. Three children 10, 8 and 5. Sends child because she wants to go to school like older children.
572. Both parents, 26 and 25, full time students. Mother also works part time--Income, \$5,040. Children are 7 and 8, with 4 year old in day care--no cost. Child attends center to receive a preschool education and have opportunity to learn social responsibility and at the same time to enable parents to further their education. Mother would have to stop school and this would affect future job possibilities--child would be adversely affected.
159. Mother, 27, is head of household and works as assistant teacher for \$5,050 per year. Father apparently unemployed. Two children, 2½ and 3½ who is in day care at no cost. Sends child to learn to respect and get along with other children. "It would hurt the child itself--they look forward to day care and my child has progressed a lot." If it were not available..! I would have to quit work and go on ADC."
465. Mother, nurse (LPN), \$5,184. Husband unemployed because of illness. Three children 16, 14, plus a 3 year old in day care paying \$50 a month. "I would have to find a private baby sitter which are hard to find. I do not think a private is as good--they can not always be trusted or depended upon--also in a day care center children learn to play with other children and also the value of sharing. ...If I could not use this center I don't know what would happen to the family. --my first two children attended the same center. So, I have always been able to provide for myself without asking for aid....I could not continue to work unless some arrangements would be made for my child. ...Because of this day care center I have never had to think of not being able to work."
54. Father, 40, store clerk, \$350 per month. Mother, 38, file clerk, \$300 per month. Three children, 12, 10, and 5, all in after school day care at \$60 per month. "We have no relatives here and both have to work. If our children can't attend center we would be affected very badly--It will be much harder for us to make ends meet... Mother could not continue to work because there would be no one to look after our youngest child...We might have to ask for Welfare--We would not be able to meet monthly expenses on the \$350 salary of my husband."
446. Father, 33, unemployed. Mother, 33, Optometric assistant. \$375 a month or \$4,500 a year. Four children: 13, 12, 10, and 4 year old attending center(no charge). Alternative would be a baby sitter which would mean child would get no training, be in bad environment, would not have balanced meals and there would be a transportation problem. This would also create a financial problem for the mother because cost of sitter and transportation would come out of her salary.

556. Father, disable veteran, unemployed. Mother has medical problem and is housewife. Their \$6,240 income comes from Social Security and veteran's benefits. Four children: 18, 13, 12, and 3 year old in day care at no charge. Mother does volunteer work there. She says: I send my child to the center because I have high blood and so she can be with children of her own age. The center helps her learn many things I cannot teach her. It will help her when she goes to kindergarten....There would be no alternative is she could not go to the center--she would have to stay home. She is determined to go to the center and she will be affected deeply. She would want to do all the things that she did at school which we could not provide.

58. Father, 30, heat treater helper at \$400 a month. Mother is book-keeper at \$200 a month. Five children--11, 7, and 5, 4, and 3 year olds in day care at \$80 per month. "I send children to center where I will be able to work and help provide a living so I can provide proper clothing and food. So they won't have to miss any time out of school....If the center couldn't take my children I would have to stop working and try to get on welfare--there will be a shortage of food and money for clothing."

Father, 58, Inspector at \$455 a month, mother's occupation not stated. Five children: 17, 16, 15, 12, 7, and 3 year old in day care at \$46 monthly fee. Sends child because of the extremely good care--the child likes it a lot and also fees are adjusted. Other alternative would be private day care which would be too expensive and child would not receive educational teaching she is receiving. The family would probably have to go on welfare.

346. Father, 36, not employed. Mother, CHA resident aide, \$5,520 per year. Five children (11, 9, 8, 5, and 3) all in day care center for \$30 a month. Sends children to center because they are better supervised--get more education than they would at home staying alone until mother gets home from her job. They could never get all of this from any baby sitter. No alternative--can't afford a sitter. Husband is always out and is sick--not able to care for children. If center could not provide this care mother would not be able to work and would have to go back on public aid with less money.

136. Father, 42, laborer earning \$200 a month. Mother, typist, earning \$240 a month. Five children aged 9, 7, 6, 5 and 2--one in day care for \$25 fee monthly. There are no alternatives to care at the center--there is no other person. "We could not survive on one working with prices and inflation. The only other support would be ADC--we have no money--can't live--will starve."

230. Father, machinist earning \$394 a month. Mother in job training--also a diabetic. Five children aged 19, 16, 15, 7 and 5. Youngest in day care center at no fee. Sends child to center because it is very educational--she learns how to get along with other children and is showing signs of expressing herself and showing her ability in art and writing. "It is about the best I have seen for little one and the teachers are very good for them. If she couldn't attend the center I would have to keep her at home--All of my children are in other programs at school and some of their activities would have to be cut off. I would not be able to go to school for job training to better myself."
--Mother

125. Father is laborer at \$400 a month. Mother enrolling in school so she can get a job. Six children aged 15, 14, 12, 10, 9 --and 3 year old in day care at no cost. Use center "...So I can go to school why my other kids are in school during the day. So I can be home with them in evening at night--4 of these are girls--my baby love the day care center so much--since he have been there he is learning very well." If child could not attend this center "It would effect our family badly because he love the school--he will be 4 in December--he has learn so much--I wouldn't be able to attend school....I do not want ADC but would like to work to keep my family myself....I don't know what I would tell my baby happen to his school."
241. Father, punch press operator, \$300 per month. Mother looking for work. Seven children aged 18, 17, 15, 14, 11, 8--and 6 year old in day care. "Day care center have been very helpful it have learned my child how to get along with other kids and help me to understand him better. Also I have more time to look for work and I don't have to worry when he is at the center....I would have to stay home every day with him until he was in school....He would go back like he was in the beginning not getting along with other kids and not learning anything....If he could not attend day care center it would stop me from finding a job. ...My husband would have to stay home with the child if one of the sitter's kids got sick....We might have to go on welfare." --Mother
213. Father, machinist, \$6,000 per year. Eight children, 15, 14, 13, 10, 8, 7, 5, and 2. Five year old in day care at \$40 a month. Mother also works, no pay reported. Child is in center "Because he get to take advantage of the programs that they have to offer...it learn them to get along with other children...give children a early start in life...very good for working mother....You would have to pay a baby sitter and try and teach them yourselves." Mother could not continue to work and pay a sitter for two small children.
86. Father and mother, 44 and 41, self employed earning about \$8,400 per year. Eight children 17, 15, 13, 12, 10, 5, 3 and 2 months. Three year old in day care, no fee. "The reason I send my child to day care is because my husband and I work in the store and we have to keep the child in the store with us and she got tired and sleepy. ...if she couldn't go to the center I would have to try to work with her or try to pay someone and that hard to do with a family like I have--I just don't know because we have a large family an jest going along--might have to ask for a little help from Welfare." --Mother
560. Father and mother both work in factory at \$360 a month each, \$8,640 a year. Nine children, 17, 16, 15, 13, 12, 9, 7, 6, and 4. Youngest in day care at \$80 a month. Child is in center "Because me and my husband work and there is really no one to take care of him at home. So me and my husband decided to send him to a day care center where he can learn something. If he couldn't go I'd probably have to quit work and stay home to take care of him or higher a baby sitter.... It would affect them very bad because there not used to the idea of having a baby sitter take care of them--they would be very disappointed with the cutting of the center....The way it would affect us is that there would be a child kept home from school to take care of him." --Mother



CITY OF CHICAGO
OFFICE OF THE MAYOR

March 13, 1973

Dear Parent:

The director of the Day Care Center where your child is enrolled was invited to meet with me to discuss our concerns and the ways and means by which we can maintain the financial support the center needs.

We thought that the parents of the children enrolled in the center would want to share in these endeavors. You can help now by providing information on the attached form which will show the need for keeping the center open to you and your child.

The information you give will be confidential and only used along with that provided by other parents like yourselves to show how you, your family and your children will be affected if funds for this center and others like it are not continued.

You do not need to give your name on the form but if you would like to sign it the information you give will still be confidential and not shared with anyone else. Those who do sign the form may be contacted by this office or others interested in participating further in projects to continue the day care centers as they are now and in expanding services to other children who need them.

After filling out the information requested, please return the completed form in the enclosed self addressed envelope.

If you have any questions or concerns about how the information will be used, please call Mrs. Patti G. Kemper at 744-7810.

To be useful now, we must have the completed forms returned to us by Monday, March 25th. We will pay the postage if you use the self addressed envelope.

Thank you for your cooperation. I want you to know my interest and concern for the welfare of our children.

Sincerely,

(Mrs.) Murrell Syler
Administrative Assistant to the Mayor
for Child Care
The Mayor's Office of Child Care Services
123 West Madison Street
Chicago, Illinois 60602

MS/ein

MAYOR'S OFFICE OF CHILD CARE SERVICES SURVEY

Parent's Assessment of Need for Federally Funded Day Care

1. Name of Center _____
Address _____
2. What is the monthly take home pay of the head of your household? \$ _____
3. What is his/her occupation? _____
4. How much does he/she spend each month on carfare, lunches, and costs connected with the job (work expenses)? \$ _____
5. What is your monthly take home pay? \$ _____ (If you are not the head of household)
6. What is your occupation? _____ 7. Monthly work expenses? \$ _____
7. If either parent is not employed, are you in school, job training, or another activity for which you need child care services? If so, explain.

8. Do you have any other sources of income? _____
What kind? _____ How much per month? \$ _____
9. How much rent do you pay each month? \$ _____
10. How many people are in your family? (Include parents, children, and any others who live with you and are supported by these incomes) _____
11. What are their ages? _____
12. How many of the children are in the day care center? _____
What are their ages? _____
13. Why do you send your children to this center? (Explain as fully as you can your reasons and the advantages this arrangement has for both the child and the parents)

14. What do you pay for this day care each month? \$ _____
15. How long do you think your children will need care in this center? _____ years _____ months

(over)

16. What other arrangements would you make for the care of these children if you could not send them to this day care center? (if more than one possibility, name them all.)

17. How much do you think this would cost each month? \$ _____

18. How do you think another arrangement would affect your children and the other members of the family?

19. What would happen in the family if your children could not attend the center?

20. Would you and the other parent be able to continue to work? _____

21. How would you and your family be supported if you could not work? _____

22. If the children could not attend this center, would the ability of any other family members to hold their jobs be affected? If so, who and why?

23. Would there be any change in your life style? If yes, explain.

24. Completed by: _____ Date: _____
(mother, father, other person)

-OPTIONAL-

If you would be interested in further participation in a project using this information, please give your name, address and phone number below.

Name _____ Phone (Home) _____

Address _____ At work _____

Zip Code _____

Return to Mayor's Office of Child Care Services, 123 West Madison Street, Chicago, Illinois 60602

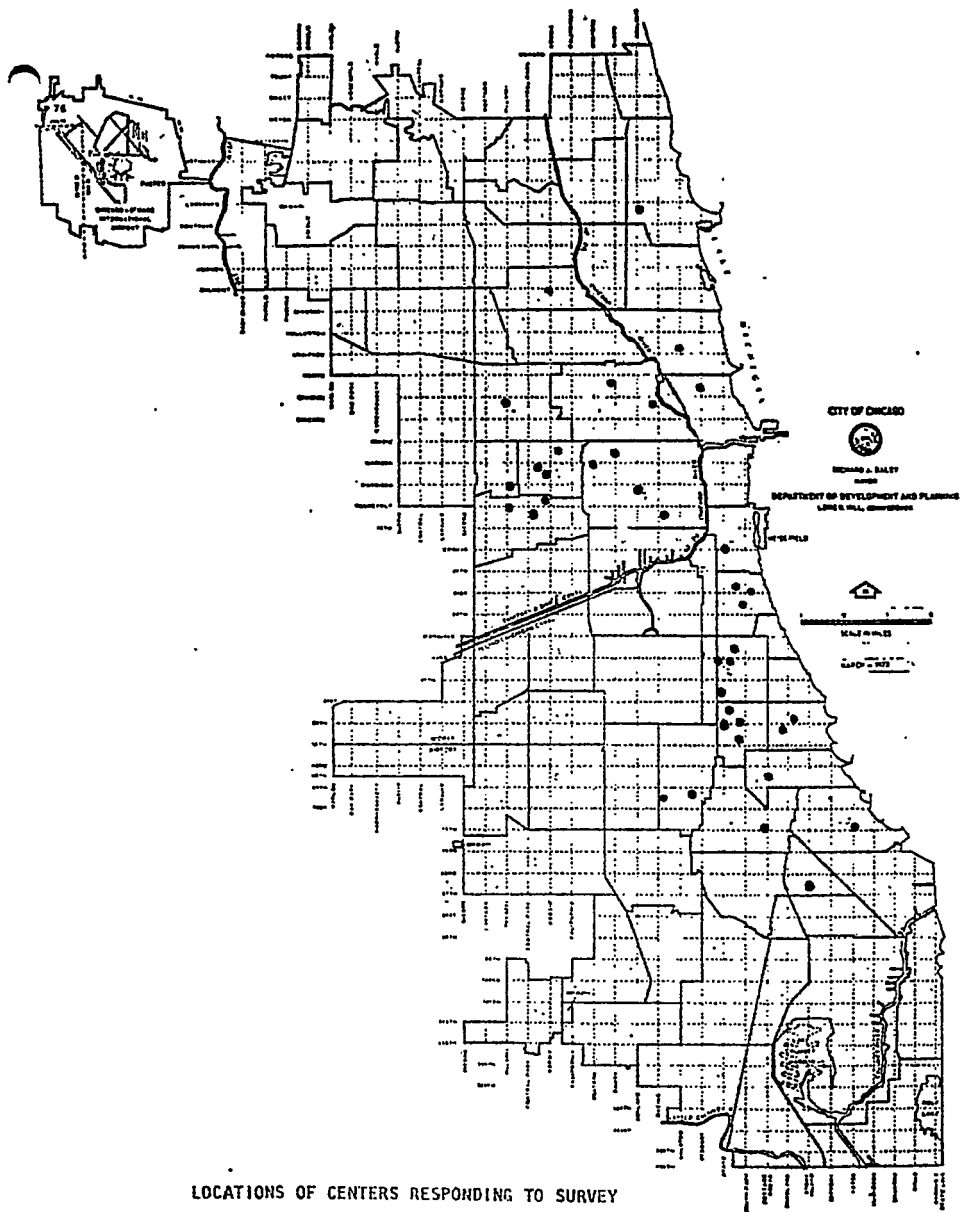


Exhibit No. 49

The
Woman Question
in
Child Care
(A Position Paper)

Prepared by

The Day Care and Child Development Council
of America, Inc.

"If the intelligence is the only true and rational basis of government, it follows that that is the best government which draws its life and power from the largest sources of wisdom, energy, and goodness at its command. The force of this reasoning would be easily comprehended and readily assented to in any case involving the employment of physical strength. We should all see the folly and madness of attempting to accomplish with a part what could only be done with the united strength of the whole."

Frederick Douglass
(on "women's rights")

ACKNOWLEDGEMENTS

Special recognition to our Executive Director, Mr. Theodore Taylor, who struggled to put together the foundation upon which we were able to build.

Special thanks to the women of DCCDCA and the Somerset County, New Jersey community who critiqued and gave valuable suggestions and direction.

1

foreword

Since the beginning of mankind there have been groupings of women, men, and children from whom families and communities have emanated, and by whom the economic, social, educational and political characters of these communities were shaped. In the early periods, women and men contributed equally to the functioning of their families and societies.

Roles changed as technology advanced, and women moved from their role as vital, contributing members of the economy and accepted that of surpluses to that economy. Family function took on such characteristics that units were no longer working together in harmony for a common good of families and communities, but were sucked up into individualistic struggles for economic advancement or merely a limited survival.

Women of our world today have been lost and/or distorted in the vital process of building families, communities and societies in which they live, and have become mere tools used to stabilize an economy. Some of us (men and women) have become conscious of this and demand liberation of the vital female
6 half of the world.

The Council supports this thrust for liberation and believes that it will be achieved via several avenues. *Child care is one of the most essential*, for not only is it a source of development for the children; it also frees women to become productive contributors to a process which will facilitate the development of themselves, their families, communities and country.

Thus, although primarily concerned about our women's need for child care, this position paper has emerged as a mirror of the state and needs of our families, communities, and country as well.

It is presented as a challenge to child care advocates, male and female, across the country, a challenge which we hope will see the gearing up of resources, directions and minds, for the task which lies ahead in the coming four years.

The Council offers this challenge to those who have the courage to join the struggle to insure within the next four years the emergence of a universal comprehensive child care system as part of the services that our government(s) provides to its people.

Mamie Moore

Associate Director

Minority and Women Affairs

2

introduction

For one newly exposed to the topic of child care, it would seem that there have never been services such as day care publicly provided for anyone except welfare families, and that this type of service was given for the first time within the past decade.

On the contrary

full-day care programs, as contrasted to half-day nursery schools, have been provided in periods of economic stress—during World War II and the Depression when women were required in the work force. These programs were created primarily as a service to the corporations which needed woman-power, not as an educational and social opportunity for children. Although wartime day care centers often became educational opportunities for children, their rapid closing following World War II was a clear indication that these centers had not been organized primarily to benefit children or even to liberate women. Rather they had been organized to facilitate the carrying out of needed production.¹

7

Recent times have once again seen the women of our nation attracting similar attention by virtue of the movement highlighting the oppression of women. The national attention given to child care has become more pronounced by President Nixon's veto of a comprehensive child care bill in 1971. This situation received attention primarily on the presidential charge that passage of the bill "would commit the vast moral authority of the National Government to the side of communal approaches to child rearing over against the family-centered approach".²

1. Elsie Adams & Mary Brisco, *UP AGAINST THE WALL MOTHER* (Beverly Hills, Calif., 1972) p. 269.

2. Office of the President, *ECONOMIC OPPORTUNITY AMENDMENT OF 1971-VETO MESSAGE (H. DOC. NO 92-48)* (1971).

However, the history of this bill had some longevity and its full impact can only be understood when placed in its proper framework.

This framework can most adequately be described by a statement from a recent study in child care with a subsequent report emanating from the National Council of Jewish Women under the direction of Mary Dublin Keyserling, former Director of the Women's Bureau of the U.S. Department of Labor.

Six million children under the age of six have working mothers. Most of them work for compelling economic reasons. About a million of the children whose mothers are employed are in poverty; another million are in families living close to the poverty line. Most of the families of these two million children would be on welfare if their mothers weren't earners. Only a very small percentage of the children whose mothers are employed now benefit from developmental day care services. The large majority are cared for in their own homes or the homes of others and most of them receive only custodial care. Well under ten percent are enrolled in licensed day care centers. Of the centers visited by NCJW members, only about a quarter provided developmental care including educational, nutritional and health services, the essential components of quality care. Survey participants found that there are too many children of working mothers who are grossly neglected; latch-key children on their own, children who went with their mothers to their places of work because no other arrangements could be made for them, children in day care centers and homes of such poor quality that the children may suffer lasting injury. The first five years of a child's life are the period of the most rapid mental, personality and physical growth. Deprivation in the early years can have disastrous effects. The number of children of working mothers in need of care has been rising considerably, more rapidly than the supply of services available.³

It is now common knowledge that the number of employed mothers in the U.S. exceeds twelve million. The employment of women at once breaks up the family—the so-called "compact American family" portrayed on radio and TV which projects a false and idealized image. Basically, realistically, a family is a group comprised of one or more adults and one or more children, all of whom share (a) a common shelter, (b) a common thrust for survival. Whatever more we may wish for such a group, such as productive interdependence with its community, the basic individualized survival level is where every family in America currently finds a common definition. The NCJW report continues: "most mothers of little children work because of economic pressures. Facts reveal that where the husband's income is less than \$7,000, thirty-six percent of the wives were in the labor force. Twenty-one percent from families in which the husband earned ten thousand or more worked."⁴

To make the point more clearly: The projection of women in the work force and the important part that our women play in the process of production outside the household actually creates a new economic foundation for a higher form of family functioning and relationships between men and women. Real (as opposed to idealized) families will only be "disrupted" by women's employment if inflexible and destructive social forms act adversely upon them.

3. Mary Dublin Keyserling, *WINDOWS ON DAY CARE* (New York, 1971).

4. *Ibid.*, p. 12.

Therefore, most certainly, it demands a serious effort in our country to alleviate the crisis in families of working women and change the oftentimes dangerous and destructive situations into which children of these families are placed.

Cognizant of this crisis, the Day Care and Child Development Council of America believes that quality child care services are a right:

- of every child
- of every parent
- of every community.

The goal of the Day Care and Child Development Council of America is to promote the development of a locally controlled, publicly supported, universally available child care system through: **PUBLIC EDUCATION**—to mobilize public opinion and resources in support of children's programs. **SOCIAL ACTION**—to assist in formulating public policies which will result in well-planned, adequately funded, and well administered programs responsive to local needs and aspirations. **ASSISTANCE TO LOCAL COMMUNITIES**—to help citizen action groups and service agencies meet their community needs. Society is obligated to support the realization of human potential. Thus, child care services are a fundamental right for:

THE CHILD—they provide children with opportunities to develop their full capacity as human beings during their crucial early years. **THE FAMILY**—they provide parents with real choices about employment and other activities outside the home. **THE COMMUNITY**—they provide one of the essential elements for improving the quality of life of the community.

WE BELIEVE that America needs a coordinated network of child care and development services which:

- are available to children of all ages from conception through youth, to families from every kind of economic and social background and to every community, with priority to those whose need is greatest.
- are available through a wide variety of different types of programs and during all of the hours of the day and time of the year that children, families and communities need them.
- have the full range of components required to promote the intellectual, emotional, social and physical growth of the children they serve.
- insure parents a decisive policy role in the planning, operation and evaluation of programs which determine the environment in which their children live.
- place the major responsibility for planning and operating child care and development services at the local level.
- reflect and build on the culture and language of children, families and communities being served and enhance the distinctive features of the child's culture.

WE BELIEVE that child care services should be publicly supported. The financing of quality child care services is a costly undertaking but the most prudent of long-term investments. The nation's priorities must be reordered to provide the resources necessary for universal services.

WE BELIEVE that child care services should be a public, social utility whose cost must be shared by the entire community much as we now pay for essential police, fire and public school services.

3

Women, the family and the social order

The oppression of women across this globe has been highlighted for the past hundred years. In the more recent period we have seen it reach a peak unknown in our history. Although the movement has taken on tones more directed towards economics and racism among the poor, working poor and minorities, women of the upper income levels also suffer from this oppression in the form of social, educational and political "retardation."

It is the position of many of the Black, Puerto Rican and Chicano and Indian women that their history or condition cannot be written into one block as herein described. Given that the cultural evolutions of women of these groups take different cultural directions however, the question of their economic conditions emanates from a society with one economic system. We, therefore, see that women of all races suffer from this economic system, and are to one degree or another victims of its oppressive tactics. In many cases, minority women are used as tools against economic development for women of the White race. It is important to the struggle for liberation that we recognize this approach to separation or divisiveness which prevents us from dealing unitedly with a common element of oppression.

Whatever our cultural setting, given this exclusion of women, we live in a society which is unable to reap the benefits of having every person (man, woman and child) an equal contributing member, helping to build, shape and mold the direction to meet the needs of a total people. We are not able, at this point, to define our society as one which has as its focus development of conditions which nurture *human* development at all levels.

Within the United States there exists a dichotomy around the question of the roles of women: the traditional and obsolete ideology that women and children belong in the home versus the economic necessity which finds four million women with preschool children, in the work force.

For mothers, there is naked anger that in a society which gives lip service to family life they are forced by economic pressure to give up the full time mothering to which they feel committed . . . For still other mothers, the opportunity to work provides a personally satisfying way to actualize their own potential, to provide economic resources for their family and to make significant contributions.

All families with working mothers share a common concern, how to provide their children with wholesome care while parents are at work.⁵

Given the nature of this situation, what are the conditions for families, in particular for women and their children? To answer this question, it is important for us to be able objectively and realistically to examine more closely the picture of the family and its relationship to its children.

In his veto message of the Comprehensive Head Start Child Development bill in 1971, President Nixon stated that "there is a respectable school of opinion that this legislation would lead toward altering the family relationship, (that it) would commit the vast moral authority of the National government to the side of communal approaches to child rearing over against the family centered approach."

We are of the opinion that this position of the President was based upon the standards of the affluent and ultrarich family, or the industrialist family which he supports. However, even here, there has not existed a real "family-centered" approach to child rearing. Everyone knows that this family has always had nurses, camps for the summer, boarding schools for the winter, and in between housekeepers or a governess to mind its children. Secondly, the women of these families, stripped of roles as productive members to the economy, have no avenue for continued development. Thirdly, the children, experiencing the contradictions of altered roles, become victims of confusion.

The situation of the poor, working poor and working families with median incomes (of all races, ethnic groups) is distinctly different. The circumstances of economics which force both parents to move into the labor market create the conditions which destroy the family: alternating shifts of work which find fathers working days, mothers evenings, and both passing each other like ships in the night. Pressures of work produce substandard incomes making it impossible to meet economic needs of families, discourage and dishearten mother, father and children to the extent that there are domestic quarrels and the inability to fulfill domestic duties to their satisfaction. There are the worries about whether or not there will be enough money for the next meal—a job found tomorrow.

Conditions of single women at any economic level create double problems for parent and child, for not only must they bear the weight of family economics, they must also provide an avenue for interaction with their children. CERTAINLY NO ROSY TELEVISION DREAM FOR THIS FAMILY IN ANY WAY, FORM OR FASHION. In sum, the existence of a family in which members are (1) able to enjoy equal male-female relationships, (2) have children and enjoy raising them, (3) gain knowledge, (4) do creative work, (5) participate equally in the development of their communities and country and (6) just enjoy life without suffering and disadvantage is difficult if not impossible to attain.

It gets down to the fact that the social order renders family life almost impossible for the poor, working poor and middle American and certainly contradictory for the affluent. The children and parents of all these families stand the chance of becoming dregs on our society rather than productive members. In the

5. Sargent Shriver, *THE FAMILY* (Lansing, Michigan, 1972). p. 3.

face of these facts, the presidential position on day care becomes elitist clap-trap about the family and education, about the hallowed co-relationship of parent and child, based upon faulty assumption and fantasy.

THE FACT IS THAT WITH ECONOMIC ADVANCEMENT OR SURVIVAL PLACING RIGID DEMANDS ON FAMILIES, ALL TIES ARE TORN ASUNDER: CHILDREN AND PARENTS ARE TRANSFORMED INTO SIMPLE ARTICLES OF COMMERCE AND INSTRUMENTS OF LABOR. OUR WOMEN, BY VIRTUE OF RELEGATION TO SECOND CLASS CITIZENSHIP, FORM ONE OF THE GROUPS TO SUFFER MOST UNDER THIS SYSTEM.

4

women and the labor force

Special consideration must be given the situations which involve employed women and their children, particularly as this relates to day care, for the most rapid increase in labor force participation in the past decade has occurred among mothers of children under six.

"This group showed a gain in labor market participation of over 60 percent during the past decade, with the result that now almost one-third of such mothers work. Women now account for 37 percent of all workers; approximately one out of two adult women are in the labor force. Most women who work are married and most of these married women workers have children. About one out of three women with children under six are at work."⁶

About 32 million women are in the labor force; they constitute 38 percent of all workers. Minority women in the labor force number 4.1 million; they constitute 44 percent of all minority workers.

About 3 out of 10 Black families are headed by a woman; almost 3 out of 5 poor Black families are headed by a woman.

Fifty-six percent of all Black women workers are not covered by Fair Labor Standards Act.⁷

Among the 4 million women of minority races who were workers in March 1971, slightly more than half (51%) were single, divorced, widowed, or separated from their husbands, and nearly a fifth (18%) were wives whose husbands had 1970 incomes below \$5,000. In fact, only 20% of all women workers of minority races were wives whose husbands had incomes of \$7,000 or more.

About a fourth of all women family heads were Black: the median family income of such families in 1970 was \$3,576, as compared with \$5,754 for families headed by a White woman.⁸

15

6. Robert W. Smuts, *WOMEN AND WORK IN AMERICA* (New York, 1971) p. IX.
7. U.S. Department of Labor, Employment Standards Administration, Women's Bureau, "20 Facts on Women Workers" (Washington, D.C.).
8. U.S. Department of Labor, Employment Standards Administration, Women's Bureau, "Why Women Work" (Washington, D.C.).

Add to this picture of an overwhelming force of women at work expectation that there will be vast expansions in the coming years based upon: (1) mandatory work provisions for welfare recipients (Talmadge Amendment—WIN); (2) passage of Title VII of the Civil Rights Act which prohibits discrimination in employment, (3) the thrust of the women's movement which is demanding equal opportunities for men and women of a family to participate in active parenthood and gainful employment; (4) the increased manpower needs and consumer demands of our growing economy.

In essence, we have a situation that has created an economy which is more and more dependent upon the productivity of women:

The United States is far down the road where women will once again be closely involved—as they were in agricultural societies—in the production of goods and services.⁹

The subsequent increased female participation in the work force has not been paralleled by increased availability of child care services (day care, after-school care, 24 hour care, infant care). As a result, we are now facing a widening gap between the number of children of employed mothers and the number of available child care services.

As of July 1969, there were 22 million children aged 5 and under. In 1969, there were 4.5 million children under 5 years of age with mothers in the labor force. It has been estimated that day care in licensed centers and family homes is available for only about 640,000 children. It has also been estimated that those who need such services total 8 to 10 times that number. In addition, there is a great need for after-school day care programs for children of school age.¹⁰

The inconsistency of this scene is aggravated by the lackadaisical attitude of employers in all categories towards the needs of the women they employ. Some even remain totally oblivious to the problems surrounding the conditions in which women must place their children while at work. In addition, the relegation of the majority of women to occupations in business and industry which pay low-level wages prevents even the purchase of satisfactory child care.¹¹

9. *Ibid.*, p. XVI.

10. U.S. Department of Labor, Women's Bureau, *DAY CARE SERVICES: INDUSTRY'S INVOLVEMENT* (Washington, 1971), p. 6.

11. Smuts, *WOMEN AND WORK IN AMERICA*, p. V—XVI.

5

child care as a liberating force

The controversy over the movement for a comprehensive child care bill has begun to generate the misconception that day care and child development advocates, feminists and others are out to "sovietize" our children (or to replace home education with social education). Certainly, to examine logically the basis for the thrust for child care, we must look more broadly than this, beyond the rhetoric of scare tactics.

The first place to raise the question of the effect of child care is clearly within the area of education itself. For the past 100 to 150 years, the people of the United States have relegated the education of their children from the ages of five through eighteen to "parent substitutes"—i.e., they have involved them in a form of social education. With this approach, children's education is determined by the social conditions under which we educate, by the intervention of society directly or indirectly: by the public educational system. Certainly, this has not allowed for an influential role for parents in determining their children's education.

17

What in fact the comprehensive child care advocates are about is the juxtaposition of possibly restricted efforts in home education with a social education which *includes* parental influence *prior* to the traditional public school age.

Group child care, in contrast to the more isolating private home environment, has the potential of providing an environment in which children will have more opportunity to develop social sensitivity and responsibility, emotional autonomy and thrust, and a wider range of intellectual interests.¹²

According to Margaret Mead, crosscultural studies suggest that adjustment leading to a productive life is most facilitated if the child is cared for by many warm, friendly people, so long as there is continuity with a mothering person (1954)¹³

12. Adams, UP AGAINST THE WALL MOTHER, p. 271.

13. Day Care and Child Development Council of America, Inc. A COMPILATION OF ARTICLES FOR CHILD CARE REPRINTS VOLUME I (Washington, 1970), p. 19.

Working families are beginning to demand care services, not so that they can take time out for elaborate vacations, but because they must work. Without this type of supportive service, the family in real truth will be broken up inevitably, for with the lack of child care facilities, many of these children will end up at very early ages in the streets, in detention homes, on drugs, and then in prison. (It is important to note that the contradictory lives of affluent families provide the media for a similar fate for their children).

The child's right to quality day care is not a panacea for all the problems families face, yet it should be viewed as part of the supportive community social services.¹⁴

Within the realm of the unemployed, there is a potential for the creation of a brand new and progressive work force:

If the number of working mothers of children under the age of six increases at the same rate between 1970 and 1975 as between 1965 and 1970, about a million additional working mothers will be struggling to arrange for adequate child care.¹⁵

If there are not existing employment opportunities for these women, child care programs can become the vehicle for the creation of jobs.

It is a known fact that a child care program serving 60 children is capable of providing employment for approximately 10-20 persons of professional and nonprofessional background. There exist within our communities students; unskilled, (and skilled) one parent families; ghetto and middle class addicts; people who are disenfranchised and have not found a means of becoming productive, contributing members of our society.

There exist large numbers of unemployed, skilled, professional teachers (B.S., B.A., etc.) and they are the forces that we could draw upon to become the trainers and professionals for that child care work force.¹⁶

Within this spectrum of potential child care workers are women, men, elderly folk and teenagers, broad economic circumstances, educational background and racial make-up.

The child care programs themselves are only one avenue by which employment needs can be met. Programs utilize a vast array of supplies, materials and equipment: paper products, wood products, educational materials, chairs and tables, films, etc. Thus, there is the potential of increased industrial operation around the production of the resources which programs need to function, a shot in the arm to employment opportunities for women and men alike.

The thrust of women today for a social, economic, educational and political "freedom" is a proper thrust. Proper from the standpoint of broader questions than just woman's liberation. Accepted or not accepted, the situation in which we find ourselves in this country today is one in which oppression of women, children, minorities, poor, aged, etc., has become the usual rather than unusual. The acceptable, rather than unacceptable. The tolerated, rather than intolerable.

The woman who is confined to housework only, is crushed, strangled, stultified and degraded, because her role does not allow her to affect the economy of the world in which she lives, does not allow

14. *Ibid.*, p. 19.

15. Keyserling, *WINDOWS ON DAY CARE*, p. 17.

16. Day Care and Child Development Council of America, Inc. *MID-YEAR LEGISLATIVE ANALYSIS*, (Washington, 1972), p. 7-8.

her to participate as an economic equal with her mate. Movement of all women from the sterile, nonproductive role orientation of housewives is a must if we are to tap the wealth of talent and potential that lies within this force for the creation of a universally available, publicly supported, locally controlled, comprehensive system of child care and for the liberation of all oppressed peoples.

As long as any women remain in servitude, no one can be liberated. 'Women's Liberation' is today not a reality but a goal. At present we are all, women and men . . . prostituting our bodies and minds in a culture which allows rich to exploit poor, white to exploit colored, men to exploit women. In demanding an end to the exploitation, women are rejecting a system which allows one group power over another group's destiny.¹⁷

This is not to say that the role of women within the home should be banned. It is to say that while this domestication of women lends itself to the perpetuation of systems of oppression of people, where women are cut off from being concerned about the ills of their society, we are obliged as a civilized nation of people to seek changes, for this is certainly a social illness.

Child care provides us with an opportunity for innovative means of correcting old social illnesses. Child care can become the institution for the re-education of men, women and children, and it is the women primarily who must undertake the work of building these new institutions. This done, women will begin to realize the transition of their position from one of "the second sex" or "weaker vessel" to that of productive equality. Child care is a means of doing away with the inferior status of women as mere instruments of production and as the coal tenders and keepers of the home fires.

17. Adams, UP AGAINST THE WALL MOTHER, p. XIX.

6

conclusion

The Tone of the Nation

The failure and shame of this nation in its neglect for its children and oppression of its women will be felt for many years to come. For not only did we fail to develop a system of child care, but the last legislative hope, the one single piece of federal legislation that was open-ended, the Title IV-A amendment to the Social Security Act, was closed out with a 2.5 billion dollar ceiling. Not only was it closed out, but it was tacked on to a revenue sharing bill which bought off mayors and governors, blinding them to the hoax that was played on both them and their people.

21

The governmental bodies of this nation, from the federal to the local levels, have turned their eyes not only from the child care needs of the nation, but from social services for all the people in need of them. They have begun to pit the American people against each other using an old approach: the deserving poor versus undeserving poor; the work versus the nonwork ethnic, lazy niggers against the hard working Whites, and on and on.

The average American family (attempting to meet *its* needs for food, clothing, shelter, basic health care, etc.) is oblivious to the conditions of the truly needy within our country. More importantly, they are so caught up in a standard based on economics and materialistic orientations that they are unable to recognize the responsibilities of their government to assist them and those less fortunate than they in becoming equal recipients of the fruits of our society. Child care has been presented to them as a *welfare luxury*.

What a government does, or does not do, deeply affects every family within its jurisdiction.¹⁸

18. Shriver, *THE FAMILY*, p. 1.

The poor and working poor who need child care are unable to become fully involved in this struggle at this point. They are unaware of child care as a right, immersed in attempts to survive or ignorant of the benefits that child care can reap for them, their children, total families, communities and country.

There are those from Congress, women's groups, civic organizations, welfare organizations, child care programs (providers and consumers), low middle and upper income, affluent, Black, White, Puerto Rican and ethnic groups of all descriptions who see the validity and necessity for a universally available child care system in order to develop women, men, children, communities and a nation. However, they too are hampered by weaknesses, some more serious than others:

1. Fragmentation of efforts (organizationally, racially, etc.)
2. Ego struggles over who will be the most important in the eyes of the administration in the field of child care.
3. Lack of resources to provide actual services or to carry out the tasks of providing assistance to needy child care units or to educate the American public to the crisis of its children.

Industry has only a passing interest in the availability of child care services to its thousands of workers, and unions of industry have been slow to place child care as one of the contract terms for better working conditions.

Women are the majority in all categories except that of government, but they have yet to walk to the forefront and take their rightful place as the leadership of this most vital issue confronting our nation, not only today but for many years to come.

What is to be done?

Some have charged that the legislators and lawmakers are confused and don't know what to do. Others say that the election of a different president would guarantee a system of comprehensive child care. We hold with neither point of view. We propose that a system of child care is only possible to the extent that we organize our constituencies from the grassroots to the top and develop in the next four years a coalition that transcends class, race, and sex into a movement second to none in this nation. 23

There will have to be some whose responsibility is to gather facts and information at the federal level and disseminate this information to the local community level. The staff, the parents, the paraprofessionals, the social workers, must carry the issue of child development and all that that means into every nook and cranny in this nation. We must do a massive campaign of raising the ideological level of our people to the extent that they will not tolerate another defeat of a bill or the curback of services for their children and thus, the continued oppression of our women.

To the women specifically: Those who find that their roles at home are satisfactory and fulfilling for them, must reexamine their position of isolation from the conditions of the world in which they live, for their children, families, and communities cannot escape the ramifications of a passive, sick society.

Those who are already a part of the women's thrust must examine the extent to which it transcends racial, economic and sexual barriers, and where they are found wanting, be bold enough to strike out for change.

Those who are in comfort, productively contributing to the economy of our country, and yet unprepared to address themselves to its weaknesses, must reexamine this position, for like an infection in one

part of your body which can infect the whole, where there is oppression of other women, you too stand to become (or already are) victims of the same oppression.

To those minority, poor, working poor and moderate income women who feel that the women's movement as it presently exists is not your cause, we say: ALL STRUGGLES AGAINST OPPRESSION ARE THE CAUSE OF THE OPPRESSED! Be bold enough to take the wealth of experience that your oppression has provided and mold this struggle so that its concern becomes truly representative of all oppressed peoples.

To the men: Examine your present position on the role of women as it is defined in our society. Where you find prejudices, struggle to change them. Where you have not been prepared to relate to the growing needs of women, be flexible enough to become a part of their struggle and accept their leadership.

THE PLAN

Consumers and Providers

Despite the cutbacks, we still have centers. Center directors must reassess their budgets to place as many people as their budgets will permit on community organization. Centers must educate their staffs and parents to the highest degree possible. They must know every statistic in the field of child development. They should know *why* day care, *how* day care, *what* day care, and *for whom* day care. They must develop the fullest level of consciousness possible around the issue of day care. This information must then be transferred to the community level, in PTA's coffee klotsches. Time must be bought or won on television, radio, news ads and just plain over-the-back-yard-fence discussions.

24 Coordinating Bodies

Coordinating bodies such as 4-C's, day care and child development associations of all descriptions must begin to meet immediately to lay out plans for a long range projection, covering at least two years, that will provide: first, for a strong membership base, and second, for the development of local resources to employ one or more organizers. Such bodies should see their responsibility as forming an advance guard for the protection and the development of the local centers' staff and parents. They must develop ties with state bodies, including parents' organizations, and begin cultivating relationships with positive legislators and exposing (if educating fails) those whose negativism and backwardness is destructive to the cause. They should be engaged in the work of identifying funds and resources, both private and federal, and the integration of other services at the center level.

Women's Organizations

All women's organizations should move immediately to come together to discuss the questions of women in child care, and from that base lay out plans for a long range projection, covering at least two years, which would focus attention on

- politicizing organizational positions on the child care question;

- providing for an educational plan to begin to recruit women from minorities and working units for involvement in the struggle for child care;
- identifying resources which would enable hiring an organizer whose role, as a central person for all women's groups on the child care issue, would be to implement child care plans for education, T/A to local groups on the factors of women's needs in child care, movement with industries and/or unions to begin to educate them on the need for child care and begin to move them towards the evolution of such services; laying out plans for alliances with other organizations of minds on the question of child care.

Unions

Unions which have not already become involved in child care should move at their very next meeting to place this question on their agendas. Discussions should move to develop a plan towards establishing child care as part of the union negotiating terms. Where there is limited awareness of the issue of child care as it relates to the working mothers, plans should be made to conduct educational programs, lobbying efforts, surveys of workers to assess needs, etc. Specific goals in the area of child care should be laid out which include timetables for funding and establishing comprehensive child care services.

Industry

Industries should move immediately to assess child care needs among their employees, while at the same time gathering information on the manner in which they can participate in meeting this need. Employee meetings should be called to discuss this issue. This thrust should be in conjunction with the union membership so that there is a sharing of directions, needs, plans, etc. Where the need emerges as a critical one, definite plans (with timetables) should be established for the implementation of such supportive services.

Only when all these units, centers, coordinating bodies, women's organizations, unions and industries are able to comprehend the broader picture, to look beyond their own immediate interests, and to come together, willing to work cooperatively, can our goal of quality universally available child care be actualized. Further, when that coalition becomes a reality, quality universally available child care and all its social and economic implications for women and men, their families, their communities, and their country, will be an inevitable result.

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[NOTE: PHOTOGRAPHS OMITTED]

Exhibit No. 50

Birthday Parties Are For Kids



Child Care '76



**Join Our Bicentennial
Commitment to
American Families**

What Is Child Care?

Child care is a family plan. It extends the parents' care while they are at work; it enables them to build more secure homes.

Child care provides a secure environment where children of working parents receive good food, companionship with other children and caring adults and stimulating activities vital to developing minds and bodies.

Child care supports the healthy development of the future citizens of America so that they may fulfill their parents' and their country's highest hopes for them.

Who Needs It?

Over five million American preschool children.

Millions more, over the age of six, would benefit from after-school programs.

American parents have always worked—mothers *and* fathers.

Today women make up nearly half the paid labor force in America.

Our nation's economy would collapse if either parent stayed home to watch the children.

Meanwhile, American children are growing up without proper care and attention—in the streets, with keys tied to their necks, locked alone in empty apartments or with unreliable babysitters.

Not because parents don't care, but because there is nothing else and bills and taxes must be paid.

BIRTHDAY PARTIES ARE FOR KIDS

Why Don't We Have Proper Child Care Services?

The American family does not have powerful lobbyists working for it.

In spite of our complaints about wasteful spending of our tax dollars, nothing gets done about it.

How Do We Get Needed Child Care Services?

Remind the lawmakers that we—the people—expect something in return for our taxes.

Decent services for our families and children are a start.

America's Promise

By 1976 you can be a Founding Parent of a new era for America—an America based once again on the family.

The American family has served us well. Don't let it disappear!

Join With Us

Between now and Mother's Day 1974, the Child Care Declaration (see back cover) will be signed by millions of concerned citizens in a nationwide door-to-door campaign.

Let our elected representatives know!

The American family needs child care.

OUR KIDS: CHILD CARE '76



Child Care Declaration of Rights

We hold these truths to be self-evident, that all children are created equal, with certain God-given rights which cannot be taken away, among which are life, liberty and the pursuit of happiness,

That children are not able to defend or maintain these rights by themselves,

That the American family is responsible for securing these rights for its children,

That many parents, single or together, must work to provide for their family's welfare,

That their earnings are seldom sufficient to pay for needed child care while they are at work and away from home,

That even while parents strive to discharge their duty to family and country, *five million preschool children suffer daily from a lack of quality care and attention,*

That to protect the future of America's families,

BE IT RESOLVED that we, the citizens of these United States, stand in support of efforts by every sector of our society to achieve community controlled quality child care services for all families who need and want them by the 200th Anniversary of the founding of this nation in 1976.

I want to add my signature to the Child Care Declaration:

(signature)

(address)

(city, state and zip code)

I would also like to gather signatures in my neighborhood. Please send me information and materials.

Return to: **Child Care '76**, Suite 1100, 1401 K Street, N.W.
Washington, D.C. 20005

Birthday



**Parties
Are For
Kids.**

Child Care'76

**A Bicentennial
Commitment to
America's Families**

Child Care '76
is a public education campaign
of the
Day Care and Child Development Council of America, Inc.
1012 - 14th Street, N.W.
Washington, D.C. 20005

Child Care Declaration of Rights

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BE IT RESOLVED that we, the citizens of these United States, stand in support of efforts by every sector of our society to achieve community controlled quality child care services for all families who need and want them by the 200th Anniversary of the founding of this nation in 1976.

Child Care '76: Preamble

As we approach our 200th birthday as a nation, we shall want to reflect upon our Declaration of certain God-given rights, among them the right to life, liberty and the pursuit of happiness. We should recall the basic premise of the Bill of Rights: that rights flow from the people—are inherent *in* the people—and it is the chief purpose of government to secure these rights. We must not forget that Jefferson himself said that Americans are entitled to many rights they had yet to discover and assert for themselves in the years to come. Finally, we shall have to remember the promise America made to its people 200 years ago—and that people's lives change for the better when they begin to raise their own expectations of what that promise should mean.



We are unique in our history and our composition as a people. Almost all of our families originated in other lands, basing their chances for freedom in this new land on its promise of the worth of individuals and their rights under a democratic system. This system is still in process; it has yet to realize the responsibility it undertook 200 years ago. Our goal in the next few years is to recommit, rededicate ourselves to the fulfillment of this basic democratic principle in keeping with our common legacy.

For there remain today minority groups of every description, every heritage: Blacks, Puerto Ricans, Chicanos, Native Americans, Appalachian Whites and more who cannot testify to the strength of our history, for their strengths are pitted against hunger, deprivation and oppression in America and they stand silent among the jubilant shouts as we approach our 200th birthday.

There is another minority in this country: *CHILDREN*. Larger than all, encompassing all. The children of this nation are the most precious of all of our resources. It is the children of this nation who will inherit the responsibility to mold and remold the democratic principles passed from generation to generation. It is our responsibility to give them guidance and preparation: for war or peace, for hunger and deprivation or for health and hope, for drug addiction and juvenile delinquency or for careers predicated on the needs of our institutions and their development—for the strengthening of our democratic ideals or their destruction.

A belief has arisen that the American Revolution is over. This is so far from being the case that we have only finished the first act of the great drama.

Benjamin Rush, 1786

There are six million children under 6 in America today whose mothers work to support them. Millions more with both mother and father at work to make ends meet. Yet there are barely 900,000 licensed child care openings available to meet this crushing demand. Even these few, often meager and inadequate services face drastic reductions and possible extinction. Older children too need safe fulfilling activities when school is over. And all children need health care, good food—a wide range of services essential to their well-being and their families'. In too few places can they find the help they seek; too often its cost is prohibitive. *Are young citizens less equal than others?*

The people retain rights not here enumerated. The enumeration in the Constitution, of certain rights, shall not be construed to deny or disparage others retained by the people.

Article IX

U.S. Constitution, Bill of Rights



American families must examine the 200th birthday of America in the light of these glaring facts. The Constitution and Declaration of Independence are the guiding lights which set the tone for the distinction between us and any other nation; that we in our totality are the guiding light for the children of American families. But there has been no piece of legislation in the history of our nation that has provided the necessary resources to create new institutions and strengthen our existing institutions to respond to our citizens' pressing need. American families have no advocate in Congress working for them. The only advocate that our families and children will have will be the one we create ourselves. To aid them in their task, the Day Care and Child Development Council of America has launched a nationwide campaign to arouse millions of citizens to assert once more the principles of our Founding Parents: the inalienable right of all children to grow and thrive in a democratic republic.



We the people of the United States, in order to form a more perfect union, establish justice, insure domestic tranquillity. . . promote the general welfare, and secure the blessings of liberty to ourselves and our posterity, do ordain and establish this Constitution for the United States of America.

*Preamble
Constitution of the United States
of America*

The Strategy of Child Care '76

The American people have been a great people, a people with the ability to renew their strengths and to come back. Somehow, however, they have been led to believe that what they have now is the best that they can get and that the sacrifice of the tools and resources they need for their children is somehow in their best interest. This amounts to a denial of their basic rights. The reaction of many to this denial is to doubt whether the democratic system can work. To do this is to allow the opposition to seize the high ground and to push the needs of American children and families off into the marsh sometimes described as left of center.

The climate in the country today is one in which child care services are seen amid a mass of confusion. To the average family who has not had the time to do an indepth analysis, the terms "radical" and "communalizing" have tended to confuse rather than help. There have been arguments put forth to circumvent legislation for children and families that such services would be destructive of American family life.

The key to hold to is never to allow anyone to steal your flag. The history and future of America is and has always been in the possession of its people. Our task in CHILD CARE '76 is to activate awareness of that fact in the American citizen, for only when s/he feels the future firmly in hand can our goal be reached: the development of a parentally involved, comprehensive, universally available system of quality child care services for *all* families who need and want them by 1976.



Its Impact



While we know that misconceptions about child care services are rampant, we must be prepared to meet people where they are rather than where we would like them to be. Getting them there is what a public education campaign is all about and campaign workers must see that the raising of the American consciousness level on child care must occur while we have the momentum of the Bicentennial celebration.

We are always equal to what we undertake with resolution . . . It is part of the American character to consider nothing as desperate; to surmount every difficulty by resolution and contrivance.

Thomas Jefferson, 1787

We must do this in our neighborhoods, in our cities, in our states — keeping in mind the significance of 1974 as an election year. Our constituency, reaching far beyond the recognized child care forces to unions, churches, women's and civic action groups must see its task as educating the thinking of candidates and parties; we should give serious thought to running our own candidates. But all this will be in vain if we have not reached the minds of the voters — through buttons, posters, decals, television, radio, canvassing, talking, educating — creating the broad support for families and children *without* which no lawmaker feels mandated to act.

1976 — the Bicentennial year — will probably see the most active presidential campaign in our history. It is then that our preparation on the local, state and congressional levels will tell. Our Children's Bicentennial Committees, with their extensive community outreach, should by then be well organized, clear on the issues and able to bring enormous strength to bear on the child care issue in the election context. No candidate, of whatever party, will walk through the doors of the White House *without* America's families and their children.

Summary

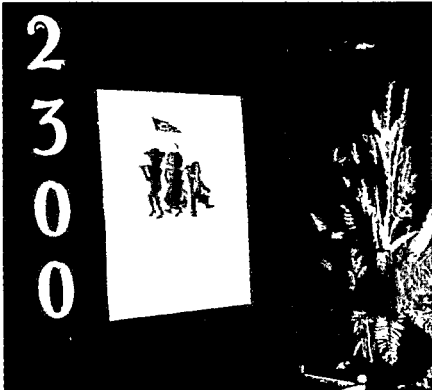
We have in motion with CHILD CARE '76 a public consciousness raising tool which can bring into law a genuinely responsive piece of legislation and into the White House, in our Bicentennial year, a President aware that veto of that legislation would be political hari-kiri.

CHILD CARE '76, with its wealth of materials and positive thinking, attacks no one, denigrates nothing. It is a call to action which will enhance the outreach and effectiveness of all participating individuals and organizations; it is a movement which will benefit from their strength and add to it simultaneously.


The campaign has been carefully planned to combine two concepts which no one can reasonably oppose: children's well-being and love of country. Its approach is to decent services for the children of all families who need and want them — removing child care in its broadest sense from the poverty/welfare corner of the public mind which resents its taxes going to pay for social services for others. It will be made clear that *all* Americans, millions of whom work and pay their taxes, deserve the universal *availability* of children's services as an inalienable right. Those citizens who heretofore have tended to think of child care as destructive of the family will see through our combined effort the family as the keystone of American life; children — and their care — as the keystones of America's future. Our message is simple: children are America's promise. America has a promise still to keep to them.



The Child Care '76 Materials:



Birthday Parties Are For Kids.



Child Care '76

A Bicentennial Commitment to America's Families



How It Works

CHILD CARE '76 materials include a detailed Organizing Guide for use by those who wish to pursue the campaign actively. The basic plan, for which the Guide provides the practical steps, goes as follows:

I. Getting Started

- orientation to campaign materials
- a preliminary meeting
- a series of broader meetings

II. Going Public

- identification of support groups & gaining of commitments
- convening of broad public kickoff, to include mandating of a steering committee

III. Ongoing Organization

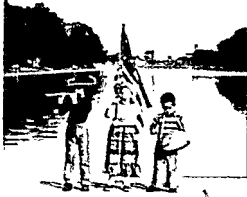
- formation of Steering Committee: selection of coordinator, creation of subcommittees (Local Needs Research, Legislation, Allied Groups, Public Education, Fundraising, Materials Sales, Petitions)

IV. Building A Grassroots Base

- Signature gathering: to be completed by June, 1975.
- Grand national tally/press conference at Old North Church or Independence Hall, July 4, 1975.
- Public Relations/Media

V. Sustaining the Initiative

- reassessment of strategies and groups involved to date; broadening of effort both geographically and organizationally
- mobilization of petition signers
- informing public officials: the 1974 election candidates and newly elected legislators; city, state and federal levels reached in a continuing build to 1976



You will find that the proceedings of our citizens have been united, spirited and firm. The flame is kindled and like lightning it catches from soul to soul.

o Abigail Adams, 1773

Child Care '76 Materials Price List

Buttons	
Window Decals	25c each
	5 for \$1.00
	25 for \$3.50
	50 for \$6.00
	100 and up—10c each
Posters.....	\$1.00 each
	10 for \$8.50
	25 for \$17.00
	50 for \$33.00
	100 and up—50c each
Brochures.....	No Charge
Petitions	
The Campaign Plan	

Order Blank

(Payments must accompany order)

Quantity	Description	Amount
----------	-------------	--------

Name

Address

City State Zip Code.

Order Paid with Check No.....

Submit your order and payment to:

Child Care '76

Day Care and Child Development Council of America, Inc.

1012— 14th Street, N.W.

Washington, D.C. 20005

What the Day Care Council Does

The Council is a national, nonprofit membership organization advocating the development of a comprehensive system of child care and development services for all families who need and want them. We believe that funds from every level of government should be available as support for these services as needed and that services should be locally controlled, with decision making powers in the hands of the parents.

Technical Assistance

The council seeks to accomplish this objective with the provision of Technical Assistance to operators of programs. Parents, professionals and coordinating bodies receive help with resource development, states and municipalities with the development of systems, and the identification of resources both federal and private.

Resources for Child Care

The Council is a national clearinghouse of resources for child care: a wealth of books, pamphlets and audio visual material made available to you at cost.

Conferences and Workshops

The Council calls periodical Social Policy Conferences in our nation's capital on the major issues shaping the course of child care in our nation. We also assist in the development of regional, state and local conferences designed to raise the level of understanding of the nation in general and the child care constituency in particular to quality child care, a right of every child.

Voice for Children

Voice for Children is a monthly newsletter covering national and local child care news. Through Voice, our membership is kept aware of issues, actions and outcomes in the field.

Membership in the Council:

Standard individual — \$12.00

Contributing — \$25.00

Standard Agency — \$50.00

Sustaining Agency — \$100.00

Special (Parent consumer, student, retiree) — \$5.00

Sustaining — \$100.00

Special Agency (Single center) — \$25.00

(Agencies receive 6 copies of VOICE per month.)



John Niemeyer
President



Theodore Taylor
Executive Director

John Niemeyer and Theodore Taylor are a unique combination of two very different life patterns and histories.

Mr. Taylor's background of poverty, his rise through the ranks of the trade union movement and community action and his later academic strengths have provided him with a wealth of experience in inter-relationships with people from all walks of life.

Mr. Niemeyer, former President of New York's prestigious Bank Street College of Education and current President of the Council, contributes to our work the broad background of the professional educator. His affiliations have run the gamut from early childhood education to college trusteeships both here and abroad; he has published and been a spokesman for a variety of educational and current social issues.

The Executive Committee and the Board of Directors sense the unique potentials in the combination of these two strengths operating in behalf of America's families and children. It is our belief that this public education campaign, CHILD CARE '76, will bring to bear their individual strengths and insights, based as they are on different cultures, different histories and life styles. United, they create a leadership base to which all constituencies may relate in support for all families, all children, regardless of economic level or culture.

Executive Committee
Board of Directors
Day Care and Child Development
Council of America, Inc.

Exhibit No. 51

HUGH L. CAREY
18TH DISTRICT, NEW YORK

COMMITTEE:
WAYS AND MEANS
JOINT ECONOMIC

Congress of the United States
House of Representatives
Washington, D.C. 20515
June 17, 1974

DISTRICT OFFICES:
TELEPHONE: (212) 896-3839

FEDERAL BUILDING
225 CADMAN PLAZA EAST,
SUITE 698A
BROOKLYN, NEW YORK 11201

7718 FOURTH AVENUE
BROOKLYN, NEW YORK 11209

Mr. Lawrence B. Glick
Room 412
U.S. Commission on Civil Rights
1 South Halsted St.
Chicago, Illinois 60605

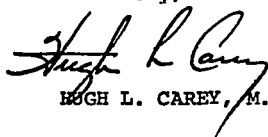
Dear Mr. Glick:

Attached is the copy of my statement on sex discrimination which I would like included in the hearings which you are holding in Chicago from June 17 to 19.

I would also greatly appreciate your sending me a copy of the complete text of the hearings once they are published so that I might study the matter fully.

Thanks you very much for your consideration in this matter.

Sincerely,


HUGH L. CAREY, M.C.

HLC:ed
Enclosure

STATEMENT OF REP. HUGH L. CAREY OF NEW YORK
TO BE SUBMITTED TO THE U.S. COMMISSION ON CIVIL RIGHTS HEARINGS
ON SEX DISCRIMINATION
JUNE 17-19, 1974

I am very grateful to have the opportunity to add my comments to those testimonies you have received on sex discrimination -- a matter which deeply concerns me.

I would like to focus my attention today on the problems relating to day care since I believe that this program holds the key to improving the lives of considerable numbers of women and their families.

As I am sure you are well aware, inflation continues to cut deeper and deeper into the economic lives of all citizens. In the wake of spiraling inflation, more and more women have found it essential to return to work to help their families fight the continual battle of trying to make ends meet as prices continue to mount. Hence, we see a large segment of women joining an already burgeoning group of women who have always had to work due to their family situations, or who wish to get off welfare, or who have found that work contributes to a greater sense of self-fulfillment.

But whatever the reasons the ranks of the working mother are increasing, the key to whether or not they are able to join the labor market rests with their ability to find good day care at reasonable costs. Without such day care, a woman is faced with significant problems which may preclude her going to work. High costs may make it more economical to remain at home rather than trying to foot day care expenses on a small paycheck.

-2-

An inconvenient location of day care facilities may make it physically impossible to get the child to and from the center in time for work. Or just poor care at a center may hold a mother back.

At the present time, we have over five million children in need of full or part-time day care services. Yet, there are only 700,000 spaces in licensed day care facilities that are available. There are, moreover, more than six million children under the age of six who have working mothers, with a considerable number of them having no care arranged for them at all.

Good day care ^{can mean} the difference between the child's future being a productive rather than a destructive one.

Crimes committed by children have grown at an alarming rate. In 1971, for example, there were 603,875 arrests in this country of children under age 15. If we are to reduce this alarming increase and protect our children from a life of tragedy, then we must begin when the child is very young to develop stability and a healthy sense of self in them. Good day care, I believe, can serve as an excellent means of assisting in such a positive form of development.

But although this may be true, there are few working women that earn enough to pay the full cost of day care for their children. In light of this, it is often more economical for a woman to stay at home and care for her own children than to try and meet heavy expenses for day care on a limited salary. Hence, federal aid in this area is essential as is a concerted

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effort to cushion the financial blow to those who must foot the full costs of this program.

As a member of the House Ways and Means Committee, I have been working on this problem. To date, although some tax consideration is given to those who must rely on this service, there are still numerous instances in which day care expenses far exceed a woman's ability to pay them. Consequently, the House Ways and Means Committee which is currently engaged in tax reform legislation, is again taking a closer look at child care and dependent care deductions which were last liberalized in 1971.

As you are probably aware, under current law, P.L. 92-178, The Revenue Act of 1971, a special income tax deduction for child care and domestic care expenses is provided to single individuals and working couples who as taxpayers earn less than \$18,000 a year and who support a child under age 15 and who must pay for child care or domestic care in order to maintain their employment. The law, moreover, permits a \$400 a month deduction if these expenses are incurred for in-home care, and if the care is outside the home, permits a \$200 a month deduction for one child, \$300 for two or \$400 for three or more children.

One of the reforms the Committee has approved is to change the present \$400 a month deduction and the sliding scale to a \$2400 a year deduction for one dependent and a \$4800 a year deduction for two or more regardless of where the child care

is located. Moreover, the working parent will no longer have to submit monthly records of the expenses incurred, but instead will be able to submit a yearly figure.

Eligibility for this deduction will also be extended to include separated and divorced working parents as well as couples in which case one parent works full-time while the other is a full-time student.

All of these reforms will go a long way in assisting a working parent to meet day care expenses. But these reforms are by no means a panacea since much more remains to be done.

We are still faced with the problem of inadequate day care program staffing. Time and again, as we have seen in ghetto and migrant day care programs, though there is a real concern toward liberating parents, inadequate staffing either limits the number of children who can participate in such a program, or it limits the number of hours during which a parent can obtain such care.

For a migrant or disadvantaged parent, limited hours may be the deciding factor which keeps a parent out of the labor market or keeps a child out of a beneficial program. If a mother, in a migrant family for instance, must be in the fields from dawn to dusk, and the day care center has only enough staff to care for the child from 9 to 5, what can a parent do with the child before and after hours? The dilemma may be strong enough for the parent to keep the child out in the field or at home.

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It is for this reason that I am currently involved in developing a means by which we can provide more adequate staffing of these vital programs, thus tailoring the programs to the needs of the families who must rely upon them.

My plan would make use of a service which is already available to school programs which assist migrant children -- the Migrant Student Record Transfer System (MSRTS), a computer information program. This ongoing program enables a school to call a central information bank and request relevant background material on a migrant child entering their school district. With the phone call, the school immediately receives essential information such as reading and math score, health problems, etc. Within a few days, the school then receives additional information all of which is used to help the child rapidly adjust to a new school.

Under my program, we would enlarge this information center by enabling unemployed teachers with BA degrees to have their resumes included in the computer bank. Any migrant educational or disadvantaged educational program could then call up the information center, and learn what teachers are available for employment. Concurrently, such programs would also be listed with the computer so that unemployed teachers with appropriate credentials could check on possible jobs. In such a way, we would be assisting our day care and related programs while helping many highly qualified teachers find work.

A discussion of day care, even a brief one, cannot be

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concluded without touching upon the backbone of day care programs -- adequate funding.

Under Title IV Part A of the Social Security Act, the federal government is authorized to match State funds for day care services which are provided to families who are receiving Aid to Families with Dependent Children (AFDC) payments but who are not under the Work Incentive Program. Day Care is also provided to other recipients, I might note, under other provisions of the law and regulations related to social services as well as to mentally retarded children. However, since the largest percentage of funding comes under this Title IV Part A, I will deal with this.

In this area, we have seen an increase in funding over the past several years. For instance, in 1970 the federal government under this Title appropriated \$68.3 million while in 1974 they appropriated \$464 million. Although we can certainly be proud of this increase in funding, this does not mean that there will not be problems in funding which still must be overcome inasmuch as the needs of working mothers are increasing rapidly and unless funding for these programs increases at the same if not a faster rate, our needs will outstep our achievements very quickly.

Despite the fact that the total population of children is on the decline, the number of children whose mothers work is rapidly increasing. By March 1973, there were one and a half million fewer children but 650,000 more had working mothers.

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Projections, moreover, indicate that 6.6 million mothers aged 20 to 44 with children under the age of 5 will be in the labor force by 1985 which represents an increase in ten years of 32 percent!

When we consider these statistics, it is clear that unless all levels of the government try to develop a long-range plan for assisting in the financing of good day care programs, working mothers, working fathers and the children themselves will suffer.

What we must do is to educate those legislators who are blind to the very real needs of the working mother and those women who wish to work. Some legislators suffer merely from the fact that by the time they have reached the Congress, their children have grown and are away from home -- thus dulling memories of their own experiences in raising children. Many legislators, moreover, because of their life-styles have never faced the problem of both parents having to go out and work or their having to find care for their children. And some, I regret to say, still believe that day care is merely the icing on the economic cake -- easily sacrificed when economizing become important.

In this last instance, I am deeply saddened to report that my own State of New York has demonstrated this short-sightedness when the State Legislature moved to cut \$15 million from its budget in supplemental assistance to day care programs.

There was absolutely no excuse for the Governor and

-8-

legislators to jeopardize the lives of working mothers and children merely in a very abortive attempt to recoup some of the State's fiscal blunders in other areas. Apparently they have misconstrued the maxim: "Women and children first" to mean women and children should be the first to be sacrificed in legislative efforts!

Aside from human decency, the State's action strikes a severe blow to its own economic goals since ultimately such a decision will push women out of the work force and many back onto welfare rolls.

For those of us who share the deep concern that women have over this action, there will be no rest until we are able to remedy this decision.

Well-to-do citizens have not had to worry about supervision of their children since their financial security tends to afford them a wide range of choices in the type of child care they may obtain. But for women on limited incomes and on welfare, their success or failure in entering the labor market hinges on whether or not there is easily accessible day care which they can afford.

Although roles are certainly changing, women still tend to bear the major responsibility for child care. Hence, if we are to insure that these women will have the chance to work and gain greater self-fulfillment than we must focus our attention on day care.

Until we have met women's needs in this vital area, we will never be able to say that equal opportunity is a reality in this nation.

Exhibit No. 52

STATE OF WISCONSIN

March 20, 1974

TO: Members,
Health and Social Services Board

FROM: Wilbur J. Schmidt, Secretary
Department of Health and Social Services

I. QUESTION:

Shall the Health and Social Services Board approve the recommendation of the Secretary to accept the Report of the Wisconsin Day Care Open Hearings held in April and May, 1973 for study and implementation by the Division of Family Services.

II. PERTINENT FACTS:

- A. The Board authorized the establishment of the State Day Care Advisory Committee at its meeting of August 25, 1971.
- B. Since its establishment, the State Day Care Advisory Committee has met as a whole a total of 12 times and sub-committees have met approximately 15 times.
- C. During the period of its operation, the committee has made a number of recommendations to the Division of Family Services, but there have been no communications with the Secretary and Board previous to attached report.
- D. At its February 6, 1973 meeting, the State Day Care Advisory Committee voted to hold a series of open hearings on day care/child development needs and concerns throughout the state and to request Division of Family Services support for such hearings. Division of Family Services support was provided and open hearings were held in Ashland, Dodgeville, Eau Claire, Fond du Lac, Green Bay, La Crosse, Madison, Milwaukee, Racine, Wausau and Wisconsin Rapids in late April and early May, 1973.
- E. The attached report, which was approved by the Committee as a whole at its November 28, 1973 meeting provides information as to the individuals and groups who testified at the hearings, summarizes concerns expressed and includes preliminary recommendations for Department action.

III. PROS:

A. Departmental action on the report and its recommendation will facilitate the resolution of many of the problems identified by authorizing the Committee and the Division of Family Services to develop final recommendations with the necessary background information and detailed justification for such recommendations.

IV. CONS:

None

V. CONCLUSION:

Acceptance of the Wisconsin Day Care Open Hearings Report will allow the State Day Care Advisory Committee to begin to further study the five major concerns raised by persons who testified at the open hearings and to develop final recommendations for department action in the identified major areas of concern.

VI. RECOMMENDATION:

That the Health and Social Services Board receive the State Day Care Advisory Committee's Wisconsin Day Care Open Hearings Report and authorize its further study and refinement of the preliminary recommendations which emerged from the open hearings process.

WISCONSIN
DAY CARE OPEN HEARINGS

May, 1973

Report
Submitted
to the
Health and Social Services Board
and to the
Administrator
Division of Family Services
by the
Wisconsin Day Care Advisory Committee

December, 1973

Preparation Coordinated by Patricia Mapp

STATE OF WISCONSIN
STATE DAY CARE ADVISORY COMMITTEE

Members

Grace Frudden, Chairman
Mazomanie

Patricia Mapp, Chairman
Open Hearings Subcommittee
Madison

Sue Ann Bates
Madison

Dianne Fummaker
Oneida

Kathleen Harrison
Kenosha

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FOREWORD

This report is intended to summarize the day care issues and concerns voiced by nearly 300 citizens, including representatives of over 100 organized provider, consumer and other citizen groups in the state. To reduce some 600 pages of transcript to a relatively short report has involved many decisions about the significance of each participant's contribution. Objectively, an attempt was made to provide the reader with the statistical significance of each topic as stated at the hearings. But as anyone who attended the hearings can confirm, the prevalent human expressions -- whether of frank satisfaction or of deeply emotional distress -- are most difficult to convey through the written word; certainly it is impossible to glean degrees of feeling from numerical tables. The intensity of commitment -- the depth of concern for children and families -- may or may not be evident from this report. Nevertheless, the reader should be assured that the entire testimony suggests a caring and commitment which, with the responsiveness and encouragement of the state, could be converted or mobilized into an even broader base of public support for child care services than now exists.

The first indications of the broad base of support were shown at the many regional planning meetings held prior to the actual hearings. The Advisory Committee is indebted both to the Division of Family Services, Voluntary Day Care Agency Staff members who helped in all levels of the planning and conduct of the hearings, and to the many citizens who contributed their thoughts and enthusiasm to the hearing planning and process. The planning process is described in Appendix F, including a list of those who participated on local planning committees.

Special thanks for their invaluable assistance in compiling this material should be expressed to Joy Schwert, social work graduate student who helped tabulate participant responses; to Sandi Boyd, Research and Analysis Section, Division of Family Services, who supervised the coding and preparation of tables; and to Janet Heimbruch, Lorraine Wedel and Rozann Hinze who patiently typed the copy.

OVERVIEW OF FINDINGS AND PRELIMINARY RECOMMENDATIONS
OF THE
OPEN HEARINGS ON DAY CARE

In early May, 1973 the Wisconsin State Day Care Advisory Committee sponsored Open Hearings around the state in order to allow citizens to voice their opinions and/or concerns about Day Care in Wisconsin. Hearings were held in Ashland, Dodgeville, Eau Claire, Fond du Lac, Green Bay, La Crosse, Madison, Milwaukee, Racine, Wausau and Wisconsin Rapids.

WHO ATTENDED

Total Participants Statewide	276
Parents of Preschool Children	160
Providers of Services	73
Representatives of Groups	168 *

CONCERNS EXPRESSED

The testimony provided nearly 100 detailed concerns/issues which break down into four broad categories. The issues most frequently mentioned include:

	<u>No.</u>	<u>%</u>
I. General endorsement of quality day care as a positive force in children's and parents' lives . .	198	72%
II. Questions of financing day care, including discussions of operating costs, public funding, high cost to parents, and high cost of new programs. . .	189	69%
III. Concern identified of the need for more and better state coordination among services for children including the sharing and coordination of training for staff who serve children	162	59%
IV. Programs: Quality and variety, including what parents prefer, and needs for expanded services. . .	151	55%

PRELIMINARY RECOMMENDATIONS

The testimony gives evidence of the public concern for more adequate service to children and their families who need day care in Wisconsin. The Advisory Committee has formulated the following recommendations for consideration and action by the Board of the Department of Health and Social Services:

1. That the Department of Health and Social Services undertake an extensive public education program to inform the citizens of Wisconsin of the importance of and need for comprehensive developmental child care services for all children and families.

* Several participants indicated dual representation or identities. That is, a parent of a preschool child might also have registered as a representative of an interest group.

2. That the Department of Health and Social Services assume leadership in
 - a. facilitating the establishment of a statewide, state-level organization to coordinate and promote child care/child development services.
 - b. proposing a plan, in concert with other state departments, for the establishment of one administrative agency at the state level charged with designing, developing and implementing child care/child development programs.
3. That the Department of Health and Social Services revise and upgrade the requirements (licensing and certification) for child care personnel with consideration given to the use of competency-based requirements.
4. That the Department of Health and Social Services propose legislation to make comprehensive developmental child care services available to all Wisconsin children based on the children's needs and such proposal to include a plan for reallocation of existing funding for day care services as well as allocation of new funds.

I. INTRODUCTION

A. Purpose

Open day care hearings were held in Wisconsin during the week of April 30 - May 4, 1973, in eleven selected centers in the state under the sponsorship of the State Day Care Advisory Committee. A list of the hearing locations and the panel members at each is appended.* The general question posed for the hearings was: "What are the day care needs and concerns in Wisconsin?" Given the committee's charge to make advisory recommendations to the Board of the Department of Health and Social Services and to the Administrator of the Division of Family Services, the motivation for information gathering was multiple:

1. To assess areas of concern in order to take positive action via recommendations;
2. To be able to formulate goals and timetables for committee study of the most crucial issues; and thereby point the direction for future committee projects; and
3. To aid local communities in identifying and assessing public attitudes and concerns.

The hearing report is divided to summarize the statewide issues which dominated the testimony in terms of recurrence; to reflect through tables the representation of those individuals or groups who expressed ideas and opinions; and to record excerpts of direct testimony. The concluding section contains preliminary recommendations. The major subjects discussed at each regional hearing follows as Table 1. Occasionally specific regulations or factual situations which underlie any testimony are included in the footnotes. Direct quotations are identified by hearing location.

* See Appendix A.

The major topics discussed in the report are divided into four clusters as follows:

- I. Why Day Care? (Attitudes and Positions)
- II. Financing Day Care
- III. Programs - (Quality and Variety)
- IV. State Coordination (Agencies and Functions)

See Table 1: General Subjects Mentioned at Hearing Locations
(See following page)

B. Method of Tabulation

The hearing transcripts were read once to determine the major topics of discussion. They were then re-read to divide and record each general topic into more detailed concerns. The form used in recording data is attached.* The issues which emerged and were supported statewide are reported in this paper by indicating the frequency of mention. For purposes of evaluating the testimony, tables are included which provide the representation of those who gave specific information.

A wide variety of individuals, organizations -- consumer and provider groups -- attended the hearings.** The representation was distributed as follows:

Table 2 Representation of Participants

Individuals representing themselves . . .	100
Consumer groups	24
Provider groups	73
Women's Interest groups	16
Union/employer groups	5
Consumer/provider groups	6
Other groups	44
Not reported	8

* See Appendix B.

** See Appendix C.

TABLE 1
 DAY CARE OPEN HEARINGS
 GENERAL SUBJECTS MENTIONED AT HEARING LOCATIONS

TOPICS DISCUSSED IN TESTIMONY	TOTAL	HEARING LOCATION										
		RACINE	MILWAUKEE	FOND DU LAC	GREEN BAY	ASHLAND	WIS. RAPIDS	WAUSAU	MADISON	DODGEVILLE	LACROSSE	EAUCLAIRE
TOTAL STATE	276	19	53	23	20	14	28	28	36	5	23	27
FUNDING	182	11	41	16	12	11	22	17	29	5	12	13
STATE LICENSING	56	7	6	11	5	3	2	3	9	1	3	6
COST OF CENTER OPERATION	113	7	17	13	11	6	11	9	23	4	4	8
CO. CERTIFICATION OF PROVIDERS	42	5	1	5	3		1	4	6	1	6	10
STATE-BUILDING CODE	24	1	2	1	4	4	2		7			3
STATE COORDINATION	39	-	10	1	1	2	8	8	5	-	2	3
IN-HOME FAMILY DAY CARE	93	10	8	13	9	8	6	8	15	1	8	7
PROGRAM QUALITY	151	11	26	11	12	10	15	17	28	5	7	9
SCHOOL AGE PROGRAMS	38	1	5	2	2	2	6	4	6	-	4	6
PROGRAMS FOR DEVELOP- MENTALLY DISABLED	36	1	5	3	1	6	5	2	4	1	4	4
DROP-IN FACILITIES	22	1	1	1	-	1	2	8	4	-	2	2
EMPLOYMENT-EDUCATION BASED DAY CARE	31	3	5	-	4	1	5	1	3	-	4	5
LOCATION OF DAY CARE FACILITIES	56	2	6	6	4	2	6	5	11	2	5	7
PARENT BASED REASONS FOR DAY CARE	164	16	30	13	16	10	11	12	33	4	7	12
ATTITUDES ABOUT DAY CARE	198	17	39	18	17	10	21	15	35	4	13	9
PROTECTION OF CHILDREN	91	7	20	4	8	5	15	14	10	-	4	4
DAY CARE-PREVENTATIVE MENTAL HEALTH FOR CHILDREN	59	3	13	-	4	2	14	13	8	-	2	-
STAFF TRAINING	67	5	13	8	3	3	6	7	8	1	5	8
PARENT INVOLVEMENT NEED FOR PUBLIC EDUCATION ABOUT DAY CARE	55	4	13	3	3	2	4	6	11	1	1	7
TRANSPORTATION NEED FOR REFERRAL SERVICES	50	1	7	4	6	5	7	9	7	-	3	1
VOLUNTEER INVOLVEMENT NEED FOR REVISED CHILDREN'S CODE	18	2	-	2	4	1	2	4	2	1	-	-
CRITICISMS OF ADVISORY COMMITTEE	76	3	4	5	5	5	-	6	8	-	19	21
	20	-	1	1	-	-	2	6	3	1	2	4
	2	-	-	-	-	-	-	-	2	-	-	-
	8	-	5	-	-	-	1	-	-	-	1	1

<u>Table 3 Representation: Consumer/Providers</u>	
Non-Profit Providers	57
Profit-making Providers	16
Parents	160

It is significant to note that nearly 2/3 of the testimony was provided by individuals who indicated representation of a group. However, the percentages given throughout this report are based on a single count for each participant, regardless of the size of his/her group. Also, the various hearing location attendance counts should not be considered a reflection of the success, or importance of an individual hearing. For example, the Dodgeville hearing, planned to include Iowa, Grant, Lafayette and Green Counties -- with a total population of 111,080 -- had relatively the same percentage of public participation as the best attended hearing in Milwaukee County, with a population of over one million. (Dodgeville - 6 participants, Milwaukee - 53 participants).

The rural/urban geographic identity of participants is based on their home address, with community population of 2,500 or over being defined as urban.* There were 205 urban, 49 rural and 22 unknown address codes recorded.

It should be emphasized that the hearings were designed to be unstructured in order to elicit the broadest possible range of discussion on day care issues. The tabulations presented in this report, therefore, are derived not from questionnaires, but from open-ended statements initiated by the participants themselves.

* Criteria used by the U.S. Census Bureau.

II. WHY DAY CARE?

A. Summary of Attitudes and Positions

Although the hearings did not explicitly pose the question of why day care is necessary, 72% of all participants expressed a positive attitude about the existence and future of day care in the state. Only one individual had a negative view of day care as a social institution. Sixty-nine percent said that they endorsed the concept of child care services, and 47% indicated that existing services should be expanded. The advocates represented all social and geographic sectors of the state.

The growing social and economic necessity for day care facilities was reflected in statements by the 15% who specifically requested that public funds and facilities be utilized not only for day care for the so-called "working poor," but also for middle income families. Along with the arguments for society's support of day care, support was expressed for public education on the values of a) preschool education, b) specialized care for the handicapped, c) supervised care for school age children, and d) quality care for infants.

See Table 4: Attitudes and Positions about Day Care Expressed by Participants
(See following page)

See Table 5: (See below)

TABLE 5 - DAY CARE OPEN HEARINGS
ATTITUDES AND POSITIONS BY GEOGRAPHIC REPRESENTATION

ATTITUDES ABOUT DAY CARE	GEOGRAPHIC REPRESENTATION				
	TOTAL	PERCENT	RURAL	URBAN	UNKNOWN
<u>TOTAL STATE RESPONSE</u>	<u>276</u>	<u>100.0%</u>	<u>49</u>	<u>205</u>	<u>22</u>
<u>ATTITUDES MENTIONED*</u>	<u>198</u>	<u>72.0</u>	<u>33</u>	<u>151</u>	<u>14</u>
ENDORSEMENT	191	69.0	32	145	14
OPPOSITION	1	0.4	1	-	-
NEED FOR EXPANSION	129	47.0	23	94	12
NEED FOR DAY CARE FOR MIDDLE INCOME FAMILIES	41	15.0	4	32	5
GENERAL COMMENT	16	6.0	1	15	-
<u>ATTITUDES NOT MENTIONED</u>	<u>78</u>	<u>28.0</u>	<u>16</u>	<u>54</u>	<u>8</u>

TABLE 4
 DAY CARE OPEN HEARINGS
 ATTITUDES AND POSITIONS ABOUT DAY CARE EXPRESSED BY PARTICIPANTS

ATTITUDES ABOUT DAY CARE	REPRESENTATION									
	TOTAL		SELF	CONSUMER GROUPS	PROVIDER GROUPS	UNION/ EMPLOYER GROUPS	WOMEN'S INTEREST GROUPS	CONSUMERS/ PROVIDER GROUPS	OTHER GROUP	NOT REPORTED
	NUMBER	PERCENT								
<u>TOTAL STATE RESPONSE</u>	<u>276</u>	<u>100.0</u>	<u>100</u>	<u>24</u>	<u>73</u>	<u>5</u>	<u>16</u>	<u>6</u>	<u>44</u>	<u>8</u>
<u>ATTITUDES MENTIONED</u>	<u>198</u>	<u>71.7</u>	<u>79</u>	<u>17</u>	<u>53</u>	<u>4</u>	<u>12</u>	<u>6</u>	<u>22</u>	<u>5</u>
ENDORSEMENT	191	69.2	77	17	51	4	12	5	20	5
OPPOSITION	1	0.4	1	-	-	-	-	-	-	-
NEED FOR EXPANSION	129	46.7	53	11	32	2	9	3	16	3
NEED FOR DAY CARE FOR MIDDLE INCOME FAMILIES	41	14.9	16	3	11	-	7	2	2	-
GENERAL COMMENT	16	5.8	6	1	4	1	1	-	2	1
<u>ATTITUDES NOT MENTIONED</u>	<u>78</u>	<u>28.3</u>	<u>21</u>	<u>7</u>	<u>20</u>	<u>1</u>	<u>4</u>	<u>1</u>	<u>22</u>	<u>3</u>

There were two levels of justification for the existence of day care services, and it was argued, for governmental economic and program support of it. One cluster of reasons focused on the needs of children: on their protection in the way of physical and emotional nurturing, as well as on the long-range preventative mental and physical health benefits to them. Another group of reasons was based on the needs of parents and families: on their economic independence and psychological and social well-being.

NEEDS OF
CHILDREN

Thirty-three percent of the participants supported the concept of quality day care as being of intrinsic value to children. For example:

"We need more public awareness of the need and benefits to children of day care centers. There seems to be sort of a stigma attached."
Ashland

"I think awareness needs to be centered on the needs of the child for socialization -- instead of on the needs of the mother. Maybe in this way the community would be more willing to provide day care facilities in this area."

Wausau

"But I do have one concern that I haven't heard presented yet, and that is the role of day care in the prevention of family disharmony and the prevention of physical ailments which many youngsters have and do not come to notice until they enter kindergarten."

Wausau

"Child care people generally agree that the earliest years of a person's life are the most important for future social, emotional, and intellectual development. Therefore, I feel it is important to establish some program of funding so that these children can be reached as early as possible. To get this started, private facilities could be used (if approved by the state). Skip the red tape. Don't make it difficult! Get the child on his way!"

Dodgeville

See Table 6: Protection of Children

See Table 7: Preventative Mental Health

(See following page)

NEEDS OF
FAMILIES

In reference to the needs of the total family unit, the hearing participants indicated that day care services have helped a) in the preservation of families; and b) in allowing for the personal fulfillment -- either through work or school -- of parents. Among the student population who attended the hearings were university, vocational school, and single high school age parents. Their interest in the welfare of their children was central in their testimony. By pursuing the dual identities of parent and student, they asserted that they were attempting to improve the quality of their own and their children's lives. The hearing commentary emphasizes the reality of parental concern vs. the myths that the children of working or student parents are neglected.

See Table 8: Parent Based Reasons for Day Care by Geographic Representation

(See below)

TABLE 8 - DAY CARE OPEN HEARINGS
PARENT BASED REASONS BY GEOGRAPHIC REPRESENTATION

PARENT-BASED REASONS FOR DAY CARE	GEOGRAPHIC REPRESENTATION				
	TOTAL	PERCENT	RURAL	URBAN	UNKNOWN
<u>TOTAL STATE *</u>	<u>276</u>	<u>100.0%</u>	<u>49</u>	<u>205</u>	<u>22</u>
<u>PARENT'S REASONS MENTIONED *</u>	<u>164</u>	<u>59.0</u>	<u>24</u>	<u>127</u>	<u>13</u>
ECONOMIC NECESSITY	114	41.0	20	83	11
PERSONAL FULFILLMENT OF PARENTS	81	29.0	9	67	5
PRESERVATION OF FAMILY	57	21.0	10	44	3
GENERAL COMMENT	19	7.0	1	17	1
<u>PARENT'S REASONS NOT MENTIONED</u>	<u>112</u>	<u>41.0</u>	<u>25</u>	<u>78</u>	<u>9</u>

TABLE 6 - DAY CARE OPEN HEARINGS
PROTECTION OF CHILDREN

PROTECTION OF CHILDREN	REPRESENTATION									
	TOTAL		SELF	CONSUMER GROUPS	PROVIDER GROUPS	UNION/ EMPLOYER GROUPS	WOMEN'S INTEREST GROUPS	CONSUMERS/ PROVIDER GROUPS	OTHER GROUP	NOT REPORTED
	NUMBER	PERCENT								
<u>TOTAL STATE RESPONSE</u>	<u>276</u>	<u>100.0</u>	<u>100</u>	<u>24</u>	<u>73</u>	<u>5</u>	<u>16</u>	<u>6</u>	<u>44</u>	<u>8</u>
<u>PROTECTION MENTIONED</u>	<u>91</u>	<u>33.0</u>	<u>40</u>	<u>2</u>	<u>17</u>	<u>2</u>	<u>6</u>	<u>4</u>	<u>11</u>	<u>2</u>
(GENERAL FAVORABLE COMMENT)	(91)	(33.0)	(40)	(9)	(17)	(2)	(6)	(4)	(11)	(2)
<u>PROTECTION NOT MENTIONED</u>	<u>185</u>	<u>67.0</u>	<u>60</u>	<u>15</u>	<u>56</u>	<u>3</u>	<u>10</u>	<u>2</u>	<u>33</u>	<u>6</u>

TABLE 7 - DAY CARE OPEN HEARINGS
DAY CARE: PREVENTATIVE MENTAL HEALTH

DAY CARE: PREVENTATIVE MENTAL HEALTH FOR CHILDREN	REPRESENTATION									
	TOTAL		SELF	CONSUMER GROUPS	PROVIDER GROUPS	UNION/ EMPLOYER GROUPS	WOMEN'S INTEREST GROUPS	CONSUMERS/ PROVIDER GROUPS	OTHER GROUP	NOT REPORTED
	NUMBER	PERCENT								
<u>TOTAL STATE RESPONSE</u>	<u>276</u>	<u>100.0</u>	<u>100</u>	<u>24</u>	<u>73</u>	<u>5</u>	<u>16</u>	<u>6</u>	<u>44</u>	<u>8</u>
<u>MENTAL HEALTH MENTIONED</u>	<u>59</u>	<u>21.4</u>	<u>30</u>	<u>2</u>	<u>2</u>	<u>=</u>	<u>4</u>	<u>1</u>	<u>4</u>	<u>2</u>
GENERAL COMMENT	(59)	(21.4)	(30)	(9)	(9)	(-)	(4)	(1)	(4)	(2)
<u>MENTAL HEALTH NOT MENTIONED</u>	<u>217</u>	<u>78.6</u>	<u>70</u>	<u>15</u>	<u>64</u>	<u>5</u>	<u>12</u>	<u>5</u>	<u>40</u>	<u>6</u>

See Table 9: Parent Based Reasons for Day Care Given
by Participants
(See following page)

The family or parent related reasons for day care cross all geographic, cultural and economic lines in the state. Forty-one percent of those who spoke at the hearings stressed that families require day care out of economic necessity for either the single parent or both parents to be employed. Personal testimony expressing fear, anger, and frustration at the prospect of having day care services and funds diminished was voiced in those regions where Title IV-A has been the factor enabling many families to maintain a high level of economic independence. Many working parents stressed that they were able to contribute their work skills and tax dollars to society. Panelists heard many accounts of the desperation of families who rely on Title IV-A supportive funds, and of those families in the vast majority of the counties who have never had access to such funds because of county-state disparities in offering the program to families with "potentially dependent" children.

B. What People Said: Why Day Care?

"Where do the state's priorities lie? Is building more highways and new buildings on campuses more important than the right of our state's children, all the state's children, to get the best possible education not just from the time those children reach the public schools, but from the time they are born?"

Milwaukee

"I am both a student and a working mother. I am receiving ADC and it's on a sliding scale to how much I work. If I am ever to be a totally self-supporting person which I hope to be -- knock on wood -- in a couple of years once my kids get a little older, I'll have to go to school and how can I go to school and keep going in the hole? . . . it leaves me with a kind of void, or almost a vacuum."

Green Bay

"I want to speak in favor of day care centers. In my case if my children had to go to foster homes it would have broken up my family. In one case they did have to go to a foster home for two weeks when I became ill as there wasn't anyone to come into the home or anyone to give day care help. Today my daughter is 22 and she still has not forgotten that two-week experience."

Fond du Lac

"I'm doing more harm to my children with shift work and hasseling with babysitters. I thought I was being a noble mother. I was out working and the judge in the court threatened me, "Don't ever let me see you on the welfare rolls." So I struggled with the situation and finally I thought, "Why am I fighting so hard? I'm losing everything: What is money if you lose your family, which is the most important thing. You're the only parent. You have to do double duty. You have to be twice as good as when you were just a half a parent role."

Wisconsin Rapids

"Of the 1,100 families surveyed, we found that 25% (or well near the national figure of 33%) of the women we contacted were working. Another 140 were considering outside employment. Many of those may have gone to work. One hundred sixty said that they would use a day care facility for emergency or drop-in service. There were many people who wanted to use this, not for a full time job, or even for a part time job, but to give them freedom to do other things where they couldn't take a child with them. Many were unclear about what day care involved, but might be interested in the service if they knew more about them. We also encountered resistance to the expression, "day care center," whereas another phrase, such as "day nursery" did not draw the same negative reaction."

Eau Claire

TABLE 9 - DAY CARE OPEN HEARINGS
 PARENT BASED REASONS FOR DAY CARE
 GIVEN BY PARTICIPANTS

PARENT-BASED REASONS FOR DAY CARE	REPRESENTATION									
	TOTAL		SELF	CONSUMER GROUPS	PROVIDER GROUPS	UNION/ EMPLOYER GROUPS	WOMEN'S INTEREST GROUPS	CONSUMERS/ PROVIDER GROUPS	OTHER GROUP	NOT REPORTED
	NUMBER	PERCENT								
<u>TOTAL STATE</u>	<u>276</u>	<u>100.0</u>	<u>100</u>	<u>24</u>	<u>73</u>	<u>5</u>	<u>16</u>	<u>6</u>	<u>14</u>	<u>8</u>
<u>PARENT REASONS MENTIONED</u>	<u>164</u>	<u>59.4</u>	<u>65</u>	<u>17</u>	<u>40</u>	<u>4</u>	<u>13</u>	<u>3</u>	<u>20</u>	<u>2</u>
ECONOMIC NECESSITY	114	41.3	40	12	30	3	10	2	15	2
PERSONAL FULFILLMENT OF PARENTS	81	29.4	36	10	9	3	11	1	10	1
PRESERVATION OF FAMILY	57	20.7	24	9	13	1	4	-	6	-
GENERAL COMMENT	19	6.9	5	-	7	1	1	-	4	1
<u>PARENT REASONS NOT MENTIONED</u>	<u>112</u>	<u>40.6</u>	<u>35</u>	<u>7</u>	<u>33</u>	<u>1</u>	<u>3</u>	<u>3</u>	<u>24</u>	<u>6</u>

"A woman forcedly made to be a full time homemaker/mother, we are finding, is often detrimental to the mental health of everyone involved . . . too many children and too many mothers are being quietly driven crazy by too much enforced time together. This is happening in middle class suburban families (those with whom I work as a social worker) at least as often as in our desperately poor neighborhoods."

Milwaukee

"There are about 50% more women in the labor force now than there were 50 years ago, and it figures that a good many of these are mothers. There are about 40% women in the total work force now and for about 30% of them it is estimated they work because it is necessary to work either to keep off welfare or to have any kind of a decent living wage and to give the children the opportunity they want them to have This is not a welfare problem; this is a middle class problem."

Dodgeville

"We are concerned with those young people in the past we call unmarried mothers, but who now we refer to as school age mothers and more realistically, school age parents, both boys and girls. We're concerned that . . . the school age mother who elects to be the parent of her child and who needs to continue her education, and certainly will need employment . . . needs adequate day care services . . . since many school districts have not come seriously face-to-face with the needs of these young people, the whole area of infant care for this group has not been conceived at all."

Milwaukee

"We tease people -- we can train them for jobs -- there are needs in the community and yet if we don't provide the very basis such as child care, then we're deluding ourselves that our programs are worth anything. Unless we can bring pressure upon the state and federal government to provide the ancillary services (child care), then I don't know where our work training programs will end up."

Milwaukee

"I think working families, especially single parent families, who must work to support themselves to avoid becoming, or who actually may be potential AFDC recipients struggle to stay ahead of the poverty line. They just get a wee bit ahead of the poverty line, they get a slight clutch at what may be the so called American dream and then wham! We put in their face a tremendous adversity. We don't offer them an opportunity to get out, to support themselves, to try to contribute to the society we are trying to build. We say to them stay home; we say to leave your children in inadequate facilities; leave your children with people who either don't care or can't afford to care."

Madison

"The need for quality child care centers as well as in-home child care far exceeds the ability to provide for this care, especially for women in need of job preparation and jobs . . . We still seem to think day care is really a no-no; but if we absolutely have to, then maybe we'll consider it only for women who have to work, and we have all sorts of definitions about that that are tied into welfare . . . But it seems to me that we really have to consider providing direct subsidies to any woman with an income below X number of dollars to use for day care. It's a need, very much the same as housing, income maintenance, and a few other things . . ."

Green Bay

"I want to be taxed for day care centers. I want my money to go there. I see parents who are doing everything they possibly can, but the mother must work full time in order to pay the bills and there is the child, bored, restless, not learning anything, and not very well cared for. The nuclear family is isolated. I am the sole friend of a nuclear family. I am the grandmother, the aunt, the siblings, the whole thing. They have made me realize there are a lot of nuclear families in this county -- and there are no aunts, no parents within hailing distance -- and they usually don't care, not that much."

Eau Claire

III. FINANCING DAY CARE

A. Summary of Finance Related Issues

Sixty-nine percent of all statements in the testimony mentioned financing and funding as a distinct, pervasive day care problem for families and day care providers. The range of concern varied with the region.

In Dane and Milwaukee Counties, where Title IV-A funding (federal, state and county matching funds) for potentially dependent children is a reality, and at the time of the hearing was jeopardized by new, restrictive guidelines, an average of 4 of every 5 persons speaking addressed the plight of working parents who would either have to return to, or initially apply for AFDC, as a result of losing child care support.*

See Table 10: Funding Issues by Geographic Representation
(See below)

TABLE 10 - DAY CARE OPEN HEARINGS
FUNDING ISSUES BY GEOGRAPHIC REPRESENTATION

FUNDING	GEOGRAPHIC REPRESENTATION				
	TOTAL	PERCENT	RURAL	URBAN	UNKNOWN
<u>TOTAL STATE</u>	<u>276</u>	<u>100.0%</u>	<u>49</u>	<u>305</u>	<u>22</u>
<u>FUNDING MENTIONED*</u>	<u>189</u>	<u>68.0</u>	<u>35</u>	<u>141</u>	<u>13</u>
GENERAL NEED FOR FUNDING	133	48.0	26	99	8
FEDERAL REGULATIONS (TITLE IVA)	65	24.0	1	51	6
REVENUE SHARING	10	4.0	-	9	1
STATE PURCHASE OF CARE	50	18.0	6	40	4
STATE START UP FUNDS	23	8.0	4	17	3
COUNTY PURCHASE OF CARE	52	19.0	7	43	2
COUNTY WIN LIMITATIONS	16	6.0	4	12	-
COUNTY RELUCTANCE/STIGMA	30	11.0	6	24	-
PRIVATE SOURCES	18	7.0	3	13	2
PUBLIC SOURCES	9	3.0	4	5	-
OTHER	13	5.0	-	12	1
<u>FUNDING NOT MENTIONED</u>	<u>87</u>	<u>32.0</u>	<u>14</u>	<u>64</u>	<u>9</u>

* According to the August, 1973 issue of Voice for Children, adoption of any changes in the social service regulations of Title IV-A expenditures is postponed until November 1, 1973. It is possible, however, that a new set of regulations could be submitted by HEW and go into effect at any time. Because of the delay (given no additional plans by HEW), the state can continue to fund day care for children who qualify under the old definitions

See Table 11: Funding Issues Mentioned by Participants
(See following page)

The testimony of those whose lives would be affected by the funding cuts speak directly to the issue:

"The mothers have asked that I plead with somebody because we don't seem to be reaching the government officials. That they either keep day care services open, or we will be forced to go back on welfare in order to take care of our children. When government officials say children are not that important, they are living in a fantasy world -- these so-called unimportant citizens of today are the future of our America."

Milwaukee

"This committee should oppose the guidelines of Title IV-A imposed on us by a group of bureaucrats in Washington who don't know what the priorities happen to be in Wisconsin -- and it discriminates very much against the poor and especially the urban child."

Milwaukee

"I am a working, black mother receiving no other support than purchase of care and there are many of us in this situation. I am the only one maintaining my home and its subsequent costs. I deplore the efforts of the federal and county governments to put me back in the subserviant position I've been in for four hundred years."

Madison

REVENUE
SHARING

As an immediate alternative to the proposed Title IV-A cuts, revenue sharing for day care would have had to have been incorporated by the state in its 1973-1974 budget. Ten individuals mentioned revenue sharing as a future option for the state and federal governments to continue to share in financial support for day care. Specific requests were made in the Madison, Milwaukee, LaCrosse and Eau Claire hearings that revenue sharing be allocated both for day care expansion and to fill any funding gaps should Title IV-A monies be reduced.

TABLE 11 - DAY-CARE OPEN HEARINGS
FUNDING ISSUES MENTIONED BY PARTICIPANTS

FUNDING	REPRESENTATION									
	TOTAL		SELF	CONSUMER GROUPS	PROVIDER GROUPS	UNION/ EMPLOYER GROUPS	WOMEN'S INTEREST GROUPS	CONSUMERS/ PROVIDER GROUPS	OTHER GROUP	NOT REPORTED
	NUMBER	PERCENT								
<u>TOTAL STATE</u>	<u>276</u>	<u>100.0</u>	<u>100</u>	<u>24</u>	<u>73</u>	<u>5</u>	<u>16</u>	<u>6</u>	<u>44</u>	<u>8</u>
<u>FUNDING MENTIONED</u>	<u>189</u>	<u>68.5</u>	<u>63</u>	<u>20</u>	<u>53</u>	<u>3</u>	<u>11</u>	<u>6</u>	<u>29</u>	<u>5</u>
GENERAL NEED FOR FUNDING	133	48.2	44	13	37	2	9	6	17	5
FEDERAL REGULATIONS (TITLE IVA)	65	25.6	25	7	18	2	3	1	7	2
REVENUE SHARING	10	3.6	2	1	5	-	1	-	1	-
STATE PURCHASE OF CARE	50	18.1	21	7	12	2	1	2	3	2
STATE START-UP FUNDS	24	8.7	7	5	8	1	-	1	2	-
COUNTY PURCHASE OF CARE	52	18.8	20	6	15	1	1	2	5	2
COUNTY WIN LIMITATIONS	16	5.8	7	-	4	-	-	-	5	-
COUNTY RELUCTANCE/STIGMA	30	10.9	10	4	8	1	1	1	4	1
PRIVATE SOURCES	18	6.5	4	1	8	-	1	1	3	-
PUBLIC SOURCES	9	3.3	7	1	-	-	-	-	-	1
OTHER	13	4.7	2	3	4	-	-	-	4	-
<u>FUNDING NOT MENTIONED</u>	<u>87</u>	<u>31.5</u>	<u>39</u>	<u>4</u>	<u>20</u>	<u>2</u>	<u>5</u>	<u>-</u>	<u>15</u>	<u>2</u>

START-UP
FUNDS

The subject of state allotted funds for starting day care programs was mentioned where there had been state-county communication relating to that item in the Governor's budget. The consensus expressed in Dane, Iowa, Milwaukee and Racine Counties was that programs in financial difficulty, or programs recently having discontinued, should be considered for such funds, as well as proposed, new centers. Also the use of start-up funds for initiating satellite home care programs was suggested. A total of 23 individuals, primarily parents and representatives of both consumer and provider groups asked what degree of flexibility the guidelines for start-up funds would allow for developing innovative programs.

COUNTY
FUNDS

According to 30 hearing participants (11%), a stigma, either expressed or implied is sensed by many AFDC recipients who either receive or might receive child care payments while they are working.* In Wisconsin Rapids and in Wausau there was an expression that counties might prefer, because of social attitudes or economics, to have a welfare recipient stay at home, rather than leave her child with a county supported family day care sitter or in a day care center. Participants defined this attitude as a double standard in that the "work ethic" is promoted, but a welfare mother's preference to work is often discouraged. Women argued that their dignity, self-worth, and capacity to function as parents were enhanced if they could maintain jobs and be assured of child care support.

* County funds for day care are derived from local, state and county sources.

COUNTY
WIN FUNDS

A specific concern was voiced about the county limitations in administering Work Incentive Program (WIN) funds for day care support. For example, participation in formalized educational training, according to participants, did not qualify a parent for child care payments. Individual recipients and representatives of county welfare agencies were the most vocal on the subject of restrictions placed on WIN enrollees. One county employee offered precisely the opinion which recipients throughout the state found offensive: "That for the WIN mother to work actually resulted in greater tax expenditures than if she remained at home." Others argued that in most cases, the cost of child care to the county was less than the total cost of maintaining an AFDC family if the parent did not work.

PRIVATE
SOURCES

There was general agreement that private religious, philanthropic, community fund raising, or United Way funding had been crucial in starting centers throughout the state. However, participants explained that rising costs have led to demands which private sources cannot meet alone. Those provider groups whose source of funding is private, welcomed support from public AFDC or Title IV-A funds, both in order to serve a diversity of children, and to be assured of the payment for the full cost of care.

PUBLIC
SOURCES

In addition to the issues of finance discussed above, the most widely expressed generalizations of those 48% who touched on funding questions were that:

- a) the protection, growth and development of children is a right that should be recognized and acknowledged through public financial support;

- b) distribution of day care funds should not necessarily be tied to working mothers; and
- c) the most acceptable way of providing optional child development programs is through the public tax base.

Several individuals believed that state and federal funds were being used for the wrong purposes. They stated that no new fund/tax raising was necessary to accommodate child care needs, but that a reallocation of existing monies should place a high priority on child care and child development programs.

**COSTS OF
OPERATION**

The importance of the funding question was substantiated heavily by the testimony of center representatives and individual in-home or family day care providers. All contrasted the high cost of operation with the low income they currently receive through consumer payments.

Without exception day care providers indicated staffing costs to be their main operating expense. Rent, equipment and insurance were among other high budget items. While staff salaries constitute the major day care employer expense, thirty-four individuals gave statements which cited low day care wages as the key factor in staffing problems -- such as motivation, morale, and availability of qualified personnel.

Especially for the in-home or family day care provider, wages were described as being "criminally low," as low as 35¢ an hour. In Wisconsin Rapids, a factory worker who had had trouble finding quality care, insisted that her assembly line wages of \$3.60 should also be the minimum wage in day care centers. However, according to testimony, most entry level day care center positions are paid \$1.60 to \$2.00 an

hour, regardless of the training or qualifications of the individual. The issues of required staff training and low salaries are also discussed in Section V, State Coordination.

There were at least two instances of centers having closed because of high operating costs and low income. The representatives of those centers urged a) greater public education -- information on the availability of day care so that existing centers would be used to capacity; and b) the use of public funding to subsidize or underwrite centers experiencing financial difficulty.

See Table 12: Costs of Center Operation Given by Participants
(See following page)

**COSTS TO
PARENTS**

The cost of quality day care to parents, especially to the so-called "working poor," who in most parts of the state receive no subsidy, was cited as being an unreasonably high budget item, compared, or equal to rent and food expenses. Parents reported paying from \$16.00 to \$30.00 and up weekly for full day care. Therefore, low income parents said they reluctantly accept low cost, and for some, low quality, services from untrained babysitters.

B. What People Said: Financing Day Care

"We urge the State Day Care Advisory Committee to continue and intensify your efforts to pressure HEW to establish broader eligibility guidelines and to permit more lower income working people to qualify for purchase of care. Also we urge that the committee investigate how counties are administering the Title IV-A program. It is our observation that counties in this area of the state do little or no research work for purchase of care, and furthermore, these counties are paying purchase of care for only a minute or non-existent proportion of the low income, non-assistance families that are presently eligible."
Eau Claire

TABLE 12 - DAY CARE OPEN HEARINGS
COST OF CENTER OPERATION

COST OF CENTER OPERATION	REPRESENTATION									
	TOTAL		SELF	CONSUMER GROUPS	PROVIDER GROUPS	UNION/ EMPLOYER GROUPS	WOMEN'S INTEREST GROUPS	CONSUMERS/ PROVIDER GROUPS	OTHER GROUP	NOT REPORTED
	NUMBER	PERCENT								
<u>TOTAL STATE</u>	<u>276</u>	<u>100.0</u>	<u>100</u>	<u>24</u>	<u>73</u>	<u>5</u>	<u>16</u>	<u>6</u>	<u>44</u>	<u>8</u>
<u>COST OF CENTER OPERATION MENTIONED</u>	<u>113</u>	<u>40.9</u>	<u>34</u>	<u>10</u>	<u>41</u>	<u>2</u>	<u>10</u>	<u>3</u>	<u>11</u>	<u>2</u>
PROVIDER COSTS	45	16.3	8	3	28	-	1	3	2	-
CONSUMER COSTS	54	19.6	18	7	16	1	4	1	6	1
EFFECTS OF HIGH COSTS - CLOSED CENTERS	9	3.3	3	2	2	-	-	-	1	1
FAVOR SLIDING FEE SCALE	34	12.3	13	-	14	-	5	-	2	1
STAFF SALARIES	32	11.6	9	3	14	1	2	2	1	-
GENERAL COMMENT	8	2.9	3	-	3	-	-	-	2	-
<u>COST OF CENTER OPERATION NOT MENTIONED</u>	<u>163</u>	<u>59.1</u>	<u>66</u>	<u>14</u>	<u>32</u>	<u>3</u>	<u>6</u>	<u>3</u>	<u>33</u>	<u>6</u>

"We have created a society that requires two salaries most of the time to continue the family, and I think that since we have created this society, something should be done about caring for the children. I think it is the responsibility of the city father -- and not only the city fathers, but all fathers."

Wausau

"With your own money you have pride, you have dignity -- you have something to be thankful about. You can keep your head up; you don't have to feel as though somebody's walking on your face all the time . . . telling you you're dirty, lazy, welfare people. "Get up and go to work." OK, finally we got up and went to work, now what do you want? You tell us we don't have to work. Allow us to work. Leave our children in day care. It's what we want -- it's what they need."

Milwaukee

"I just found out in the past couple of days that I might have been able to get this purchase of care, although the welfare department doesn't tell anyone about it. But I had to listen to my little daughters cry when I left them at a poor babysitter, because I couldn't afford to take them to a day care center that was already started. It is run by a charity organization at the very lowest possible rates, but I still couldn't afford it, and I ended up with a nervous breakdown and had to quit work. I am now on AFDC and I never would have been if someone had taken the time to make sure that I could get decent care for my children."

Eau Claire

"Subsidies are also needed in order to keep salaries of day care personnel at a level which attracts competent and warm individuals of both sexes. Sometimes, a day care facility becomes a depository for persons who cannot find employment elsewhere, and who thus are willing to accept the low wages prevalent in this vocation. Is this how we want to choose those who care for our children? Is this how we want to treat those who assist us in the vitally important task of rearing our children? Another obvious affect of low wages is that it tends to exclude men; they can earn far higher wages doing almost anything else. This results in an almost totally female staff, with a lack of male role models for boys. This is especially serious in facilities which serve divorced mothers. Their growing sons may have no opportunity for a significant relationship with a man."

Green Bay

"When you figure how crucial, important, and valuable those first few years are, I think it is so important that the people working with the preschool child have an awareness of them . . . There almost has to be state aid. Because if you make your requirements stricter, there also has to be commensurate wages."
Wausau

"Most males can't work in day care centers because they don't get enough money. Unfortunately, women work there because they are used to getting less money."

Eau Claire

IV. PROGRAMS: QUALITY - VARIETY

A. Summary of Program Issues

PROGRAMS PREFERRED BY PARENTS

Sixty percent of the parents who gave testimony on the day care programs in which their children were involved emphasized their belief that an education-enrichment component was not only beneficial to their children, but essential. Thirty percent specifically endorsed comprehensive care. In defining comprehensive care, detailed features, such as a nutritious food program, availability of health and program consultants, and educational-enrichment activities were included. No parent from any sector or region of the state said he/she was satisfied with custodial care as an alternative, although some indicated they were forced to accept low cost unsatisfactory child care in order to work. Many individuals expressed a blanket confidence in group day care centers. They believed that because centers had to be licensed by the state, a high standard of quality was automatically being met.

See Table 13: Program Quality by Representation
(See following page)

IMPORTANCE OF QUALITY CARE

Comments such as, "The staff displayed great skill in meeting my children's unique needs; "My child could never have progressed so much at home;" supported parents' confidence in the

DAY CARE OPEN HEARINGS
TABLE 13 - PROGRAM QUALITY BY REPRESENTATION

PROGRAM QUALITY	REPRESENTATION									
	TOTAL		SELF	CONSUMER GROUPS	PROVIDER GROUPS	UNION/ EMPLOYER GROUPS	WOMEN'S INTEREST GROUPS	CONSUMERS/ PROVIDER GROUPS	OTHER GROUP	NOT REPORTED
	NUMBER	PERCENT								
<u>TOTAL STATE RESPONSE</u>	<u>276</u>	<u>100.0</u>	<u>100</u>	<u>24</u>	<u>73</u>	<u>5</u>	<u>16</u>	<u>6</u>	<u>44</u>	<u>8</u>
<u>PROGRAM QUALITY MENTIONED</u>	<u>151</u>	<u>54.7</u>	<u>60</u>	<u>17</u>	<u>39</u>	<u>1</u>	<u>12</u>	<u>3</u>	<u>16</u>	<u>3</u>
FAVORED ENRICHMENT	142	51.5	59	16	36	1	11	3	13	3
NEED PROGRAM CONSULTANTS	14	5.1	5	3	3	-	1	-	2	-
ACCESS TO MEDICAL SERVICES	27	9.8	8	3	6	-	4	1	4	1
ACCESS TO MENTAL HEALTH CONSULTANTS	17	6.2	8	1	4	-	2	-	2	-
FAVOR COMPREHENSIVE CARE	65	23.6	30	8	13	1	4	1	5	3
<u>PROGRAM QUALITY NOT MENTIONED</u>	<u>125</u>	<u>45.3</u>	<u>40</u>	<u>7</u>	<u>34</u>	<u>4</u>	<u>4</u>	<u>3</u>	<u>28</u>	<u>5</u>

values of group day care as an assistance to them. The contribution of quality preschool programs to the enrichment of children's lives was reiterated by child development students, particularly at the Wisconsin Rapids hearing where 17 students collectively and individually voiced pleas for public support of day care. Participants from both urban and rural areas testified to the role of day care in meeting children's social, psychological, physical and intellectual developmental needs.

The state's role in insuring quality care was assumed to be three-fold: a) through the licensing function; b) through providing supportive services beyond licensing; and c) through providing adequate funding so that centers could be well-staffed and well equipped.

**EXPANDED
SERVICES**

Among the types of programs individuals mentioned as needing the support and resources of the state were: a) in-home or family day care arrangements, including the development of "satellite homes";* b) school age children's programs, including before, after school, and summer care; c) occasional use centers; and d) programs for the developmentally disabled.

**FAMILY,
IN-HOME
AND SATELLITE
HOMES**

The terms in-home (care in the child's home) and family day care (care in the provider's home) were used interchangeably in the testimony with reference to care for infants and preschool age children (ages 2½ - 5). For preschool children such home-care arrangements

* Family day care homes which are under the program supervision of either a day care or social service agency are known as "satellite homes."

were viewed as acceptable only if group facilities were unavailable or too expensive. When questioned by panel members, the 9% who expressed concerns about the availability and quality of infant care, readily endorsed the concept of satellite homes. It was assumed that satellite systems would help to insure safe and supervised environments for those children whose parents prefer a home-care arrangement.

Some individuals (primarily from the north central part of the state) challenged the relative value of family/in-home care as compared with the care and enrichment provided in group settings. However, the overall testimony does suggest public receptivity for state agencies to aid in the development of pilot satellite home systems. The resulting coordinated training of in-home providers, and the shared use of equipment, consultants, transportation and food programs were seen as distinct advantages leading to the improved care of children in homes.

See Table 14: In-Home Family Day Care by Representation
(See following page)

SCHOOL AGE
CHILDREN

There was an even geographical distribution of interest in expanded care facilities for school age children. Testimony indicates that the welfare of "latch key" children should be a community concern. Parents requested assistance in coordinating their children's school and after school time with their own work schedules. One mother emphasized that, with reference to day care, the young elementary school age child is often neglected, since there are few organized after school care programs anywhere in the state. Summer programs and extended-day kindergarten programs were requested by 5% of the participants who

DAY CARE OPEN HEARINGS
TABLE 14 - IN-HOME FAMILY DAY CARE BY REPRESENTATION

IN-HOME FAMILY DAY CARE	REPRESENTATION									
	TOTAL		SELF	CONSUMER GROUPS	PROVIDER GROUPS	UNION/ EMPLOYER GROUPS	WOMEN'S INTEREST GROUPS	CONSUMERS/ PROVIDER GROUPS	OTHER GROUP	NOT REPORTED
	NUMBER	PERCENT								
<u>TOTAL STATE RESPONSE</u>	<u>276</u>	<u>100.0</u>	<u>100</u>	<u>24</u>	<u>73</u>	<u>5</u>	<u>16</u>	<u>6</u>	<u>44</u>	<u>8</u>
<u>IN-HOME FAMILY DAY CARE MENTIONED</u>	<u>93</u>	<u>33.7</u>	<u>30</u>	<u>9</u>	<u>23</u>	<u>2</u>	<u>2</u>	<u>2</u>	<u>17</u>	<u>1</u>
INFANT CARE	26	9.4	10	4	7	1	-	-	4	-
SATELLITE CARE	25	9.1	8	2	7	1	2	1	3	1
GENERAL COMMENT	62	22.5	19	3	15	-	9	2	13	1
<u>IN-HOME FAMILY DAY CARE NOT MENTIONED</u>	<u>183</u>	<u>66.3</u>	<u>70</u>	<u>15</u>	<u>50</u>	<u>3</u>	<u>7</u>	<u>4</u>	<u>27</u>	<u>7</u>

mentioned the lack of both options in most communities. Another 6% suggested that the public schools themselves could be expected to innovate to provide space and to develop such programs.

See Table 15: School Age Programs by Representation
(See following page)

OCCASIONAL USE
FACILITIES

The need for facilities with flexible hours, frequently called "drop-in centers" at the hearings, were specifically mentioned by 7% of the participants. Irregular work schedules and a variety of non-work related reasons were the justifications given for the need for this style of center. In the Wausau community nearly 1/3 of the participants preferred the occasional use center to allow both for the socialization of children and for reasonable time for parents to take courses, attend meetings, such as hearings, and to tend to personal medical or legal appointments. One parent suggested that the drop-in center in some communities might provide a transition for public acceptance of more comprehensive programs.

See Table 16: Drop-In Facilities (Occasional Use) by Rep.
(See following page)

EMPLOYMENT AND
EDUCATION
BASED
PROGRAMS

An awareness exists across the state of the advantages of employer or university subsidized day care. However, the three labor union representatives who spoke on the issue, agreed that before facilities and services will be provided by employers, great bargaining efforts on the part of employees will be required. Existing and proposed university-based day care centers were discussed. The advantages to the institution, to student parents and their children were stressed at hearings in all university communities. Special appeals were made that

more university resources, ranging from funding to program specialists, should be channeled into university-based day care centers. In Milwaukee and Racine particular reference was made to the needs of teenaged parents completing high school. The latter were not so much concerned that the high schools sponsor day care, but that quality infant care services be available so that teenaged parents could attend and complete high school.

See Table 17: Advocates of Employment-Education Based Day Care
(See following page)

PROGRAMS
FOR THE
DISABLED

Across the state individuals urged support of existing day care services for the mentally handicapped/developmentally disabled. Some voiced distress that the new public school responsibility for the disabled would result in funding cuts for existing programs.* The parents of the mentally handicapped/developmentally disabled who spoke told of personal experiences and expressed gratitude for the formal day care programs that had been available to assist them, regardless of whether they had to work or not. A total of 36 (13%) individuals spoke to the specialized care needs of the handicapped. Participants expressed that the sometimes over-lapping licensing functions of the Division of Mental Hygiene and the Division of Family Services need to be clarified, and that the paper work required to administer programs for the mentally handicapped/developmentally disabled should be minimized.

See Table 18: Programs for the Developmentally Disabled by Rep.
(See following page)

* On August 8, 1973, Mandatory Exceptional Education was signed into law as Chapter 89, Laws of 1973. The law states that Wisconsin will provide as an integral part of free public education special education sufficient to meet the needs and maximize the capacities of all children with exceptional education needs from chronological age 3 through 20.

DAY CARE OPEN HEARINGS
TABLE 15 - SCHOOL AGE PROGRAMS BY REPRESENTATION

SCHOOL-AGE PROGRAMS	REPRESENTATION									
	TOTAL		SELF	CONSUMER GROUPS	PROVIDER GROUPS	UNION/ EMPLOYER GROUPS	WOMEN'S INTEREST GROUPS	CONSUMERS/ PROVIDER GROUPS	OTHER GROUP	NOT REPORTED
	NUMBER	PERCENT								
<u>TOTAL STATE</u>	<u>276</u>	<u>100.0</u>	<u>100</u>	<u>24</u>	<u>73</u>	<u>5</u>	<u>16</u>	<u>6</u>	<u>44</u>	<u>8</u>
<u>SCHOOL-AGE PROGRAMS MENTIONED</u>	<u>38</u>	<u>13.8</u>	<u>16</u>	<u>3</u>	<u>2</u>	<u>2</u>	<u>3</u>	<u>=</u>	<u>5</u>	<u>=</u>
KINDERGARTEN - 1/2 DAYS	15	5.4	6	1	4	1	2	-	1	-
SUMMER	13	4.7	6	1	3	-	1	-	2	-
AFTER SCHOOL	25	9.1	8	3	7	2	2	-	7	-
GENERAL COMMENT	11	4.0	7	-	1	1	1	-	1	-
<u>SCHOOL-AGE PROGRAMS NOT MENTIONED</u>	<u>238</u>	<u>86.2</u>	<u>84</u>	<u>21</u>	<u>64</u>	<u>3</u>	<u>13</u>	<u>6</u>	<u>39</u>	<u>8</u>

DAY CARE OPEN HEARINGS
TABLE 16 - DROP IN FACILITIES (OCCASIONAL USE)
BY REPRESENTATION

DROP-IN FACILITIES (OCCASIONAL USE)	REPRESENTATION									
	TOTAL		SELF	CONSUMER GROUPS	PROVIDER GROUPS	UNION/ EMPLOYER GROUPS	WOMEN'S INTEREST GROUPS	CONSUMERS/ PROVIDER GROUPS	OTHER GROUP	NOT REPORTED
	NUMBER	PERCENT								
<u>TOTAL STATE</u>	<u>276</u>	<u>100.0</u>	<u>100</u>	<u>24</u>	<u>73</u>	<u>5</u>	<u>16</u>	<u>6</u>	<u>44</u>	<u>8</u>
<u>FACILITIES MENTIONED</u>	<u>22</u>	<u>8.0</u>	<u>8</u>	<u>4</u>	<u>5</u>	<u>=</u>	<u>3</u>	<u>=</u>	<u>2</u>	<u>=</u>
GENERAL POSITIVE COMMENT	22	8.0	8	4	5	-	3	-	2	-
<u>FACILITIES NOT MENTIONED</u>	<u>254</u>	<u>92.0</u>	<u>92</u>	<u>20</u>	<u>68</u>	<u>5</u>	<u>13</u>	<u>6</u>	<u>42</u>	<u>8</u>

DAY CARE OPEN HEARINGS
TABLE 17 - ADVOCATES OF EMPLOYMENT-EDUCATION BASED DAY CARE
BY REPRESENTATION

ADVOCATES OF EMPLOYMENT- EDUCATION BASED DAY CARE	REPRESENTATION									
	TOTAL		SELF	CONSUMER GROUPS	PROVIDER GROUPS	UNION/ EMPLOYER GROUPS	WOMEN'S INTEREST GROUPS	CONSUMERS/ PROVIDER GROUPS	OTHER GROUP	NOT REPORTED
	NUMBER	PERCENT								
<u>TOTAL STATE*</u>	<u>276</u>	<u>100.0%</u>	<u>100</u>	<u>24</u>	<u>73</u>	<u>5</u>	<u>16</u>	<u>6</u>	<u>44</u>	<u>8</u>
<u>EMPLOYMENT-BASED MENTIONED</u>	<u>31</u>	<u>11.2</u>	<u>8</u>	<u>3</u>	<u>4</u>	<u>3</u>	<u>7</u>	<u>3</u>	<u>3</u>	<u>2</u>
EMPLOYER PROVIDED	17	6.2	6	-	2	1	3	2	3	1
UNION SUPPORTED	2	0.7	-	-	-	1	-	-	1	-
UNIVERSITY BASED	15	5.4	3	3	3	1	3	2	-	-
GENERAL COMMENT	5	1.8	-	-	1	-	1	1	2	-
<u>EMPLOYMENT-BASED NOT MENTIONED</u>	<u>245</u>	<u>88.8</u>	<u>92</u>	<u>21</u>	<u>69</u>	<u>2</u>	<u>9</u>	<u>3</u>	<u>41</u>	<u>8</u>

DAY CARE OPEN HEARINGS
TABLE 18 - PROGRAMS FOR THE DEVELOPMENTALLY DISABLED
BY REPRESENTATION

PROGRAMS FOR THE DEVELOP- MENTALLY DISABLED	REPRESENTATION									
	TOTAL		SELF	CONSUMER GROUPS	PROVIDER GROUPS	UNION/ EMPLOYER GROUPS	WOMEN'S INTEREST GROUPS	CONSUMERS/ PROVIDER GROUPS	OTHER GROUP	NOT REPORTED
	NUMBER	PERCENT								
<u>TOTAL STATE*</u>	<u>276</u>	<u>100.0</u>	<u>100</u>	<u>24</u>	<u>73</u>	<u>5</u>	<u>16</u>	<u>6</u>	<u>44</u>	<u>8</u>
<u>DISABLED MENTIONED</u>	<u>36</u>	<u>13.0</u>	<u>5</u>	<u>2</u>	<u>20</u>	<u>1</u>	<u>1</u>	<u>1</u>	<u>2</u>	<u>4</u>
QUALITY OF CARE	21	7.6	3	1	11	1	-	1	2	2
FACILITIES NEEDS	24	8.7	4	2	13	1	1	1	-	2
GENERAL COMMENT	33	8.3	4	1	11	-	-	1	2	4
<u>DISABLED NOT MENTIONED</u>	<u>240</u>	<u>87.0</u>	<u>95</u>	<u>22</u>	<u>53</u>	<u>4</u>	<u>15</u>	<u>5</u>	<u>42</u>	<u>4</u>

**LOCATION OF
FACILITIES**

The location of day care facilities was of interest to 20% of the participants. The establishment of centrally located, multiple age centers was recommended by 8% of those testifying. Parents said it was important to them to have infant care provided in or near existing group day care facilities. The use of public school facilities as multiple age centers received support from 16 participants. Parents also advocated:

- a) expanding day care into rural areas,
- b) using available church space, and
- c) locating centers to allow for multi-cultural representation of children.

See Table 19: Location of Day Care Facilities by Representation
(See following page)

**PARENT
INVOLVEMENT**

No matter what existing or projected day care services were discussed, each hearing had representatives who stated that parent involvement was essential. The degree of parent participation desired ranged from total parent control of cooperatives, to parent-dominated governing boards, to parents being involved in parent-education as an essential element in their children's preschool experience. Forty percent of the participants were using some form of child care. Twenty percent specifically advocated some measure of parent involvement. Organized parents in the Milwaukee area asserted that parent voices should be considered by the state at all levels of policy making. Their discussions emphasized that use of day care or alternative forms of child care does not imply negation of parental responsibility and concern for their children -- for their daily activities and the values underlying those activities. Parents want to determine what is taught and how it is taught.

See Table 20: Parent Involvement by Representation
(See following page)

TRANSPORTATION
AND
VOLUNTEERS

Other aspects of day care services which received attention at the hearings were the needs of many families for transportation to day care, and the benefits of utilizing supplementary volunteer staff. Those concerned with transportation believed that it should be provided by the center or be subsidized with public funds. Volunteer involvement was defined as general community participation, student helpers, volunteer specialists, and senior citizens. Each was seen as having potential for enhancing program quality. In some instances volunteers were needed in order for the center to meet staff/child ratio requirements.

See Table 21: Transportation by Representation

See Table 22: Volunteer Involvement by Representation
(See following page)

B. What People Said: Program Issues

"What should be the function of public day care facilities in our society? Should they provide just a babysitting service or should they provide a comprehensive child development experience? I expect the answer is somewhere in the middle. If public funds are used to support the service, more than mere babysitting should be provided. Babysitting would help the individual family economically, but would provide no long-term benefit to society as some form of educational experience would."

Racine

"We must upgrade and expand a variety of programs for children of working parents such as group centers, family day care homes, extended day care programs for school age children and develop additional but needed services such as care for sick children and care which is available during the wide range of hours which parents may work . . . If parents are to be effective in selecting from a diverse system, there must be means of providing parents with adequate information. Thus, information and referral services are of absolute necessity."

Madison

DAY CARE OPEN HEARINGS
TABLE 19 - LOCATION OF DAY CARE FACILITIES BY REPRESENTATION

LOCATION OF DAY CARE FACILITIES	REPRESENTATION									
	TOTAL		SELF	CONSUMER GROUPS	PROVIDER GROUPS	UNION/ EMPLOYER GROUPS	WOMEN'S INTEREST GROUPS	CONSUMERS/ PROVIDER GROUPS	OTHER GROUP	NOT REPORTED
	NUMBER	PERCENT								
<u>TOTAL STATE*</u>	<u>276</u>	<u>100.0</u>	<u>100</u>	<u>24</u>	<u>73</u>	<u>5</u>	<u>16</u>	<u>6</u>	<u>44</u>	<u>8</u>
<u>LOCATION MENTIONED</u>	<u>56</u>	<u>20.3</u>	<u>18</u>	<u>3</u>	<u>20</u>	<u>2</u>	<u>5</u>	<u>1</u>	<u>6</u>	<u>1</u>
CENTRAL LOCATION SERVING ALL AGE GROUPS	22	8.0	7	1	7	2	3	-	2	-
RETAIN NEIGHBORHOOD CHARACTER	3	1.1	2	-	1	-	-	-	-	-
LOCATED FOR BALANCED REPRESENTATION OF BACKGROUNDS	9	3.3	1	-	5	-	2	-	1	-
EXPAND DAY CARE IN RURAL AREAS	14	5.1	5	1	5	1	1	-	1	-
ADVOCATE CHURCH USE	3	1.1	1	-	2	-	-	-	-	-
ADVOCATE PUBLIC SCHOOL USE	16	5.8	4	2	3	-	1	1	4	1
<u>LOCATION NOT MENTIONED</u>	<u>220</u>	<u>79.7</u>	<u>82</u>	<u>21</u>	<u>53</u>	<u>3</u>	<u>11</u>	<u>5</u>	<u>38</u>	<u>7</u>

DAY CARE OPEN HEARINGS
TABLE 20 - PARENT INVOLVEMENT BY REPRESENTATION

PARENT INVOLVEMENT	REPRESENTATION									
	TOTAL		SELF	CONSUMER GROUPS	PROVIDER GROUPS	UNION/ EMPLOYER GROUPS	WOMEN'S INTEREST GROUPS	CONSUMERS/ PROVIDER GROUPS	OTHER GROUP	NOT REPORTED
	NUMBER	PERCENT								
<u>TOTAL STATE*</u>	<u>276</u>	<u>100.0</u>	<u>100</u>	<u>24</u>	<u>73</u>	<u>5</u>	<u>16</u>	<u>6</u>	<u>44</u>	<u>8</u>
<u>INVOLVEMENT MENTIONED</u>	<u>55</u>	<u>19.9</u>	<u>15</u>	<u>13</u>	<u>14</u>	<u>-</u>	<u>3</u>	<u>2</u>	<u>7</u>	<u>1</u>
COOPERATIVES	12	4.4	5	4	1	-	1	1	-	-
PARENT EDUCATION	29	1.5	9	6	8	-	-	-	5	1
PROGRAM PLANNING PARTICIPATION	29	1.5	8	8	4	-	2	2	4	1
GENERAL COMMENT	13	4.7	-	4	4	-	-	-	4	1
<u>INVOLVEMENT NOT MENTIONED</u>	<u>221</u>	<u>80.1</u>	<u>85</u>	<u>11</u>	<u>59</u>	<u>5</u>	<u>13</u>	<u>4</u>	<u>37</u>	<u>7</u>

DAY CARE OPEN HEARINGS
TABLE 21 - TRANSPORTATION BY REPRESENTATION

TRANSPORTATION	REPRESENTATION									
	TOTAL		SELF	CONSUMER GROUPS	PROVIDER GROUPS	UNION/ EMPLOYER GROUPS	WOMEN'S INTEREST GROUPS	CONSUMERS/ PROVIDER GROUPS	OTHER GROUP	NOT REPORTED
	NUMBER	PERCENT								
<u>TOTAL STATE*</u>	<u>276</u>	<u>100.0</u>	<u>100</u>	<u>24</u>	<u>73</u>	<u>5</u>	<u>16</u>	<u>6</u>	<u>44</u>	<u>8</u>
<u>TRANSPORTATION MENTIONED</u>	<u>18</u>	<u>6.5</u>	<u>4</u>	<u>1</u>	<u>7</u>	<u>-</u>	<u>2</u>	<u>-</u>	<u>4</u>	<u>-</u>
PUBLIC PROVIDED	5	1.8	2	1	1	-	-	-	1	-
CENTER PROVIDED	3	1.1	-	-	2	-	-	-	1	-
GENERAL COMMENT IN FAVOR	11	4.0	3	-	4	-	2	-	2	-
<u>TRANSPORTATION NOT MENTIONED</u>	<u>258</u>	<u>93.5</u>	<u>96</u>	<u>23</u>	<u>66</u>	<u>5</u>	<u>14</u>	<u>6</u>	<u>40</u>	<u>8</u>

DAY CARE OPEN HEARINGS
TABLE 22 - VOLUNTEER INVOLVEMENT BY REPRESENTATION

VOLUNTEER INVOLVEMENT	REPRESENTATION									
	TOTAL		SELF	CONSUMER GROUPS	PROVIDER GROUPS	UNION/ EMPLOYER GROUPS	WOMEN'S INTEREST GROUPS	CONSUMERS/ PROVIDER GROUPS	OTHER GROUP	NOT REPORTED
	NUMBER	PERCENT								
<u>TOTAL STATE*</u>	<u>276</u>	<u>100.0</u>	<u>100</u>	<u>24</u>	<u>73</u>	<u>5</u>	<u>16</u>	<u>6</u>	<u>44</u>	<u>8</u>
<u>VOLUNTEER INVOLVEMENT MENTIONED</u>	<u>20</u>	<u>7.2</u>	<u>6</u>	<u>4</u>	<u>7</u>	<u>-</u>	<u>1</u>	<u>1</u>	<u>1</u>	<u>-</u>
COMMUNITY	11	4.0	3	2	4	-	-	1	1	-
STUDENTS	9	3.3	2	3	3	-	1	-	-	-
SENIOR CITIZENS	5	1.8	3	1	-	-	1	-	-	-
GENERAL COMMENT	6	2.2	3	-	3	-	-	-	-	-
<u>VOLUNTEER INVOLVEMENT NOT MENTIONED</u>	<u>256</u>	<u>92.8</u>	<u>94</u>	<u>20</u>	<u>66</u>	<u>5</u>	<u>15</u>	<u>5</u>	<u>43</u>	<u>8</u>

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"I myself was at one time on AFDC and I had nine children. I had to go out to work to support them. Fortunately, I was able to find employment right within the Head Start Center, and I could keep my preschool children there with me Just the impact of day care centers and Head Start centers through the last six years has awakened the need in the mother, the family, and the community, that these preschool children need more than just a babysitting service They need an enrichment that in the mother's absence is not fulfilled. They are getting it in the child care center that is adequately staffed. I don't think they are getting it in the private home situation. I have talked to many, many mothers while I was enrolling their children, and this is what they wanted."

Ashland

"Family day care offers the flexibility to meet varying needs at a minimal cost. Standards for safety, proper supervision and education and correct nutrition should not be so rigid that the resources of family day care can no longer be available. In other words, not to make standards so difficult to be reached for licensing that they can't be available. We do not mean that the family day care should not be improved; however, the methods should include consultive services, circulating instruction material, and in-service training in addition to periodic inspections relating to the health and safety standards. Inspections should take place more often than once per year, but once a month seems excessive."

Fond du Lac

"Now there are many women who would like to take care of children in their homes who could be using the money that they would have to put in to exit lights . . . for educational equipment for the children. I think what we would like to do is have a network of day care homes licensed so that parents could choose these licensed homes instead of having to take whatever they can find . . . license them in some way which would be uping the quality."

Green Bay

"This was a lady who had five children of school age who was interested in supplemental child care for part of the day . . . before and after school. She didn't quite know what to say or how to express it, but it's a concern in this community that this kind of service is not available, and we'd like to see something of that nature."

Racine

"I am interested in letting my little boy play at cooking as well as letting my little girl build with the tool set, rather than sex stereotyping of we play house and the mothers are the little girls and the boys are the daddies who go out and go to work."

Wausau

"I feel day care is very important for all young children and every working mother should be entitled to take full advantage of such services. For the mentally retarded, day care services from Infant Stimuli Program is essential for the full and complete growth and development for these children.

Fond du Lac

"Since so many women with young children are working today, there is a need for all communities to provide quality child care at all age levels."

LaCrosse

"Child care people generally agree that the earliest years of a person's life are the most important for future social, emotional, and intellectual development. Therefore, I feel it is important to establish some program of funding so that these children can be reached as early as possible."

Dodgeville

"Perhaps a remedy to some of the problems . . . would be the eventual creation of more day care centers open at long hours with qualified personnel to give constructive programs for children Also transportation to and from the

center would be arranged, like transportation is arranged for many public school children."

Racine

Proposing to employers that day care should be considered along with insurance and other benefits would distribute the cost over a larger base. The state should lead the way by setting up centers for children of state employees."

Madison

V. STATE COORDINATION

A. Summary of Coordinating Issues

COORDINATING AGENCY

Those 14% of hearing participants who specifically discussed state coordination called for some system of coordinating early childhood services, apart from the functions now performed by the Division of Family Services, Department of Public Instruction, Department of Local Affairs and Development, or the Division of Mental Hygiene.

Although the terminology "statewide coordination" of day care services was not specifically used in some of the following categories of discussion, the implications of the commentary point to central planning and action.

According to the testimony, the scattered and uncoordinated governmental attempts at meeting the needs of children and families should be eliminated in favor of a central clearing house for policy making, financing, licensing, training, referrals, public education, and program development. Some suggested that an agency or office of child development should be established. Combining the issues of

state licensing, the relationship of the state to the counties, and staff training, 59% of the participants implied a need for coordinated services.

See Table 23: State Coordination by Representation
(See following page)

STATE
LICENSING

An almost equal number of providers supported more stringent licensing of group programs as favored more lenient procedures. The largest number of objections to licensing was expressed in written statements received from the Fond du Lac region, with a focus on the procedures used by the licensing agent. The frequency of the required physical examinations and shots for children, as well as the perceived arbitrariness of the licensing agent were specific concerns. Licensing which did not reflect a community's best interests was defined by participants as the use of non-defined building code to prevent in-home/family day care programs from operating. The requirements for fire walls and sprinkler systems were disputed. Other chief concerns about the building code were that some proposed new regulations would cost prohibitive amounts -- thereby causing centers to close, or preventing new centers from opening in churches, for example, where sprinkler systems would have to be installed.*

See Table 24: State Licensing by Representation

See Table 25: State Building Code by Representation
(See following pages)

* The Department of Industry, Labor and Human Relations has given the task of designing a new day care code to a project committee composed of state agency representatives, fire department officials, architects, day care consumers and providers.

DAY CARE OPEN HEARINGS
TABLE 23 - STATE COORDINATION BY REPRESENTATION

STATE COORDINATION	REPRESENTATION									
	TOTAL		SELF	CONSUMER GROUPS	PROVIDER GROUPS	UNION/ EMPLOYER GROUPS	WOMEN'S INTEREST GROUPS	CONSUMERS/ PROVIDER GROUPS	OTHER GROUP	NOT REPORTED
	NUMBER	PERCENT								
<u>TOTAL STATE RESPONSE</u>	<u>276</u>	<u>100.0</u>	<u>100</u>	<u>24</u>	<u>73</u>	<u>5</u>	<u>16</u>	<u>6</u>	<u>44</u>	<u>8</u>
<u>STATE COORDINATION MENTIONED</u>	<u>39</u>	<u>14.1</u>	<u>12</u>	<u>3</u>	<u>12</u>	<u>1</u>	<u>4</u>	<u>1</u>	<u>5</u>	<u>1</u>
NEED ASSESSMENT	16	5.8	5	3	3	1	2	-	2	-
STAFF TRAINING	22	7.8	6	3	9	-	3	-	1	-
COUNTY-STATE INFORMATION SHARING	9	3.3	-	2	2	-	1	1	3	-
AMONG STATE AGENCIES	16	5.8	1	2	8	1	1	1	1	1
<u>STATE COORDINATION NOT MENTIONED</u>	<u>237</u>	<u>85.9</u>	<u>88</u>	<u>21</u>	<u>61</u>	<u>4</u>	<u>12</u>	<u>5</u>	<u>39</u>	<u>7</u>

DAY CARE OPEN HEARINGS
TABLE 24 - STATE LICENSING BY REPRESENTATION

STATE LICENSING	REPRESENTATION									
	TOTAL		SELF	CONSUMER GROUPS	PROVIDER GROUPS	UNION/ EMPLOYER GROUPS	WOMEN'S INTEREST GROUPS	CONSUMERS/ PROVIDER GROUPS	OTHER GROUP	NOT REPORTED
	NUMBER	PERCENT								
<u>TOTAL STATE RESPONSE</u>	<u>276</u>	<u>100.0</u>	<u>100</u>	<u>24</u>	<u>73</u>	<u>5</u>	<u>16</u>	<u>6</u>	<u>44</u>	<u>8</u>
<u>LICENSING MENTIONED</u>	<u>56</u>	<u>20.3</u>	<u>12</u>	<u>3</u>	<u>23</u>	<u>1</u>	<u>4</u>	<u>1</u>	<u>11</u>	<u>1</u>
REGULATIONS TOO STRICT	19	6.9	1	-	8	1	2	-	6	1
REGULATIONS TOO LENIENT	9	3.3	1	2	6	-	-	-	-	-
NOT REPRESENTATIVE OF COMMUNITY'S INTEREST	3	1.1	1	-	1	1	-	-	-	-
GENERAL COMMENT	37	13.0	10	1	16	-	2	1	7	-
<u>STATE LICENSING NOT MENTIONED</u>	<u>220</u>	<u>79.7</u>	<u>88</u>	<u>21</u>	<u>50</u>	<u>4</u>	<u>12</u>	<u>5</u>	<u>33</u>	<u>7</u>

DAY CARE OPEN HEARINGS
TABLE 25 - STATE BUILDING CODE BY REPRESENTATION

STATE BUILDING CODE	REPRESENTATION									
	TOTAL		SELF	CONSUMER GROUPS	PROVIDER GROUPS	UNION/ EMPLOYER GROUPS	WOMEN'S INTEREST GROUPS	CONSUMERS/ PROVIDER GROUPS	OTHER GROUP	NOT REPORTED
	NUMBER	PERCENT								
<u>TOTAL STATE RESPONSE</u>	<u>276</u>	<u>100.0</u>	<u>100</u>	<u>24</u>	<u>73</u>	<u>5</u>	<u>16</u>	<u>6</u>	<u>44</u>	<u>8</u>
<u>STATE BUILDING CODE MENTIONED</u>	<u>24</u>	<u>8.7</u>	<u>7</u>	<u>2</u>	<u>10</u>	<u>1</u>	<u>1</u>	<u>1</u>	<u>1</u>	<u>1</u>
REGULATIONS TOO RESTRICTIVE	13	4.7	3	-	6	1	1	-	1	1
NOT REPRESENTATIVE OF COMMUNITY INTEREST	4	1.5	1	1	2	-	-	-	-	-
GENERAL COMMENT	12	4.4	4	2	5	-	-	1	-	-
<u>STATE BUILDING CODE NOT MENTIONED</u>	<u>252</u>	<u>91.3</u>	<u>93</u>	<u>22</u>	<u>63</u>	<u>4</u>	<u>15</u>	<u>5</u>	<u>43</u>	<u>7</u>

STATE-COUNTY
RELATIONSHIPS

The relationship of the state to the counties was mentioned frequently in reference particularly to a) Title IV-A information and promotion; and b) the guidelines for certification of in-home and family day care providers for the children of AFDC recipients.

Hearing participants indicated that there is wide variation in the state with respect to the availability of services from, or knowledge of, state programs (whether Title IV-A or training programs such as apprenticeship). Limited communication between the Division of Family Services Central Office and the county supervisors regarding resources appears to be one factor contributing to this variation. Where a county or rural community had shown little initiative in developing early childhood resources, such as Title IV-A programs, some felt the state should have taken a more active role:

STATE REGU-
LATIONS FOR
IN-HOME/
FAMILY DAY
CARE

Particularly in the LaCrosse, Eau Claire and Fond du Lac hearings, individual parents, providers, and county representatives urged a review of the total certification process for in-home or family day care providers who serve the children of AFDC recipients.* They

* The regulations in question incorporate federal regulations for Title IV-A funding for child care; federal Interagency Day Care Requirements; the Wisconsin State Plan for Service to Families and Children; and the Civil Rights Act of 1964. They affect care purchased under Titles IV-A or IV-B of the 1968 Social Security Act.

A detailed manual, In-Home and Family Day Care Services -- Regulations for Reimbursement is available for review of these specifications.

emphasized the need to re-examine the 10-hour training course, the restrictions on the age of the caretaker (18 or older) and the lack of lower limits on fees to be paid. Arguments were substantiated with personal accounts of the problems:

"The county does not regulate such care for private non-AFDC recipients. This is a violation of individual choice."

LaCrosse

"The most available and motivated caretakers are frequently under 18."

Fond du Lac

"Why should a former nurse, a grandmother of the recipient, be required to obtain training at great personal inconvenience?"

Eau Claire

Although specific negative factors of the county certification process were registered by 16% of the participants, 33% felt that "protection of children" was one of the greatest benefits accruing from group centers or satellite homes which were under the Division of Family Services licensing jurisdiction. In other words, for each individual, either parent or provider, who objected to county certification regulations, there were two others emphasizing the abuses to children from inadequate, untrained and unlicensed babysitters. Many times parents mentioned that such sitters were the low income family's only child care recourse. While participants wanted some degree of state or county supervision, they also felt the regulations should be flexible. One hearing registrant suggested that ideally, certification or licensing of providers should be based on the achievement of a specified level of competency.

See Table 26: County Certification of Providers of Care by Rep.
(See following page)

DAY CARE OPEN HEARINGS
TABLE 26 - COUNTY CERTIFICATION OF PROVIDERS OF CARE TO AFDC FAMILIES
BY REPRESENTATION

COUNTY CERTIFICATION OF PROVIDERS OF CARE TO AFDC FAMILIES	REPRESENTATION									
	TOTAL		SELF	CONSUMER GROUPS	PROVIDER GROUPS	UNION/ EMPLOYER GROUPS	WOMEN'S INTEREST GROUPS	CONSUMERS/ GROUPS	OTHER GROUP	NOT REPORTED
	NUMBER	PERCENT								
<u>TOTAL STATE RESPONSE</u>	<u>276</u>	<u>100.0</u>	<u>100</u>	<u>24</u>	<u>73</u>	<u>5</u>	<u>16</u>	<u>6</u>	<u>44</u>	<u>8</u>
<u>COUNTY CERTIFICATION MENTIONED</u>	<u>42</u>	<u>15.2</u>	<u>12</u>	<u>-</u>	<u>7</u>	<u>1</u>	<u>2</u>	<u>-</u>	<u>19</u>	<u>1</u>
OBJECTION TO PROCESS OF CERTIFICATION	16	5.8	5	-	2	-	-	-	9	-
OBJECTION TO PAYMENT RATES	7	2.5	1	-	-	-	1	-	5	-
OBJECTION TO AGE-TOO HIGH	10	3.6	5	-	-	-	-	-	5	-
GENERAL COMMENT	29	10.5	8	-	6	1	1	-	12	1
<u>COUNTY CERTIFICATION NOT MENTIONED</u>	<u>234</u>	<u>84.8</u>	<u>88</u>	<u>24</u>	<u>66</u>	<u>4</u>	<u>14</u>	<u>6</u>	<u>25</u>	<u>7</u>

PAYMENT RATES
TO PROVIDERS

Hearing participants sensed a contradiction in the existence of allegedly "stringent training required" of day care providers, and the low wages paid to them by the counties. The question was posed as to how the state and county could expect to obtain well-trained child care providers and continue to pay them such low wages. Wage payments reported at the hearings ranged from 35¢ to \$1.50 an hour.

STAFF
TRAINING

The need for staff training was mentioned in relationship to both program quality and to state coordination of efforts to improve child care services. Quality programs were defined and identified partly through the presence of well-trained and motivated staff members. The state, through licensing regulations, sets the standards for minimum skill levels for staff. Therefore, some participants stated that the state should take more responsibility for staff training beyond the efforts of the vocational system, the university system, and the apprenticeship program. Group representatives suggested that a coordinated effort at present is not only difficult, but also unwieldy for the Division of Family Services, although that agency's role in approving training courses statewide for licensing standards was recognized.

See Table 27: Staff Training by Representation
(See following page)

ASSESSMENT
OF NEEDS

Participants indicated that there should be a statewide assessment of the need for day care. In some regions, local groups had attempted such assessments. However, their studies were limited in scope. The desirability of planned and coordinated growth of day care services was expressed.

REFERRAL
SERVICES

A need for a centralized service for referrals of families to day care providers and of providers to consultant and materials resources was mentioned by 30% of the hearing participants. In some communities, the Division of Family Services is the natural resource for individuals seeking consultation or referral services. Yet it was recognized that the capacity of DFS for this function is limited. One participant suggested that it could reasonably be considered a function of a state coordinating body, or that it could be meshed with the existing referral services provided by the Division on Aging. The impact of such a referral service ideally would fulfill at least part of the need for a public information source which was also requested.

See Table 28: Need for Referral Services
(See following page)

PUBLIC
INFORMATION

Individuals who endorsed day care and who advocated public funding for day care, were also interested in establishing channels to provide public education. As topics for public education they mentioned particularly the functions of day care in the community, the facilities available, and accurate information on the need for the service. Among those 18% who advocated public education about day care, strong arguments were made for educating policy makers, as well as the general public on the benefits of day care to children and families, and consequently to society. It was suggested that a coordinating body could carry out such information dissemination in an effective, legitimate manner (much the way environmentalist or consumer protection groups have coordinated their public information campaigns).

See Table 29: Need for Public Information by Representation
(See following page)

DAY CARE OPEN HEARINGS
TABLE 27 - STAFF TRAINING BY REPRESENTATION

STAFF TRAINING	REPRESENTATION									
	TOTAL		SELF	CONSUMER GROUPS	PROVIDER GROUPS	UNION/ EMPLOYER GROUPS	WOMEN'S INTEREST GROUPS	CONSUMERS/ PROVIDER GROUPS	OTHER GROUP	NOT REPORTED
	NUMBER	PERCENT								
<u>TOTAL STATE RESPONSE</u>	<u>276</u>	<u>100.0</u>	<u>100</u>	<u>24</u>	<u>73</u>	<u>5</u>	<u>16</u>	<u>6</u>	<u>44</u>	<u>8</u>
<u>STAFF TRAINING MENTIONED</u>	<u>67</u>	<u>24.3</u>	<u>20</u>	<u>4</u>	<u>25</u>	<u>-</u>	<u>4</u>	<u>-</u>	<u>14</u>	<u>-</u>
40 HOUR COURSE POSITIVE	1	0.4	-	-	1	-	-	-	-	-
40 HOUR COURSE NEGATIVE	4	1.5	1	-	2	-	-	-	1	-
10 HOUR COURSE POSITIVE	5	1.8	1	-	1	-	-	-	3	-
10 HOUR COURSE NEGATIVE	13	4.7	3	-	3	-	-	-	7	-
APPRENTICESHIP POSITIVE	5	1.8	1	-	4	-	-	-	-	-
ASSOCIATE DEGREE POSITIVE	5	1.8	1	-	4	-	-	-	-	-
CONTENT OF TRAINING	18	6.5	6	3	8	-	-	-	1	-
QUALITY OF TRAINING	34	12.3	13	4	13	-	1	-	3	-
OTHER	25	9.1	6	-	12	-	3	-	4	-
<u>STAFF TRAINING NOT MENTIONED</u>	<u>209</u>	<u>75.7</u>	<u>80</u>	<u>20</u>	<u>48</u>	<u>5</u>	<u>12</u>	<u>6</u>	<u>30</u>	<u>8</u>

DAY CARE OPEN HEARINGS
TABLE 28 - NEED FOR REFERRAL SERVICES
BY REPRESENTATION

NEED FOR REFERRAL SERVICES	REPRESENTATION									
	TOTAL		SELF	CONSUMER GROUPS	PROVIDER GROUPS	UNION/EMPLOYER GROUPS	WOMEN'S INTEREST GROUPS	CONSUMERS/PROVIDER GROUPS	OTHER GROUP	NOT REPORTED
	NUMBER	PERCENT								
<u>TOTAL STATE RESPONSE</u>	<u>276</u>	<u>100.0</u>	<u>100</u>	<u>24</u>	<u>73</u>	<u>5</u>	<u>16</u>	<u>6</u>	<u>44</u>	<u>8</u>
<u>REFERRAL SERVICES MENTIONED</u>	<u>76</u>	<u>27.5</u>	<u>23</u>	<u>6</u>	<u>23</u>	<u>2</u>	<u>7</u>	<u>1</u>	<u>13</u>	<u>1</u>
FOR PROVIDERS	12	4.4	2	-	7	1	1	-	1	-
FOR FAMILIES	15	5.4	3	-	8	1	1	-	2	-
FOR MATERIAL RESOURCE EXCHANGE	8	2.9	2	-	3	-	2	1	-	-
GENERAL COMMENT	42	5.2	11	5	9	1	5	-	10	1
<u>REFERRAL SERVICES NOT MENTIONED</u>	<u>200</u>	<u>72.5</u>	<u>77</u>	<u>18</u>	<u>50</u>	<u>3</u>	<u>9</u>	<u>5</u>	<u>31</u>	<u>7</u>

DAY CARE OPEN HEARINGS
TABLE 29 - NEED FOR PUBLIC EDUCATION BY REPRESENTATION

NEED FOR PUBLIC EDUCATION	REPRESENTATION									
	TOTAL		SELF	CONSUMER GROUPS	PROVIDER GROUPS	UNION/EMPLOYER GROUPS	WOMEN'S INTEREST GROUPS	CONSUMERS/PROVIDER GROUPS	OTHER GROUP	NOT REPORTED
	NUMBER	PERCENT								
<u>TOTAL STATE RESPONSE</u>	<u>276</u>	<u>100.0</u>	<u>100</u>	<u>24</u>	<u>73</u>	<u>5</u>	<u>16</u>	<u>6</u>	<u>44</u>	<u>8</u>
<u>EDUCATION MENTIONED</u>	<u>50</u>	<u>18.1</u>	<u>17</u>	<u>3</u>	<u>16</u>	<u>-</u>	<u>6</u>	<u>1</u>	<u>7</u>	<u>-</u>
AVAILABILITY OF DAY CARE	33	12.0	14	2	11	-	2	-	4	-
FUNCTIONS OF DAY CARE	32	11.6	14	1	11	-	2	-	4	-
GENERAL COMMENT	35	12.9	11	3	9	-	5	1	6	-
<u>EDUCATION NOT MENTIONED</u>	<u>226</u>	<u>81.9</u>	<u>83</u>	<u>21</u>	<u>57</u>	<u>5</u>	<u>10</u>	<u>5</u>	<u>37</u>	<u>8</u>

The specific issue of coordination of state agencies as they touch on day care and early childhood programs was emphasized particularly as the public views the roles of the Division of Mental Hygiene and the Division of Family Services. Confusion over funding sources and program jurisdiction was expressed at the Wisconsin Rapids, Wausau, and Racine hearings. The hearings also pointed out the confusion of the public on where such programs as Head Start are administered, or such policies as building code regulations developed.

There were also specific licensing problems mentioned in scattered locations, such as the high cost of insurance, which might be resolved through a coordinated state plan to reduce the cost. Two participants mentioned that revision of the Children's Code should be a coordinated effort among state agencies and citizen groups.

In conclusion, although there were a few scattered questions of the legitimacy and authority of the State Day Care Advisory Committee, primarily in Milwaukee, the hearing participants in general expressed enthusiasm and gratitude that the committee had provided a public forum for discussion of day care issues. Further, there was an expressed urgency that the committee translate the concerns of participants into some concrete action, whether via recommendation, or through providing others with information.

B. What People Said: Coordination Issues

"Who in the state of Wisconsin gets it all together for children? No one. Programs to serve the needs of children are divided up into various state agencies and no one has the responsibility to see that they in fact do get together. The Governor's Commission on Children and Youth

should be empowered to review the state's responsibilities to the children of Wisconsin as manifested in current state policies and programs."

— — — Madison — — —

"We would like to see an office of child development set up in the state to oversee day care centers and help centers, let's say, in in-service training . . ."

Milwaukee

"What I want to know is will you (Advisory Committee) have a voice in how the state plan is going to be redrawn? Will the parents and the citizens in the state have a voice?"

Milwaukee

"We have problems that each agency in isolation has with the county and with the state that would be better resolved through coordination. We don't know what is needed and we have a need to know . . . We need to be working and planning in this field, we need to be working with coordination."

Racine

"I was wondering if the State could improve its publicity on its training schemes because I'm a person who is very interested in the whole field of day care. I'm not aware of many of the things you mentioned this evening and I would like to see a closer relationship between persons interested in this and your office telling us what's available and when."

Racine

"My sister-in-law can babysit fine, but because she has to go up to take this certification which I think is ridiculous, (she has two kids of her own -- one is at Head Start and one is handicapped and goes to a handicap school five mornings a week) and it is going to make things rough if she is going to have to go out for ten hours to become certified so she can babysit for my daughter. I will not take my daughter to a strange person."

Fond du Lac

"Much of the attention of the directors is now switched to filling out forms and not taking care of children. There is too much duplication between different agencies, such as the Division of Family Services, County Social Services, Regional Consultants, etc."

Wausau

"If you're a working mother on social services; you must have a certified babysitter take care of your child, while if you are not a working mother you don't have a certified babysitter and you can drop your child anywhere. I don't think that is fair."

Fond du Lac

"I wanted to say that I have been a child care mother in a home for 15 years and for the last four or five years a welfare day care-child care mother. I was appalled at the fact at how easily I was certified,"

Racine

"I have more specific criticisms on the current requirement for 40 hours of training for staff members. It is really inadequate, especially where that means that you have attended 40 hours, it doesn't mean that you have been screened in any other way. I think to some extent the two year requirement may be inadequate for the head teacher."

Wausau

"Speaking as an individual I do not feel the licensing nor educational requirements are too great because the quality of providers has improved over the past year, according to my observation. I would like to see the requirements extended to all persons who are providing in-home and/or family child care regardless of whether the provider is paid from public or private funds."

LaCrosse

VI. PRELIMINARY RECOMMENDATIONS

This section contains the State Day Care Advisory Committee's four preliminary recommendations to the Health and Social Services Board and the Department of Health and Social Services based on testimony presented at the Day Care Open Hearings. The recommendations made here are in the area of policy and/or legislative action and would, if implemented, have far-reaching implications for expanding and upgrading services to many thousands of Wisconsin's children and families. Final recommendations will be the result of further study on the part of the committee and will be presented in more detail at a later date. It is the intent of the committee to begin immediately to develop such detailed recommendations. The four recommendations to follow should not be considered the only recommendations to result from the open hearings; the hearings and the data contained in this report will undoubtedly have an impact on future recommendations of the committee in program, as well as policy and legislative, areas.

The preliminary recommendations of the State Day Care Advisory Committee are:

1. that the Department of Health and Social Services undertake an extensive public education program to inform the citizens of Wisconsin of the importance of and need for comprehensive developmental child care services for all children and families.
2. that the Department of Health and Social Services assume leadership in:
 - a. facilitating the establishment of a statewide, state-level organization to coordinate and promote child care/child development services.

- b. proposing a plan, in concert with other state departments, for the establishment of one administrative agency at the state level charged with designing, developing and implementing child care/child development programs.
3. that the Department of Health and Social Services revise and upgrade the requirements (licensing and certification) for child care personnel with consideration given to the use of competency-based requirements.
4. that the Department of Health and Social Services propose legislation to make comprehensive developmental child care services available to all Wisconsin children, based on the children's needs and that such a proposal include a plan for reallocation of existing funding for day care services as well as allocation of new funds.

APPENDIX A
DAY CARE OPEN HEARINGS

38

Members of the Hearing Panels

Ashland

Grace Frudden
Warren Juppgerhold
Diane Funmaker
Anne Faletto
Karen Foley
Pat Parent
Sheila Urling

Eau Claire

Leona Wilkie
Gordon Clay
William Lulloff
Karen Haugen
Eileen Emberson
Gertrude Howe
Larry Neve
Beverly Schmalzried
Hilmer Olsen

Milwaukee

Judy Miller
Filberto Murquia
John Erickson
Margaret Sloan
Mae Lorber
Lucinda Gordon
Betty Johnson

Wisconsin Rapids

Bob Heide
Grace Frudden
Anne Faletto
Kathy Glasser
Thomas Cavanaugh
Joan Olson

La Crosse

Carol Gundersen
Thor Thorson
Patricia Smith
Arthur Gerg
Jean Hilliard
Gertrude Howe
Beverly Schmalzried

Dodgeville

Margaret Sloan
Sue Bates
Ernest Johnson
Peter Brayko
Walter Calvert
Edward Buehler
Kate McWilliams
Ariel Ferguson

Nausau

Bob Heide
Grace Frudden
Pat Mapp
Walter Feldman
Marge Degner
Mrs. Roger Maas
Jenny Lind

Madison

Betty Smith
Edward Buehler
Patt Mapp
Leighton Jackson
Thomas Mackesey
Rebecca Young
Edwin Hickman
Ernest Johnson
Judy Babilitch

Fond du Lac

Grace Frudden
Diane Funmaker
Joe Kexel
Martin Downs

Racine

Kathleen Harrison
Margaret Sloan
Gary Kirst
Rev. Boutillier
Mae Lorber

Green Bay

Lois Mahoney
Joe Kexel
Charlotte Friedman
Barbara Wunsch

APPENDIX B

DAY CARE HEARINGS INDIVIDUAL SCANNING RECORD - CODING SHEET

1. _____ Name _____
2. (Col. 1-2) _____ Hearing location
3. (Col. 3-5) _____ Individual identifier
4. (Col. 6) _____ Home address code
5. (Col. 7) _____ Representation
6. (Col. 8-9) _____ Parent
7. (Col. 10) _____ Provider type
8. (Col. 11-13) _____ Funding
9. (Col. 14-15) _____ State licensing
10. (Col. 16-17) _____ Cost of center operation
11. (Col. 18-19) _____ County certification of providers of care
12. (Col. 20) _____ State building code
13. (Col. 21-22) _____ State coordination (state agencies)
14. (Col. 23) _____ In-Home Family day care
15. (Col. 24-25) _____ Program quality
16. (Col. 26-27) _____ School age programs
17. (Col. 28) _____ Programs for the developmentally disabled
18. (Col. 29) _____ Drop-in facilities (occasional use)
19. (Col. 30-31) _____ Advocates of employment-education based day care
20. (Col. 32-33) _____ Location of day care facilities
21. (Col. 34-35) _____ Parent based reasons for day care
22. (Col. 36-37) _____ Attitudes about day care
23. (Col. 38) _____ Protection of children
24. (Col. 39) _____ Day care - preventative mental health for children
25. (Col. 40-44) _____ Staff training
26. (Col. 45-46) _____ Parent involvement
27. (Col. 47-48) _____ Need for public education
28. (Col. 49-50) _____ Transportation
29. (Col. 51-52) _____ Need for referral service
30. (Col. 53-54) _____ Volunteer involvement
31. (Col. 55) _____ Need for revised children's code
32. (Col. 56) _____ Criticisms of advisory committee

1. Name _____		8. <u>Funding</u>	
2. <u>Hearing Location</u>		General need comment	01
Racine	01	Federal regulations (Title IVA)	02
Milwaukee	02	Revenue sharing	04
Fond du Lac	03	State purchase of care	
Green Bay	04	(Title IVA)	08
Ashland	05	State start up funds	16
Wisconsin Rapids	06	County purchase of care	
Wausau	07	(Title IVA)	32
Madison	08	County WIN Limitations	64
Dodgeville	09	County reluctance-stigma	128
LaCrosse	10	Private sources	256
Eau Claire	11	Other	512
		Not mentioned	513
3. <u>Individual identifier</u>		9. <u>State Licensing</u>	
4. <u>Home Address Code</u>		Regulations too strict	01
Rural	1	Regulations too lenient	02
Semi-urban	2	Not representative of	
Urban	3	community's interest	04
Unknown	9	General comment	08
5. <u>Representation</u>		Not mentioned	17
Self	1	10. <u>Cost of Center Operation</u>	
Day Care Consumers Group	2	Provider costs	01
Provider Group	3	Consumer costs	02
Union/Employer groups	4	Effects of high costs:	
Women's interest group		centers closing	04
(Now, League Com. on status		Favor sliding fee scale	08
of women AADW)	5	Staff salaries	16
Other groups	6	General comment	32
Unknown/not reported	9	Not mentioned	128
6. <u>Parent</u>		11. <u>County Certification of Providers of</u>	
Yes - using		<u>Care to AFDC Families</u>	
Infant	01	Object to process of	
Home care	02	certification	01
Preschool	04	Object to payment rates	02
After-school	08	Object to age - too high	04
Specialized care	16	General comment	08
Yes - previously used	33	Not mentioned	17
Yes - never used	34	12. <u>State Building Code</u>	
No	35	Regulations too restrictive	1
Not reported	99	Not representative of	
7. <u>Provider type</u>		community's interest	2
Profit	1	General comment	4
Non profit	2	Not mentioned	9
Not reported	9	13. <u>State Coordination</u>	
		Need assessment	01
		Staff training	02
		County-State information	
		sharing	04
		Among state agencies	08
		Not mentioned	17

14. <u>In-Home Family Day Care</u>				21. <u>Parent-based Reasons for Day Care Needs</u>	
Infant care	1			Economic necessity	01
Satellite homes	2			Personal fulfillment of	
General comment	4			parents-work or school outside	
Not mentioned	9			home	02
15. <u>Program Quality</u>				Preservation of family	04
Favored enrichment	01			General comment	08
Need program consultants	02			Not mentioned	17
Access to medical services	04			22. <u>Attitudes About Day Care</u>	
Access to mental health				Endorsement	01
consultants	08			Opposition	02
Favor comprehensive care	16			Need for expansion	04
Not mentioned	32			Need for day care for middle	
16. <u>School-age Programs</u>				income families	08
Kindergarten - $\frac{1}{2}$ days	01			General comment	16
Summer	02			Not mentioned	33
After school	04			23. <u>Protection of Children</u>	
General comment	08			General favorable comment.	1
Not mentioned	17			Not mentioned	9
17. <u>Programs for the Developmentally Disabled</u>				24. <u>Day Care - Preventative Mental Health for Children</u>	
Quality of care	1			General comment	1
Facilities needs	2			Not mentioned	9
General comment	4			25. <u>Staff Training</u>	
Not mentioned	9			40 hour course	
18. <u>Drop-in Facilities (Occasional use)</u>				Positive	01
General positive comment.	1			Negative	02
General negative comment.	2			10 hour course	
Not mentioned	9			Positive	04
19. <u>Advocates of Employment-Education</u>				Negative	08
<u>Base of Support</u>				Apprenticeship	
Employer provided	01			Positive	16
Union supported	02			Negative	32
University based	04			Associate degree	
General comment	08			Positive	64
Not mentioned	17			Negative	128
20. <u>Location of Day Care Facilities</u>				Content of training	256
Central location serving				Quality of training	512
all age groups	01			Other	1024
Retain neighborhood character	02			Not mentioned	2048
Located for balanced				26. <u>Parent Involvement</u>	
representation of back-				Cooperatives	01
grounds.	04			Parent education	02
Expand day care in rural areas	08			Program planning participation	04
Advocate church use	16			General comment	08
Advocate public school use	65			Not mentioned	17
Not mentioned	32				

27.	<u>Need for Public Education</u>	
	Availability of day care.	01
	Functions of day care.	02
	General comment	04
	Not mentioned	09
28.	<u>Transportation</u>	
	Public provided	01
	Center provided	02
	General in favor	04
	General opposed	08
	Not mentioned	17
29.	<u>Need for Referral Services</u>	
	For providers	01
	For families	02
	For Material resource exchange	04
	General Comment/Not mentioned	09
30.	<u>Volunteer Involvement</u>	
	Community	01
	Students	02
	Senior citizens	04
	General comment	08
	Not informed	17
31.	<u>Need for Revised Children's Code</u>	
	General comment	1
	Not mentioned	9
32.	<u>Criticisms of Committee</u>	
	General comment	1
	Not mentioned	9

APPENDIX C

NAMES OF GROUPS REPRESENTED AT HEARINGS

1. Local 19806 AFL-CIO - Milwaukee
2. League of Women Voters
3. Commission on the Status of Women, University of Wis.-Eau Claire
4. NOW and Women in Higher Education
5. Wisconsin Women's Political Caucus
6. National Organization of Women
7. National Organization of Women and Women's Political Caucus
8. Green Bay Area Chapter of National Organization for Women
9. Wisconsin Women's Political Caucus
10. NOW, State Policy Board
11. Milwaukee Chapter for NOW
12. Green Bay Day Nursery - West
13. Legislative Coordinator for NOW
14. Parkside Child Care Center
15. The Red Caboose Day Care Center
16. Child Development, Inc.
17. Acensium Day Care
18. Community Learning Center
19. Dodgeville Day Care Center
20. Emp. University of Wisconsin - Steven's Point
21. Community Child Care Center, Inc.
22. Child Care Inc. - Chippewa Falls
23. Richland Community Child Care Center
24. Merrill Day Care
25. YWCA Child Care Center
26. Pixie Prep Nursery
27. Western Dairyland Head Start
28. Monroe County Day Care
29. Development and Training center - Eau Claire
30. Green Lake County Day Care
31. Head Start Parent Coordinator
32. Billings Park Preschool Center
33. Northwest CAP - Head Start
34. Ashland County Association for Retarded Children
35. Satellite Center
36. University of Wisconsin at Green Bay Day Care Center
37. Bay Area Early Childhood Education Association
38. Children's Service Society
39. UMOs Child Development Center
40. Carousel Day Care Center
41. Wee Care Day Care Center
42. UMOs Bi-lingual, Bi-cultural Child Development Center
43. Carter Child Development Center
44. 4-C's of Milwaukee County
45. Child Development, Inc.
46. First Congregational Church
47. Community Preschool

48. LaCrosse Day Care Center, Inc.
49. LaCrosse Area Day Care Center for the Retarded
50. Medary Center
51. Prairie du Chien Area Child Care Services, Inc.
52. Dane County Development Dis. Program
53. Wisconsin Children's Treatment Center
54. CDI - Attic Angel Association
55. Headstart Unified School District - Racine
56. Kenosha Day Care Center
57. Jewish Vocational Service - Milwaukee
58. F.D.L. Cty. - Association for Retarded Children
59. ADVO - CAP, Inc.
60. Honeyrock
61. Head Start
62. Kindercare
63. The Salvation Group
64. Fish Group
65. Dr. Friend (day care) Learning Center
66. Green Bay Day Nursery
67. Washburn Head Start
68. Ashland - Bayfield County Day Care Center for the Retarded
69. Northwest W. Community Action Agency
70. Arena Day Care Center
71. Association for Retarded Children - Eau Claire
72. Northland College Head Start
73. Northside Children's Playgroup
74. Parents Coalition of Milwaukee County
75. A.D.C. Mother's Club
76. Tuesday Morning Mother's Club
77. Tuesday A.M. Mother's Club
78. Jack and Jill Camp Nursery School
79. Young Married's - University of LaCrosse
80. Lutheran Buffalo County Day Care Planning Committee
81. University Parents Cooperative Day Care Center
82. University of Wisconsin Marathon Education
83. Brown County Board of Welfare
84. Black Educator's for Young Black Children
85. Wisconsin Alliance Concerned with School Age Parents
86. Lade Pitts
87. Council for Spanish Speaking - the Spanish Center
88. Sauk-Prairie Day Care Committee
89. Marathon County Social Services
90. Division of Family Services
91. Gunderson Clinic Med. Prof.
92. Dane County Welfare Rights Alliance
93. Manpower Planning Board
94. Welfare Rights Organization
95. South West Wisconsin CAP
96. Merrill Chamber of Commerce
97. Single Parent Group Thru Children's Service
98. Racine Welfare Rights
99. H-E-A-D Inc.
100. Eau Claire County DFW
101. Pierce County D.S.S.
102. Advocap
103. Rose Bellerue Day Care Center

APPENDIX D

Programs: Quality - Variety

Tables of Topics, by Geographic Representation

DAY CARE OPEN HEARINGS
TABLE D₁ - PROGRAM QUALITY BY GEOGRAPHIC REPRESENTATION

PROGRAM QUALITY	GEOGRAPHIC REPRESENTATION				
	TOTAL	PERCENT	RURAL	URBAN	UNKNOWN
<u>TOTAL STATE</u>	<u>276</u>	<u>100.0%</u>	<u>49</u>	<u>205</u>	<u>22</u>
<u>QUALITY MENTIONED*</u>	<u>151</u>	<u>55.0</u>	<u>31</u>	<u>107</u>	<u>13</u>
FAVORED ENRICHMENT	142	51.0	31	98	13
NEED PROGRAM CONSULTANTS	14	5.0	5	9	-
ACCESS TO MEDICAL SERVICES	27	10.0	6	20	1
ACCESS TO MENTAL HEALTH CONSULTANTS	17	16.0	3	14	-
FAVOR COMPREHENSIVE CARE	65	23.0	12	50	3
<u>QUALITY NOT MENTIONED</u>	<u>125</u>	<u>45.0</u>	<u>18</u>	<u>98</u>	<u>9</u>

DAY CARE OPEN HEARINGS
TABLE D₂ - IN HOME FAMILY DAY CARE BY GEOGRAPHIC REPRESENTATION

IN HOME FAMILY DAY CARE	GEOGRAPHIC REPRESENTATION				
	TOTAL	PERCENT	RURAL	URBAN	UNKNOWN
<u>TOTAL STATE</u>	<u>276</u>	<u>100.0%</u>	<u>49</u>	<u>205</u>	<u>22</u>
<u>IN-HOME FAMILY MENTIONED*</u>	<u>93</u>	<u>34.0</u>	<u>17</u>	<u>65</u>	<u>11</u>
INFANT CARE	26	9.0	6	20	-
SATELLITE CARE	25	9.0	4	21	-
GENERAL COMMENT	62	22.0	11	40	11
<u>IN-HOME FAMILY NOT MENTIONED</u>	<u>183</u>	<u>66.0</u>	<u>32</u>	<u>140</u>	<u>11</u>

DAY CARE OPEN HEARINGS
TABLE D₃ - ADVOCATES OF EMPLOYMENT BASED DAY CARE BY GEOGRAPHIC REPRESENTATION

ADVOCATES OF EMPLOYMENT BASED DAY CARE	GEOGRAPHIC REPRESENTATION				
	TOTAL	PERCENT	RURAL	URBAN	UNKNOWN
<u>TOTAL STATE</u>	<u>276</u>	<u>100.0%</u>	<u>49</u>	<u>205</u>	<u>22</u>
<u>EMPLOYMENT BASED MENTIONED*</u>	<u>31</u>	<u>11.0</u>	<u>4</u>	<u>26</u>	<u>1</u>
EMPLOYER PROVIDED	17	6.0	3	13	1
UNION SUPPORTED	2	0.7	1	1	-
UNIVERSITY BASED	15	5.0	2	13	-
GENERAL COMMENT	5	2.0	1	4	-
<u>EMPLOYMENT BASED NOT MENTIONED</u>	<u>245</u>	<u>89.0</u>	<u>45</u>	<u>179</u>	<u>21</u>

DAY CARE OPEN HEARINGS
TABLE D₄ - PROGRAMS FOR THE DEVELOPMENTALLY DISABLED
BY GEOGRAPHIC REPRESENTATION

PROGRAMS FOR THE DEVELOPMENTALLY DISABLED	GEOGRAPHIC REPRESENTATION				
	TOTAL	PERCENT	RURAL	URBAN	UNKNOWN
<u>TOTAL STATE</u>	<u>276</u>	<u>100.0%</u>	<u>49</u>	<u>205</u>	<u>22</u>
<u>DISABLED MENTIONED*</u>	<u>36</u>	<u>13.0</u>	<u>8</u>	<u>22</u>	<u>6</u>
QUALITY OF CARE	21	8.0	4	12	5
FACILITIES NEEDS	24	9.0	5	16	3
GENERAL COMMENT	23	8.0	5	14	4
<u>DISABLED NOT MENTIONED</u>	<u>240</u>	<u>87.0</u>	<u>41</u>	<u>183</u>	<u>16</u>

DAY CARE OPEN HEARINGS
TABLE D₅ - TRANSPORTATION BY GEOGRAPHIC REPRESENTATION

TRANSPORTATION	GEOGRAPHIC REPRESENTATION				
	TOTAL	PERCENT	RURAL	URBAN	UNKNOWN
<u>TOTAL STATE</u>	<u>276</u>	<u>100.0%</u>	<u>49</u>	<u>205</u>	<u>22</u>
<u>TRANSPORTATION MENTIONED</u>	<u>18</u>	<u>7.0</u>	<u>3</u>	<u>14</u>	<u>1</u>
PUBLIC PROVIDED	5	2.0	-	5	-
CENTER PROVIDED	3	1.0	-	3	-
GENERAL COMMENT IN FAVOR	11	4.0	3	7	1
<u>TRANSPORTATION NOT MENTIONED</u>	<u>258</u>	<u>93.0</u>	<u>46</u>	<u>191</u>	<u>21</u>

DAY CARE OPEN HEARINGS
TABLE D₆ - LOCATION OF DAY CARE FACILITIES
BY GEOGRAPHIC LOCATION

LOCATION OF DAY CARE FACILITIES	GEOGRAPHIC REPRESENTATION				
	TOTAL	PERCENT	RURAL	URBAN	UNKNOWN
<u>TOTAL STATE</u>	<u>276</u>	<u>100.0%</u>	<u>49</u>	<u>205</u>	<u>22</u>
<u>LOCATION MENTIONED*</u>	<u>56</u>	<u>20.0</u>	<u>12</u>	<u>38</u>	<u>6</u>
CENTRAL LOCATION SERVING ALL AGE GROUPS	22	8.0	5	16	1
RETAIN NEIGHBORHOOD CHARACTER	3	1.0	-	3	-
LOCATED FOR BALANCED REPRESENTATION OF BACKGROUNDS	9	3.0	1	7	1
EXPAND DAY CARE IN RURAL AREAS	14	5.0	7	5	2
ADVOCATE CHURCH USE	3	1.0	-	3	-
ADVOCATE PUBLIC SCHOOL USE	16	6.0	1	13	2
<u>LOCATION NOT MENTIONED</u>	<u>220</u>	<u>80.0</u>	<u>37</u>	<u>167</u>	<u>16</u>

DAY CARE OPEN HEARINGS
TABLE D₇ - PARENT INVOLVEMENT BY GEOGRAPHIC REPRESENTATION

PARENT INVOLVEMENT	GEOGRAPHIC REPRESENTATION				
	TOTAL	PERCENT	RURAL	URBAN	UNKNOWN
<u>TOTAL STATE</u>	<u>276</u>	<u>100.0%</u>	<u>49</u>	<u>205</u>	<u>22</u>
<u>INVOLVEMENT MENTIONED*</u>	<u>55</u>	<u>20.0</u>	<u>11</u>	<u>43</u>	<u>2</u>
COOPERATIVES	12	4.0	3	8	1
PARENT EDUCATION	29	11.0	5	24	-
PROGRAM PLANNING PARTICIPATION	29	11.0	5	24	-
GENERAL COMMENT	13	5.0	4	8	1
<u>INVOLVEMENT NOT MENTIONED</u>	<u>221</u>	<u>80.0</u>	<u>38</u>	<u>162</u>	<u>20</u>

APPENDIX E

State Coordination

Tables by Geographic Representation

DAY CARE OPEN HEARINGS
TABLE E₁ - STATE COORDINATION BY GEOGRAPHIC REPRESENTATION

STATE COORDINATION	GEOGRAPHIC REPRESENTATION				
	TOTAL	PERCENT	RURAL	URBAN	UNKNOWN
<u>TOTAL STATE</u>	<u>276</u>	<u>100.0%</u>	<u>49</u>	<u>205</u>	<u>22</u>
<u>COORDINATION MENTIONED*</u>	<u>39</u>	<u>14.0</u>	<u>6</u>	<u>29</u>	<u>4</u>
- NEED ASSESSMENT	16	6.0	3	12	1
STAFF TRAINING	22	8.0	2	19	1
- COUNTY-STATE INFORMATION SHARING	9	3.0	4	5	-
AMONG STATE AGENCIES	16	6.0	2	10	4
<u>COORDINATION NOT MENTIONED</u>	<u>237</u>	<u>86.0</u>	<u>43</u>	<u>176</u>	<u>18</u>

DAY CARE OPEN HEARINGS
TABLE E₂ - COUNTY CERTIFICATION OF PROVIDERS
OF CARE TO AFDC FAMILIES BY GEOGRAPHIC REPRESENTATION

COUNTY CERTIFICATION OF PROVIDERS OF CARE TO AFDC FAMILIES	GEOGRAPHIC REPRESENTATION				
	TOTAL	PERCENT	RURAL	URBAN	UNKNOWN
<u>TOTAL STATE</u>	<u>276</u>	<u>100.0%</u>	<u>49</u>	<u>205</u>	<u>22</u>
<u>COUNTY CERTIFICATION MENTIONED*</u>	<u>42</u>	<u>15.0</u>	<u>14</u>	<u>25</u>	<u>3</u>
- OBJECTION TO PROCESS OF CERTIFICATION	16	6.0	6	9	1
OBJECTION TO PAYMENT RATES	7	3.0	1	6	-
OBJECTION TO AGE - TOO HIGH	10	4.0	4	6	-
GENERAL COMMENT	29	11.0	13	14	2
<u>COUNTY CERTIFICATION NOT MENTIONED</u>	<u>234</u>	<u>85.0</u>	<u>35</u>	<u>180</u>	<u>19</u>

DAY CARE OPEN HEARINGS
TABLE E₃ - NEED FOR REFERRAL SERVICES BY GEOGRAPHIC REPRESENTATION

NEED FOR REFERRAL SERVICES	GEOGRAPHIC REPRESENTATION				
	TOTAL	PERCENT	RURAL	URBAN	UNKNOWN
<u>TOTAL STATE</u>	<u>276</u>	<u>100.0%</u>	<u>49</u>	<u>205</u>	<u>22</u>
<u>REFERRAL SERVICES MENTIONED*</u>	<u>76</u>	<u>28.0</u>	<u>15</u>	<u>58</u>	<u>2</u>
FOR PROVIDERS	12	4.0	1	10	1
FOR FAMILIES	15	5.0	3	11	1
FOR MATERIAL RESOURCE EXCHANGE	8	3.0	-	8	-
GENERAL COMMENT	42	15.0	10	32	-
<u>REFERRAL SERVICES NOT MENTIONED</u>	<u>200</u>	<u>72.0</u>	<u>34</u>	<u>147</u>	<u>20</u>

APPENDIX F

OPEN DAY CARE HEARING PLANNING PROCESS

EVALUATIONS AND RECOMMENDATIONS

I. Summary of Hearing Planning Process

The planning for the open day care hearings was carried out in the following steps:

1. Advisory Committee voted in December, 1972 to conduct the hearings to gather information on day care concerns in the state.
2. A planning subcommittee was selected to develop the format for the hearings, as well as to publicize the hearings.
3. The Advisory Committee requested staff services from each D.F.S. regional office to provide technical assistance to members of the advisory committee and community members in the conduct of local hearings.
4. The subcommittee held a "trial" local planning session in Green Bay with representatives from community organizations, advisory committee members, and D.F.S. consultants to learn what local groups might expect of the hearings, and to elicit from them:
 - a. Suggestions for hearing panel members.
 - b. Suggestions for the hearing format, and
 - c. Suggestions for publicizing hearings.
5. Based on the Green Bay model, the planning committee divided the preliminary functions leading up to the hearings between the central planning group and central D.F.S. office responsibilities; and individual advisory committee members-- D.F.S. regional staff; and other community member functions.
 - a. Central Planning Group was to:
 - 1) Co-ordinate hearing schedule
 - 2) Provide guidelines for uniformity of hearing conduct.
 - 3) Supply three types of publicity: radio, newspaper press releases, including a feature article, informative T.V. slides, general announcements, hearing fact sheets,

- b. Local planning group was to:
- 1) Identify panel members.
 - 2) Set hearing date.
 - 3) Acquire hearing space.
 - 4) Generate local publicity.
 - 5) Provide mechanism for recording and transcribing.
6. Preliminary to the hearings, the designated D.F.S. regional staff members met at Stevens Point with members of the central planning group to clarify the goals and guidelines for the hearings.
 7. Local hearing panel members were drawn from:
 - a. Citizen advisory groups to County Welfare Departments,
 - b. Two members of Day Care Advisory Committee.
 - c. D.F.S. regional director.
 - d. Other individuals chosen by planning group.
 8. A hearing panel training session for the Advisory Committee members was held at the regularly scheduled April meeting, where, in summary, it was agreed that a) panelists would be primarily listeners, and b) open discussions and exchanges would be avoided.
 9. The eleven hearings were held during the week of April 30, 1973; most scheduled to include both day time and evening hours.
 10. The total number of individuals who presented either written or verbal statements was 276.
 11. The transcripts of the hearings were prepared in the regional offices through use of "limited term employees" as typists.
 12. An evaluation of the hearing process was made both by advisory committee members and by those D.F.S. regional staff individuals who had responsibilities for the hearings in the respective regions.
- II. Open Hearing Evaluations and Recommendations
- A. By Advisory Committee Members
 1. On Publicity

The consensus among committee members was that more lead time and more publicity available far in advance of the hearing date would have stimulated greater public participation. Local groups had to rely on their own resources to publicize the hearings.

From the experiences we had, we must reiterate (to other committees and ourselves) the need for adequate lead time for preparation and dissemination of materials. The advisory committee (or a reliable designated group) should assume a key role in producing the materials, lest the publicity process be bogged down in the individual priorities set by a neutral "public information service." Many of the delays were unavoidable, given the publicity preparation process we chose, yet strengthening the public information background for any future hearings should be a major future goal in itself.

2. On Training of Panelists

There were also recommendations for more adequate training of panelists so that greater flexibility could have been built into the hearing process. For example, where participants were reluctant to speak, appropriate encouragement and leading questions helped ideas to emerge, often as a group effort.

3. On Guidelines

Guidelines for panelists which were developed seemed to be too formal, and where panelists became more relaxed, communicative or probing, more detailed testimony was gained.

4. On Community Participation

Several committee members were satisfied that the local planning process had brought the day care community together to focus on a common goal -- i.e., the hearings. Others claimed that not enough grass roots groups were part of the planning. Giving the responsibility for the group planning sessions to the regional D.F.S. staff placed them in community organization roles in more than one location.

5. In Summary

The advisory committee, wishing to retain its close identity with the hearings, chose to have 2 committee members (one of whom would function as hearing officer) present at each hearing. In all parts of the state, the regional D.F.S. staff members designated to provide technical assistance felt the heavy burden of laying the groundwork for the hearings in their respective regions. Supplying technical assistance meant spending time developing community interest and organizing local planning. Ideally more of the advisory committee members throughout the state should have assisted and participated in the local planning. However, the voluntary nature of the advisory committee's membership (most members work full time or have heavy family responsibilities) limited the work time and resources it could provide.

B. By Division of Family Services Voluntary Agency (Day Care) Staff

1. The following statements summarize the comments from the June 5, 1973 meeting of individuals who had had regional staff responsibilities at the hearings.
 - a. Regions were not given enough time to do extensive planning. Those that did devote much time had to leave many other things undone. Some regional budgets were strained.
 - b. Timing and coordination of activity among the Advisory Committee, Central Office and regions have to be improved in any future similar venture.
2. In spite of the emphasis on the need for improved publicity, timing and techniques, the 8 regional D.F.S. staff members who had direct experience with the hearings reported the following relatively high degree of publicity used in their regions:
 - a. To your knowledge, was there any use made of Central Office prepared material? Yes - 7, No - 1

If yes, which?	TV slides?	5
	Preliminary announcements?	3
	News articles?	4
	Hearing fact sheet?	5
 - b. Was there pre-hearing news coverage in your area?
Yes - 7, No - 1

Press coverage?	6
Radio and TV coverage?	7
 - c. Was there follow-up press coverage? Yes - 6, No - 2
 - d. Was there TV coverage during or after the hearings?
Yes - 7, No - 1
3. General comments included satisfaction in observing day care providers, consumers, and interested individuals communicate with each other; frustration at learning the range of day care needs and demands which the D.F.S. priorities and staffing patterns do not touch; and a real desire to see the advisory committee and Department follow through on some of the public's concerns.

III. Individuals Who Participated in Planning Process by Regions
(See following pages)

DAY CARE HEARING

LOCAL PLANNING COMMITTEE

Milwaukee

- | | |
|--|--|
| 1. Jessie Adams, Day Care Supervisor
4165 No. 22nd Street
Milwaukee, Wisconsin 53209 | 10. Mrs. Kathleen Harrison
St. Catherine's Day Care Center
3556 Seventh Avenue
Kenosha, Wisconsin 53140 |
| 2. Ms. Rosemary Baron
Jewish Vocational Services
207 E. Buffalo
Milwaukee, Wisconsin 53202 | 11. Ms. Helen Hensler
2931 North 58th Street
Milwaukee, Wisconsin 53213 |
| 3. Elaine M. Birch, Director
Parkside Child Care Center, Inc.
2620 - 14th Place
Kenosha, Wisconsin 53140 | 12. Betty Jack
Indian Community School
2020 No. 32nd Street
Milwaukee, Wisconsin 53206 |
| 4. Reverend Jean Boutillier
Silver Street Day Care Center
815 Silver Street
Racine, Wisconsin 53404 | 13. Mrs. Mary Johnson
J.H. Johnson Day Care Center
2535 West Hadley Street
Milwaukee, Wisconsin 53206 |
| 5. Ms. Inonia Champion
Day Care Services for Children, Inc.
1901 North 6th Street
Milwaukee, Wisconsin 53212 | 14. Mrs. Mae Lorber, Assistant Chief
Day Care, Division of Family Services
Milwaukee, Wisconsin |
| 6. Mr. Edward Chess
Walworth County Dept. of Social Services
Court House - Room 123
P.O. Box 46
Elkhorn, Wisconsin 53121 | 15. Mr. Frank Linsmeier
Mary Linsmeier Schools, Inc.
2615 Mayfair Drive
Brookfield, Wisconsin 53005 |
| 7. Adrian Choinski, Board
South Day Care Center
Adrian Realty Co.
1241 W. Windlake Avenue
Milwaukee, Wisconsin 53215 | 16. Mr. John Maurice
Four C's of Milwaukee County, Inc.
135 West Wells Street - Room 406
Milwaukee, Wisconsin 53203 |
| 8. Mr. Jim Coppleman
803 East Wells Street - Apt. 21
Milwaukee, Wisconsin 53202 | 17. Ms. Harriet McKinney
2966 North Hackett Avenue
Milwaukee, Wisconsin |
| 9. Darlene Funmaker
Project Phoenix & Indian Community School
1410 No. 27th Street
Milwaukee, Wisconsin 53208 | 18. James Mills
Wisconsin Council on Criminal Justice
2876 N. Grant Blvd.
Milwaukee, Wisconsin |

DAY CARE HEARING (continued)Milwaukee

19. Ms. Johnny Moon
Wee Care Day Care Nursery Ctr., Inc.
3420 West Clybourn Street
Milwaukee, Wisconsin 53208
20. Reverend R.B. Nabors
Calvary Baptist Church
2959 North Teutonia
Milwaukee, Wisconsin 53206
21. Mr. Tim Nolan
247 Wisconsin Avenue
Waukesha, Wisconsin 53186
22. Mrs. Dorothy Ogradowski
1026 E. Pleasant Street
Milwaukee, Wisconsin 53202
23. Mr. Arthur Pierce
Four C's of Milwaukee County, Inc.
135 W. Wells Street - Room 408
Milwaukee, Wisconsin 53203
24. Mrs. Agnes Slater
W224 N2131 Elmwood Drive
Waukesha, Wisconsin 53186
25. Mrs. Lolus Towe
118 E. Washington
Hartford, Wisconsin 53027
26. Mr. Peter Tropman
1810 West Cherry Street
Milwaukee, Wisconsin 53205
27. Jose Vasquez
UMOS Day Care Center
809 W. Greenfield Avenue
Milwaukee, Wisconsin 53204
28. Ms. Roslyn Williams
1970 W. Melvina
Milwaukee, Wisconsin 53206

DAY CARE HEARING

LOCAL PLANNING COMMITTEE

Eau Claire

1. Mrs. Maybelle Brechlin, Coordinator
District I
620 W. Clairemont Avenue
Eau Claire, Wisconsin 54701
2. Mrs. Greta Christiansen, Director
Luther Hospital
Child Care Center
202 W. Grand Avenue
Eau Claire, Wisconsin 54701
3. Steve Clifton, Social Worker
Clark County DSS
Neillsville 54456
4. Mrs. Lucille Curtis, Education Coordinator
West Central Wisconsin
525 Second Street
Glenwood City 54013
5. Mrs. Marie Evans
Eau Claire City Council
429 Roosevelt Avenue
Eau Claire, Wisconsin 54701
6. Mrs. Eileen Greer, Day Care Chief
Division of Family Services
Eau Claire, Wisconsin
7. Larry Groth, Social Worker
St. Croix Co. DSS
Hudson, Wisconsin 54016
8. Miss Karen Hodgson, Day Care Supervisor
718 W. Clairemont Avenue
Eau Claire, Wisconsin 54701
9. Mrs. Marguerite Kobylarczyk, Administrative Assistant
Catholic Charities Bureau
Box 222
Hudson, Wisconsin 54015
10. Mrs. Eileen Pritchard, Assistant Director
Eau Claire Development and Training Center
304 N. Dewey Street
Eau Claire, Wisconsin 54701
11. Beverly Schmalried Ph.D., Administrator
Human Development, Family Life Department
University of Wisconsin, Stout
Menomonee, Wisconsin 54751

DAY CARE HEARINGS

LOCAL PLANNING COMMITTEE

LaCrosse

1. The late Harold Ankerson
Headstart Director of Wisconsin
Coulee Region
2. Darlene Burlingame, Buffalo County Nurse
Buffalo County Court House
Alms, Wisconsin
3. Mrs. Marsha Friedline, Director
Congregation Church Nursery School
2503 Main Street
LaCrosse, Wisconsin 54601
4. Maureen Homuth, Director
Crawford County DSS
Prairie Du Chien, Wisconsin 53821
5. Mrs. Jane Jacobs, Director
Monroe County Day Care Center
Wisconsin Child Care Center
Cottage E
Sparta, Wisconsin 54656
6. Mrs. Karen Lerch, Director
Viroqua Day Care Center
406 So. Center Street
Viroqua, Wisconsin 54665
7. Miss Jane Lieser, Day Care Supervisor
Division of Family Services
LaCrosse, Wisconsin
8. Mrs. Betty Nuckles, Director
LaCrosse Day Care Centers Inc.
Holy Cross Seminary
510 Mormon Coulee Rd.
LaCrosse, Wisconsin 54601
9. Miss Barbara Walter, Coordinator
District 2 VIAE
6th Street Vine to Fine
LaCrosse, Wisconsin 54601

DAY CARE HEARINGS

LOCAL PLANNING COMMITTEE

Ashland

1. Mrs. Karen Foley, Teacher Aide
Head Start Program
620 34th Avenue
Ashland, Wisconsin
2. Mrs. Patricia Parent, Head Teacher
Warthland College
Head Start Program
Ashland, Wisconsin
3. Mrs. Joan Schmidt, Day Care Supervisor
Division of Family Services
Ashland, Wisconsin

DAY CARE HEARINGSLOCAL PLANNING COMMITTEERhineland

1. Mrs. Barbara Brown, Day Care Supervisor
Division of Family Services
P.O. Box 697
Rhineland, Wisconsin 54501
2. Mr. Robert Heide, Regional Director
Division of Family Services
P.O. Box 697
Rhineland, Wisconsin 54501
3. Mrs. Roger Maas
622 McIndoe Street
Wausau, Wisconsin 54401
4. Mrs. Flossie Sook, Supervisor
Marathon County Dept. of Social Services
302 Grand Avenue
Wausau, Wisconsin 54401

DAY CARE HEARINGS

LOCAL PLANNING COMMITTEE

Green Bay

1. Robert Barry, Day Care Chief
Division of Family Services
Green Bay
2. Charlotte Freedman
941 Lawton Pl.
DePere, Wisconsin 54115
3. Frank Hill
220 Alvina Street
Green Bay, Wisconsin 54301
4. Lois Mahoney
332 Warren Ct.
Green Bay, Wisconsin 54301
5. Barbara Wunsch
2133 Vermont Place
Sturgeon Bay, Wisconsin 54235
6. Marion Jogodinski, Day Care Supervisor
Division of Family Services
Green Bay, Wisconsin

DAY CARE HEARINGS

LOCAL PLANNING COMMITTEE

Wisconsin Rapids

1. Mrs. Thomas Cavanaugh, Former Day Care Board President
941 Elm Street
Wisconsin Rapids, Wisconsin 54494
2. Mr. Dick Cywenski
Division of Family Services
Wisconsin Rapids, Wisconsin
3. Mrs. Lorna Gorman, Owner and Operator
Marshfield Wisconsin Day Care Center
4. Mrs. Elizabeth Johnson, Instructor
Mid State Technical Institute
435 Greenwood Drive
Wisconsin Rapids, Wisconsin 54494
5. Miss Gena Meyer, Director Day Care Center
1300 Main Street
Stevens Point, Wisconsin 54481
6. Mrs. Joan Olson, Head Start Nurse
North Central Airline C A P Inc.
1440 Woodbine
Wisconsin Rapids, Wisconsin 54494

DAY CARE HEARINGS

LOCAL PLANNING COMMITTEE

Fond du Lac

1. Martin Downs
County Advisory Committee on
Social Services
2. Patricia Kremer
Day Care Specialist
Division of Family Services
Fond du Lac, Wisconsin
3. David Doyle
Community Planning Specialist
Division of Family Services
Fond du Lac, Wisconsin

DAY CARE HEARINGS

LOCAL PLANNING COMMITTEE

Dodgeville

Reverend David Roberts
 Plymouth Congregational Church
 Dodgeville

Jeanne Luecke
 Dodgeville Nursery School
 Dodgeville

Mildred Rott
 Southwest Wisconsin CAP
 Richland Center

Joanne Kammerud
 Southwest Wisconsin CAP
 Darlington

Charlotte Brainerd
 Southwest Vocational-Technical School
 Fennimore

Margaret Best
 Southwest Day Development Center
 Lancaster

Patricia Mapp, Member
 State Day Care Advisory Committee
 Madison

Richard Hamilton
 Division of Family Services
 Madison

Ernest Johnson
 Division of Family Services
 Madison

DAY CARE HEARINGS

LOCAL PLANNING COMMITTEE

Madison

Caryl Stella
Central Wisconsin CAP
Wisconsin Dells

Barbara Lamanski
Watertown Community Day Child Care Center
Watertown

John Hueschen
Green County Day Development Center
Monroe

Dorothy Butterfield
Dane County Dept. of Social Services
Madison

Ron Sanders
Dane County Headstart Program
Madison

Aurelia Strupp
4C in Dane County
Madison

Robert Anders
Dane County Disabled Disabilities
Board
Madison

Esther Kuntz
4C in Dane County
Madison

Margaret Brace
Central Wisconsin CAP
Wisconsin Dells

Richard Hamilton
Division of Family Services
Madison

Ernest Johnson
Division of Family Services
Madison

Exhibit No. 53



Office of Child Development • 524 South Second Street • Springfield, Illinois 62706 • 217/525-5134

June 17, 1974

Ms. Mardon Walker
 U.S. Commission on Civil Rights
 Holiday Inn
 1 South Halsted Street
 Chicago, Illinois 60606

Dear Ms. Walker:

Re: Title IV Eligibility Form

As per our telephone conversation today regarding your request for information on Title IVA Regulations, I am enclosing a copy of our Department's "Illinois Day Care Eligibility Determination and Service Form." This is a revised form which has been in use only since May of this year. Our previously used form was not as detailed; and as a result of several questions by the Federal Government during their FY 71 audit, the eligibility form was revised to include additional, necessary information.

I am also enclosing a copy of the instruction sheet which explains how to complete the eligibility form. If I can be of any further assistance, please don't hesitate to contact me at the above address or by telephone at 217-782-5134.

Sincerely,

Linda Clevenger

(Mrs.) Linda Clevenger
 Title IVA Eligibility Specialist

LC/jo
 Enc.

ILLINOIS DAY CARE ELIGIBILITY DETERMINATION AND SERVICE FORM

Complete in Duplicate V

Name of Center _____ Mark Reason/Date _____
 Address _____ New Admission _____
 _____ Change of Information _____
 _____ Terminated _____
 _____ Redetermination _____

I. PARENT OR LEGAL GUARDIAN

A. Names

1. Father _____
 2. Mother _____
 3. Legal Guardian _____

B. Address

1. _____
 2. _____
 3. _____

II. CHILD INFORMATION (child enrolled in the center)

A. Name

B. Sex

C. Birthdate

D. Address

III. SERVICE PLAN (Check the appropriate reason)

- _____ A. Day care is to enable the father___mother___to accept or continue in employment. This service required for _____.
 (Specify # of days, weeks, or months)
- _____ B. Day care is to enable the father___mother___to participate in training to prepare such member for employment. This service required for _____. Briefly describe
 (Specify # of days, weeks, or months)
 training program _____.
- _____ C. Day care is provided because of the death, continued absences from the home, or incapacity of the child's mother and the inability of any member of the child's family to provide adequate care and supervision of the child. This service required for _____.
 (Specify # of days, weeks, or months)

Document situation _____.

_____ D. Other (Specify)

IV. Current or Former Public Aid Recipients

A. Is the family currently receiving Aid to Families with Dependent Children? Yes ___ No ___

1. If the answer is "yes", give case name _____ and give ADC case number _____.

B. If the family is not currently on public assistance, has the family received financial assistance from the Department of Public Aid within the last two years? Yes ___ No ___

1. If the answer is "yes", what was the case name _____, date of termination _____ and public aid office where the case was last open _____.

C. If the family is not currently receiving public assistance and has not within the last two years, does the family have an application pending? Yes ___ No ___

1. If the answer is "yes", what is the applicant's name _____, date of application _____, and public aid office where the family has applied _____?

V. Former and Potential Public Aid Recipients

A. If the parent(s) are not currently on Public Aid, please complete the following table by placing an "X" in the section which represents the family size and annual income. The family size includes the number of persons living in the same household who are related by blood ties, marriage, or legal responsibility in regard to income. The combined gross income of these family members is to be used. Specify and attach copy of verification of present income. _____

Gross Annual Income	Family Size			
	2	3	4	5 or more
\$4500 or less				
\$4501 to \$6000				
\$6001 to \$7500				
\$7501 to \$9000				
Over \$9000				

B. If Section V-A has been completed, please answer the following questions:

1. Is there a dependent child in the family under 18, or 18 through 20 years of age and in regular attendance in high school, vocational school or college? Yes___ No___

2. How is the child related to the head of the household (e.g., daughter, son, etc.) _____

3. Is either parent deceased, physically or mentally incapacitated, continually absent from the home, or unemployed? Note: If two employable parents are in the home, the employment status of the father must be considered first. If the father is present and employed & the mother is unemployed and not in work training, mark "no". Yes___ No___

(a) If the answer is "yes", specify which condition is present _____ and which parent is affected _____.

(b) Specify what has been used to document the presence of the condition (e.g., statement from physician) _____, and the date appearing on the documentation _____.

4. If the answer to question "3" was "no", are there substantial reasons to predict that one of the conditions will occur within the next 5 years? Yes___ No___

(a) If the answer is "yes", specify which condition is likely to occur _____, which parent will be affected _____, and what information supports this (e.g., physician's statement that Mr. Smith is likely to become incapacitated within a year) _____

VI. Source of Information

A. Declaration of Parent or Guardian

1. Signature _____ 2. Date _____

B. Case File

VII. Day Care Center Director's Signature _____ **Date** _____

VIII. Eligibility Status

Please Do Not Write Below This Line

_____ **A. Yes (Former)**

_____ **B. Yes (Current or Applicant)**

_____ **C. Potential**

_____ **D. No**

DCFS Worker _____ Date _____
Signature

DPA Worker _____ Date _____
Signature

INSTRUCTIONS FOR COMPLETING THE
"ILLINOIS DAY CARE ELIGIBILITY DETERMINATION AND
SERVICE FORM"

Name of Center: Individual center name should be given on form in cases where several centers are sponsored by one central group.

Mark Reason: New Admission = Eligibility will be determined at least 5 days prior to admission except in those instances in which the Department is purchasing service from an existing program in which Title IV A eligible children may already be present.

Change of Information = Changes in any of the categories which would affect the eligibility of the family or the service plan arrangements require the completion of a new form indicating changes. Parents' signature is not required on a change of information.

Terminated = A form indicating termination should be completed immediately on the child when removed from the program, and Sections I and II (plus information at the top of the form) should be completed.

Redetermination = Periodic reviews are required to verify continued eligibility, and the form should be completed in its entirety at the time of redetermination. Redetermination will be made at least once every 12 months.

I. Parent or Legal Guardian:

The full name of the parent or legal guardian is to be filled in under this section, indicating last name first. Current address is also required. When child resides with a guardian, all information (training, income, etc.) must be given on the guardian and any support money from natural parents also shown.

II. Child Information:

Be sure to give proper name of child (no nicknames) stating last name first.

III. Service Plan:

A service plan is necessary to justify the provision of service in order to support the family goal of self-support and employment and economic self-sufficiency. In addition to explaining which parent(s) is benefitting from the service, it is important that the length of service be specified. The length of time should be reasonable and limited to not more than 12 months.

In the case of work training, one month is allowed to seek employment after completion of the training period and still qualify as eligible for IV A funds. A new applicant who is seeking employment is not considered eligible. Training is defined as follows:

Training may be in the form of (1) literacy training, (2) vocational training, or (3) adult education. Day care should be limited to the corresponding hours of training. High school attendance is considered work training. If individual's training program is specifically described in III B, no verification is needed. If such verification is obtained, this may be kept at the center in the child's file. Documentation is needed for III C and should be attached to the form when sent to the T.A.

- IV. Section IV is to be completed by current and former Public Aid recipients. This section is fairly self-explanatory. Where name of Public Aid office is requested, the city where the office is located is all that is required. (Current Public Aid recipients are not required to complete the form beyond section IV, except for their signature on the reverse side under Section VI A.)
- V. Section V is to be completed by persons who are former or potential Public Aid recipients (all applicants except current Public Aid recipients) by placing an X in the box which indicates appropriate family size and income. A definition of income is as follows:

The total remuneration derived through the receipt of wages for services performed as an employee or profits from self-employed activities, including allowances on payments received under governmental educational or training programs, except WIN. In addition, the total income received from any of the following sources: annuity, pension, retirement, trust fund, disability benefit, income tax refund; cash contributions, inheritance, court settlement, support, alimony, rent, dividend, interest, royalty, or proceeds of any insurance policy.

Verification of income must be submitted with the eligibility form. Verification may be in the form of a check stub, income tax return, letter from employer, W-2 forms, etc. In the case of child support payments paid in cash and no receipts are given, parent should attach a signed note to the form stating how much she actually receives for child support. When necessary, this can be a projected amount of what she actually expects to receive.

Section V B, 1 and 2, do not necessarily have to be completed; however, 3 and 4 are needed. Number 3 deals with the one-parent family. The line indicating condition present should be filled in with divorced, deceased, separated, imprisoned, etc. The affected parent means the one who is gone from the home for whatever reason. This situation must be verified, and verification must be attached to the form. Verification may be in various forms. For example, in the case of divorce, the Director of the center should see the divorce document and record the date appearing on it. A note should then be attached to the form signed by the Director stating she has seen the document. In the case of separation where there is no document, the Director can attach a note stating that she knows the family situation and that one parent has been absent from the home for a specified length of time.

Also, under Section V b, 3, are the conditions of physically or mentally incapacitation. If this is the situation for either parent, verification must be obtained in the form of a statement from a physician, psychiatrist, social worker, or any agency providing service to the family for this problem.

Number 4 under Section V B is to be completed only if number 3 was marked "no". This section deals with the potentiality of the family becoming Public Aid recipients within the next 5 years. If both parents are in the home and employed or in work training, low income is not sufficient reason. (according to the Federal Government) to justify eligibility under Title IV A. It must be established with reasons given and recorded on the form that the family will likely be a potential Public Aid recipient because within 5 years one or more of the following events is likely to occur to the

- 3 -

father: (a) unemployment, (b) incapacity, (c) abandonment of the family, or (d) death. Verification should be kept on file at the center and checked during evaluation visits.

The parent or legal guardian should sign the form on the line provided under Section VI. In a two-parent family the form may be signed by one parent; however, both names should appear (i.e., Mary and Joe Smith). The date the parents complete the form should be given.

Under Section VI B, case file should be checked as the source of information only for changes of information which are kept in the family's file at the center.

The day care center Director or Social Worker should sign and date the eligibility form under Section VII.

In Section VIII the Department of Children and Family Services T.A. marks the appropriate eligibility status. If a child is determined ineligible, the center is given 30 days notice before funding stops. The form is then signed and dated by the DCFS worker. It should be noted that the signature of the DPA worker is not that of the family's caseworker. This will be signed by the DPA representative in the Springfield Office.

The center should complete the form in duplicate sending the original eligibility form to the appropriate T.A. who checks the forms for accuracy. The carbon should be retained in the center's file. If properly completed, the T.A. forwards the forms to Springfield for monitoring and submission to the Data Processing Unit. Monthly print-outs will be run recording information on the forms. When the eligibility forms are returned from Data Processing, the Chicago forms will be returned to the appropriate T.A. for filing. Downstate forms will be filed in Springfield.

Exhibit No. 54

NATIONAL SENIOR CITIZENS LAW CENTER
BOARD OF DIRECTORS
AS OF 3/1/74

Expiration
Date, Term
of Office

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6/30/75	Clarence Tarr, Vice-President and Executive Director National Association of Retired Federal Employees 1533 New Hampshire Avenue, N.W. Washington, D.C. 20036 (202) 234-0832	Vice-President and Executive Director National Association of Ret. Federal Employees

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Exhibit No. 55

**This exhibit is on file at
the U.S. Commission on Civil
Rights.**

Exhibit No. 56

This exhibit is on file at the
U.S. Commission on Civil Rights.

Exhibit No. 57

**This exhibit is on file at the
U.S. Commission on Civil Rights.**

Exhibit No. 58

This exhibit is on file at the
U.S. Commission on Civil Rights.

Exhibit No. 59

Statement of Arvonne S. Fraser, President, Women's Equity Action League (WEAL), Washington, D. C., before the Hearings on Problems Facing Women in Poverty held by the U. S. Civil Rights Commission in Chicago, Ill., June 19, 1974.

WOMEN AND SOCIAL SECURITY

My name is Arvonne Fraser and I am President of WEAL, Women's Equity Action League, a women's rights group concentrating on education, legislation, and legal and economic rights of women. Our headquarters are in the National Press Building in Washington, D.C.

Before I begin my more substantive testimony let me quote from a letter our national WEAL office received just last week. It is typical of many letters we receive which comment on women's situation economically, in education and in employment. This letter comes from Grady, New Mexico and is not from a WEAL member but from someone who apparently heard about us and hoped we could help.

The woman wrote:

"My husband and I are farmers, having paid social security for years. I am older than my husband and they tell me at the Social Security office that I will not be eligible to draw benefits until my husband becomes eligible. I think this is very unfair because I have worked hard and feel that I should be able to receive benefits when I become of age regardless of other factors." (underlining hers) She goes on: "As I understand, if a wife is younger than her husband she can draw Social Security benefits when her husband becomes eligible regardless of her age."

Admittedly, most women these days are not farmer's wives but women are increasingly aware of, and vocal about, the fact that the U. S. Social Security

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system does not treat them as individual beneficiaries of the system even though they are required to pay equal contributions or taxes when working under covered employment. The system presumes that the married woman, whether she works inside or outside the home, is the economic dependent of her husband.

Many articles review in critical terms the social security system and illustrate this increasingly outspoken complaint among women that the system has a discriminatory impact on them and their families. As with many other issues relating to the legal and economic rights of women the problems are rooted in assumptions about marital status which have come to have the force of law. It is the role of the married woman as worker and as homemaker which raises the question of inequity in a social program which presumes the married woman to be the economic dependent of her husband.

The system which implements this presumption provides that a male worker, on retirement, receives a benefit and a "dependent" wife's benefit. A married woman who has worked in covered employment may draw a benefit based either on her own earnings or the "dependent" wife's benefit which is based on her husband's earnings--whichever is larger. As a result, a woman working in covered employment can pay into the system throughout her work life and receive a benefit no larger or only slightly larger than she would have had she never worked outside the home.

This is not the only aspect of the social security scheme considered to have a negative impact on women. Others include differential treatment for survivors and the requirement that a worker have been employed for 20 out of the last 40 quarters to be eligible for disability. But the homemaker vs. worker outside the home appears to be the most difficult issue to resolve.

The ideal solution--which may become a necessity with ratification of the Equal Rights Amendment--would be for all adults to be contributors to the system as well as potential beneficiaries without regard to sex or marital status. With a system as complex as the current social security system and a society that is not free of sex-stereotyping the ideal solution or alternative is no simple solution or alternative.

When the social security system was introduced most married women spent all or most of their life in the home, outside paid employment, economically dependent on a spouse. Over the years, however, women have increasingly participated in paid employment outside the home and women inside and outside the home have begun to demand treatment as individuals, not as dependents. Changes in work patterns have accompanied the general emergence of women as political and economic entities as evidenced by a number of legal developments. As a result, a classification system which tends to divide adults into covered worker and dependent on the basis of sex is increasingly unrealistic.

Nine out of ten women work outside the home at some time during their lives. Thus the possibility of some involvement by most women directly in the social security system as taxpayers is high. Data has not been collected in such a fashion to produce statistics on the proportion of American women who have ever paid into the social security system. However, a review of various studies of the labor force activity of women can only establish that the overwhelming majority of women engage in paid employment at some point in their lives and contribute to social security.

Almost 14 million women were receiving social security benefits at the end of 1971, about half on the basis of their work records.¹ According to

-4-

the Social Security Administration, the number of women receiving benefits as retired workers (rather than as dependents of retired workers) was twenty times larger in 1971 than in 1950. This increase is attributed primarily to "the steady growth since the late thirties in the labor force participation of women, particularly married women."² This increase might also be partly due to the expanded coverage of employment during that period including both teachers and domestics whose numbers include mostly women.

Bureau of Labor Statistics data on the labor force experience of the population shows an increasing number and increasing proportion of women in the labor force during the post-World War II period. While there were 16,683,000 women in the labor force in 1947 (31.8% of the female population), there were 33,320,000 in 1972--almost 44% of all American women.³

While it is more common today than in the past for wives of all age groups to be working, there is special significance in the behavior of young mothers. The largest increases in labor force participation during the 1966-1972 period were with young women--wives under 35 years of age. And while the presence of young children in a household still inhibits mothers' paid employment activity, the labor rates among this group have shown marked changes since 1960. (Tables 3 and 4)⁴.

A longitudinal study of women aged 30 to 44 years also revealed the changing labor force status of women in that group. The study notes that "The particular age cohort of women being studied is of great interest because of the remarkable increase over the past three decades in the employment of adult women, particularly those married with children at home."⁵

Without doubt, married women with children tend to spend more time out of the labor force and more of them remain homemakers permanently. However, the most recent issue of the Monthly Labor Review which, incidentally, has a special section on women in the workplace, states: ".Yet in recent years the most rapid gains in labor force participation rates of women have occurred among wives under age 35, and especially among those with children under 6. In fact, among wives with children under age 3, the latest over-the-year increase was 2 1/2 percentage points, a change matched only once since 1960. In March 1973, their labor force rate was 29 percent--10 percentage points higher than a decade ago."

The article goes on:

"Through the years, black wives have been more likely than white wives to work, whether or not children were present--in 1972, about 3 out of 5 black wives, but only half the white wives. Actually, when children are present, black wives work in even greater proportions than white wives. Also, from 1969 to 1972, the proportion of black working wives with preschool age children who worked at year-round full-time jobs increased dramatically, from 26 to 41 percent. This 15-percentage-point increase was not only well above the increase for white wives with young children (from 21 to 24 percent), but also ahead of that for other black wives with school age children (from 49 to 57 percent).⁶

Almost all female workers (32.9 million out of 33.3) work in covered employment, that is in occupations covered by the Social Security Act as amended.⁷ (Table 5).

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Between 1937 and 1971 92,389,000 social security numbers were issued to women.⁸ (See Table 6). Except for a period in the mid-1960's when women 65 years and older may have received social security numbers for Medicare purposes and for those under age 15 who undoubtedly have social security numbers for financial or other identification purposes, it is likely that the vast majority of the remaining social security numbers were issued because of employment activity.

Earnings are another measure of the economic dependence or independence of women . Despite the rather general assumption that most families derive all or most of their income from the husband's earnings, this notion is disputed by economist Carolyn Shaw Bell. She cites a Current Population Report series on consumer income which repeats the popular assumption yet presents data showing that of the 53 million families, only 17.8 million or 37% derive their income entirely from the earnings of the head of the family. Dr. Bell has analyzed wife's incomes from new perspectives and finds that the conclusion that working wives' income amounts to about 25 - 27% of family income is an oversimplification which exaggerates the "primary earner" role of men.⁹ The Parnest study found that white women working full time contributed roughly a third of the total income of their families in 1966. Black women working full time earned somewhat less than white women but accounted for a slightly larger proportion of the income of their families.⁹

The studies above cover different groups of women, in different circumstances, at different times. Yet with great consistency they point to the existence of the vast majority of women as wage earners for at least some portion of their adult lives.

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In addition there is the recent trend in the expansion of women's legal and economic rights which testify to her individual existence. All states now have married women's property acts enabling women to buy and sell property and to contract in their own right. The U. S. Congress has enacted the Equal Pay Act and Title VII of the Civil Rights Act of 1964 to ensure that women have equal opportunities in employment. Title IX of the Higher Education Act of 1972 prohibits sex discrimination in education. The Equal Rights Amendment has passed Congress and been ratified by 33 states. The Supreme Court in Reed vs. Reed held that a state law which arbitrarily differentiated on the basis of sex was in violation of the 14th Amendment to the Constitution. Twenty-two states and the District of Columbia now have laws prohibiting sex discrimination in credit transactions. To continue to consider women as presumed dependents until proven otherwise will become increasingly inaccurate and will most certainly exacerbate the feeling of women that their social security taxes do not buy them as effective coverage as men's. Also, with the increase in female-headed families¹⁰, divorce and remarriage, and other social developments relating to family formation, a system based on the dependency assumption becomes increasingly problematical.

However, though millions of women are working outside the home in covered employment, millions more are not. While many women may work outside the home at some point in their lives they also may spend many years outside covered employment. Many more women than men work part-time and do not obtain social security coverage.

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If women's labor force participation rate were equal to that of men and most wives earned enough to support themselves and their children for substantially all their married lives the way would be clear for revision of the social security system where it discriminates against wives and families. The situation is, however, not that clear cut.

The women's rights movement has gained increasing momentum in the U. S. and in the world in the last decade. Many women are now demanding rights as individual citizens and options as to employment and life style. Many are arguing that work in the home is a valuable economic contribution and a form of work that is valuable and it ought to be recognized as such. John Kenneth Galbraith, in his piece on the American housewife published in The Atlantic Monthly last summer, said that if the housewife's worth were "subject to pecuniary compensation, they would be by far the largest single category in the labor force."¹¹ He goes on to say: "The value of the services of the housewives has been calculated, somewhat impressionistically, at roughly one-fourth of total Gross National Product. The average housewife has been estimated (at 1970 wage rates for equivalent employments) to do about \$257 worth of work a week or some \$13,364 a year."¹²

Even if one does not admit that the housewife should be paid or valued by monetary standards, there is still some basis for the belief that marriage is an economic as well as a social and sexual partnership. Current social security benefits, including the dependent wife's benefit, recognize that there is an economic relationship between husband and wife. More and more women are demanding that this relationship be recognized as an equal

partnership rather than a worker/dependent, junior/senior, or master/servant relationship. Many argue that wives should build up an equity in the assets of the marriage because they contribute economically to the marriage through work inside the home and in furtherance of the husband's career. Income tax laws on the state and national levels recognize this economic relationship between husband and wife as do some tax and inheritance laws. Most of the practices and regulations, however, assume that the wife is the secondary partner and the husband the senior partner in the marriage firm.

Obtaining economic equality is not a fight limited to middle class, upper class or lower class women. No woman can be truly free unless she has some education and training and some independent economic existence or a guaranteed built-in equity in some enterprise.

There are numerous solutions proposed to bring equity in social security. And the search for alternatives or solutions is not limited to the United States. Attached to this testimony is a list of proposed solutions, a brief rundown on international activities and a statement on the Fraser plans which will, hopefully, serve as a basis for discussion on how to bring equity into the system.

IV. Solutions

A. Previous Proposals

A number of solutions have been put forth in an attempt to solve the perceived conflict between the working woman and the economically dependent housewife in the matter of social security benefits. Any such change would involve modification of a complex system and the implications of the change should be clearly understood. For this reason organizations pressing for social security reform have at the same time recommended that the Office of Research and Statistics of the Social Security Administration undertake research on the problem.^{1/} Some of the proposed reforms which are designed to improve the situation of the married woman are described below.

1. Male dependency allowance--Make the dependent's allowance available to men as well as to women. This would be consistent with the Equal Rights Amendment and would cost little because most men would qualify for benefits as workers rather than as dependents.

2. Combined earnings--Under the current system, a working couple may be paid less in total retirement benefits than another couple with the same total earnings where only the husband worked. (This situation does not apply when the combined earnings of the couple are significantly above the maximums credited for benefit.) A proposal is before Congress which would allow couples to combine

^{1/} For example, the Women's Action Program -(External) of the Department of Health, Education and Welfare and the Secretary's Committee on Rights and Responsibilities of Women (HEW).

their earnings for computation of social security benefits (HR 1507).

3. Double benefits--Some have suggested that a working wife be allowed to claim her worker's benefit on retirement as well as the dependent's allowance on the rationale that she had performed both the worker and homemaker roles over the years. Others maintain that for such a solution to be nondiscriminatory, then men should also be able to claim both benefits automatically. Either arrangement would provide an expensive solution to the problem.

4. Nonearnings-related credits--Many have suggested that the only equitable way to resolve the female worker-homemaker conflict is to consider that the work performed in the home has economic value and to devise a system which would allow persons performing such work to accumulate credits within the social security system. There are precedents for such an arrangement both here and abroad.

a) In West Germany, women are allowed credit toward pensions during ^{UP}employment--such as maternity leave. The size of contributions is based on the worker's previous earnings.

b) In Belgium, a special payment can be obtained by an adult daughter who stays at home to be a housekeeper rather than seeking gainful employment. This arrangement directly acknowledges that unpaid work at home is of economic value in the context of the social security system.

c) Social security coverage in the U.S. is available for nonpaid members of religious orders. Contributions are made on behalf of the employee (member) by the employer (order). The law calls for wages to be designated as "fair market value of any board, lodging, clothing, and other perquisites furnished to the member (but not less than \$100 per month)."^{1/}

d) Great Britain offers the employed married woman the option of paying contributions to qualify for benefits on her own insurance or electing not to pay contributions and to rely on her husband's insurance for a smaller range of benefits as a dependent. The married woman who drops out of employment can continue to pay contributions to maintain her own insurance record. In practice, the great majority of married working women choose to be covered through their husband's insurance. Moreover, very few married women who leave employment volunteer to continue paying contributions. (See Appendix B for a listing of selected other countries allowing plans.)

e) In providing some protection to divorced wives after 20 years of marriage, the current U.S. social security law offers some recognition of the economic value of homemaking activities.

f) On an optional basis, the spouse at home could contribute to social security as a self-employed worker, basing her contributions either on past rate of earnings or the average wage of female workers or all workers.

^{1/} Social Security Bulletin, March 1973, Vol. 36, No. 3, p. 18.

g) Recommendation 2(i) of the Canadian Royal Commission on Status of Women proposes that spouses at home be credited with a portion of the contributions made by the employer on the employed spouse's behalf. This could apply theoretically whether one or both spouses work and would obtain for the lifetime of that marriage so that the Canadian Pension Plan (comparable to U.S. Social Security) would recognize the principle of building up an equity. The problems entailed in this recommendation are outlined in a report by Freda Paltiel^{1/} and summarized as follows:

- The reluctance of the contributing spouse to contribute to the reduction of a pension which is not very large, to guarantee a share to the noncontributing spouse.
- Employer reluctance to contribute to such a plan.
- Discrimination against the single contributor, if married contributing were to retain full credit and the at-home spouse partial credit without additional contributions.
- Cost of implementing the plan would be high, without additional revenue.

^{1/} Freda L. Paltiel, "The Canada Pension Plan and the Status of Women Recommendations: A Discussion Paper on Participation of the 'Spouse at Home'", Health and Welfare Canada, August 13, 1973, p. 1-2.

h) A Canadian Interdepartmental Committee on Status of Women has come forth with a number of options which are under study.

- (1) Extension of the "drop out" period from 7 to 12 years as a means of reducing the disadvantage to housewives (and others) whose protection is reduced through nonparticipation for more than the allowable 7 years.
- (2) A lump sum re-establishment grant to a nonworking spouse who is in the 35-45 years age group and entitled to no pension or partial pension. This grant would be awarded following a change in marital status-- death of spouse, legal separation, divorce and possibly bona fide desertion.
- (3) Retention of coverage under social security by maintenance of payment of premiums at self-insured rate when paid employment ceases. Taxation would be at the rate of previous employment or lower if desired, voluntarily for up to 10 years withdrawal period. This would entitle the spouse at home to disability as well as pension coverage. It would benefit men as well as women who have prolonged interruptions from work and would be manageable administratively.
- (4) A spouse at home could be permitted to buy back certain periods of the contributory period. This option would not only benefit housewives but also other persons

with discontinuous work histories. An argument against this and the other three options is that women who have never been in the labor force remain uncovered. In addition, it would be difficult for low income persons to maintain payments during periods out of the labor force or to participate in the buy-back option. (In some countries, the government pays the social security premiums in behalf of low income persons, which would alleviate the latter problem.)

Reduced tax--

5. Still another proposed solution has involved lowering the tax rate for the working wife of a covered male worker, because of the presumption that her payment into the system will not yield her an equitable return. One argument put forth against this solution is that single workers pay taxes for risks which they do not share, thus the solution would create further inequities. It also does not deal with the complaint that women are dealt with as dependents and family members rather than individuals.

6. Elimination or reduction of Wife's benefit--Eliminate wife's benefit and provide benefits high enough so that a retired worker with dependent wife could subsist without an additional dependent's benefit. The rationale for this solution is that the married man should not get higher benefits than the single man or woman, because while working he had lived on the same salary as a single man (without an allowance for a wife); in addition, both workers have paid contributions at the same rate. It is estimated that this could be a costly solution.

Another method which would probably be politically unfeasible would be to eliminate the dependent wife's benefit and let her qualify under the new Supplementary Security Income Program (SSI)*. This would be consistent with the idea that a man's earnings belonged to him. Wives who depended on their husbands for support or who did not meet the earnings minimum under the Supplementary Security Income Program could qualify for SSI benefits. One would anticipate, however, that citizens seeing a man draw maximum social security benefits and his wife qualify under SSI might be concerned over the costs of such a system.

*Beginning January 1, 1974 Old Age Assistance was replaced by a new Supplementary Security Income Program (SSI). Any individual in the U. S. over 65 years of age whose income from any source or sources is less than \$140 a month is eligible. The blind and disabled are also eligible. Eligible persons must apply to the local Social Security Office. In effect, all individuals whose income is below \$146 after July 1, 1974 (\$219 for a couple) will have a guaranteed income whether they ever worked in covered employment or not.

FRASER PLANS FOR EQUITY IN SOCIAL SECURITY:

"The progress of a society is measured by the degree of security it affords its members....A distinguishing characteristic of modern insecurity is that it is brought about by conditions outside the control of the individual. The causes are deeply rooted in uncontrollable economic and social forces. Individual provision against them has proved futile. Only social action can mitigate their evil consequences. The most effective social plan so far devised for coping with these problems is social insurance....

The cost of social insurance is placed only in part upon the insured themselves. Industry bears one share while another part is borne by the government out of moneys raised through progressive taxation. Thus, unlike private insurance, which requires each individual to bear the full cost of the risk, social insurance places a large portion of the cost upon those in the community who can best afford to shoulder it. ...Since the evils arising from our social organization are the responsibility of all, it is fair and just to ask every element in the community to bear a share...

In social insurance generally,...effective protection can be secured only through the broadest possible coverage, uniformity of standards and wide distribution of the risk and burden."

These statements are part of an article entitled: "Social Security: The Problem and the Significance of the Social Security Act" by Abraham Epstein, Executive Secretary of the American Association for Social Security, published in The World Today Encyclopedia Britannica, June, 1936. We believe these statements are still valid and form an excellent backdrop for discussion. The Fraser plans operate under the assumption that married women are economic beings and the question becomes how to convert the present system into one which recognizes the individual economic existence of married women but does not create further inequities or prohibitive expense.

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The aim of the Fraser plans is to achieve equity by providing a social security framework in which every adult pays into the system and collects in his or her own right. In its economic aspects, marriage is treated as a partnership, a joint venture or enterprise, or as two separate individuals financially independent of each other. The choice is with the partners as it is with today's federal income tax.

Benefits under the system would be partly need-based and partly earnings-based, as in the current social security and SSI systems. That is, an individual would collect a basic minimum amount upon retirement plus an additional amount based on earnings. The plans also assume a hold-harmless provision so that no person would receive less than he or she had been receiving under the old system.

Dependency: Adults would not be classified as dependents but those who are either temporarily or permanently unable to contribute to the system or who are unable to work or care for themselves would be classified as physically, mentally or economically disabled or retired. A percentage disability similar to that used by the military (though not so generous) is anticipated.

Only children under 18 years of age would be classified as dependents except that those who remained students through their twenty-first year could remain as dependents under the system.

Coverage for the spouse at home: Two alternative plans are proposed for married persons filing jointly for income tax purposes and thus consider themselves as part of a partnership or joint venture.

Plan A. Married persons filing jointly would each receive 75% of the earnings credits allowed to the individual partner working in covered employment and each partner would be credited with quarters worked in his and her individual accounts with the Social Security Administration. This would apply to all married couples having one spouse spending more than half time in the home or less than half time in the workforce outside the home. (It could also apply to the spouse who did not work in covered employment such as government employees.)

Social security benefits for married couples are now 1 1/2 times that of a single worker with the same earnings record, in most instances. Therefore Plan A allows the same total benefit level as under the current system but assigns credits to two accounts--his and hers--equally divided between husband and wife and in their individual names. This calculation and assignment could be made simply and retroactively with no need to phase workers into a new system. Since it is the same system as already applies the employer contribution for the spouse at home is assumed to be made. Plan A does not give any credit for a second income in the family.

Plan B. Married persons filing jointly where both had incomes in covered employment for work outside the home would each receive credit for 50% of the total income of the couple up to two times maximum earnings for an individual and be credited with quarters worked in his and her individual accounts with the Social Security Administration. It is assumed that the recordkeeping transfers would be done annually with the filing of the income

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tax returns of the couple. (It is possible that one partner in the marriage could be self-employed if he/she otherwise qualified as self-employed under the current social security system).

Plan A or Plan B could be changed annually--that is, couples would have only an annual choice made at the time of income tax filing and filing status would have to be the same for both income and social security taxes. Since W-2 forms do carry social security contribution information as well as income in covered employment, record keeping and administration should be relatively simple.

Married persons filing separately as to their income taxes would build up individual social security records as single people do and, like the spouse at home or the both working outside marrieds, each individual would collect benefits on his/her own record.

Plan A is essentially what occurs under the present system with the dependent wife's benefit. Two differences in the new system are that she would collect in her own name, not as either dependent wife or survivor of her husband and a husband could collect on his wife's employment or could build up a record while he was either at home or in non-covered employment such as federal employment or working part-time.

Under Plan B where both spouses work outside the home in covered employment and increase joint income the two would be allowed to accumulate earnings credits up to twice that allowed a single individual. In other words, the two would each accumulate credits as if they were single workers but the lower paid worker would get increased credits because the joint income is divided by two and attributed half to each. Potentially, Plan B individuals could reap higher retirement benefits than persons under Plan A. See charts at

the end of this section for comparisons and illustrations of Plans A and B.

Constant attendant allowance. Under any system attempting to cover those persons who work in the home there will be people who are taking care of other people but are not married to them and thus are not part of the marriage economic partnership. Examples are single daughters taking care of aged parents who might otherwise be in nursing homes or other institutions; individuals taking care of severely disabled spouses or children who cannot be left alone. One means of providing these persons with income and a base for social security is to pay them a constant attendant allowance. This would provide a much less expensive solution than institutionalization at public expense of the person being cared for at home and the allowance could be considered taxable for social security purposes and the quarters worked counted toward social security coverage. (See exclusion for low earnings.)

Further extensions of the same concept which could be instituted would be publicly subsidized at-home day care provided by neighborhood residents for small numbers of children similar to the creche system in France.

Another form of the constant attendant allowance is, of course, the traditional children's allowance used by Canada and other European industrial nations. Obviously this could be a base for social security coverage for single-parent households and might be a more valuable recognition of home and child care than the current welfare system.

Dependents: It is assumed under the Fraser plans that children are the physical and financial responsibility of both parents and, to some extent, of society. Society accepts that responsibility in terms of education, child welfare laws and programs and other benefits. The social security system currently provides benefits to children whose father has died if that father was in covered employment for the requisite number of quarters. The system also provides benefits to the mother so long as she does not earn more than \$_____ and so long as there are children in the family under 18 (or 22 if in college). How dependency and benefits for dependents and for families would be worked out under the new plan where both parents are in covered employment (even though one spouse is at home) is a subject for further study and discussion. Improvements are needed to bring equity into the system for men as well as women in terms of death, disability and survivor benefits.

Disability: Under the Fraser plans, the spouse at home would--as a contributor in his/her own right--receive full coverage for temporary, permanent or extended disability including a percentage disability as well as full, permanent. This provision would fill a genuine need in the case of families who are financially and socially crippled by the loss of the homemaker/mother services. Homemakers have historically been unable to buy disability insurance privately at reasonable rates. Currently, when a worker is awarded a disability benefit it is on the basis of inability to continue in employment. It is necessary for that worker to have had 20 quarters of work in covered employment out of the preceding 40 quarters.

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Students of social insurance are quick to point out difficulties inherent in extending disability coverage to homemakers. Admittedly, the range of personal circumstances and disabilities might compound administrative problems. But a similar range of personal circumstances and disabilities exists for currently covered workers. For example, a condition which might leave a construction worker unable to earn a living could prove to be a relatively mild inconvenience to an office worker. The Social Security Administration, as well as the military, has devised administrative frameworks within which a wide variety of disability complaints are resolved. It would seem reasonable to expect similar results if coverage were extended to homemakers.

Compulsory coverage and low-income allowance. It is assumed that coverage would be compulsory for all workers in covered employment and it is further assumed that coverage would be compulsory for all workers--including temporary and part-time.

It is further assumed that the working poor--or all workers--would have a base amount of income--say \$2000 or 1/2 the poverty level for a family of four--on which they would pay no social security tax but on which they would be considered to be in covered employment and be accumulating quarters of coverage.

Tax rate. In the interests of equity and in accordance with the Epstein theory of the costs of social insurance, a surtax on the income tax would be preferable as a method of financing social security to the current flat rate which has a very regressive effect.

A combination of flat rate tax, low income allowance, and moneys from general revenue is another possibility for financing social security programs. And it should be remembered that the method of financing social security can be considered separately from the coverage for individuals and from benefits.

Other inequities:

1. widows should not be allowed to collect retirement benefits at an earlier age than other beneficiaries.
2. earnings limitations should be realistic for retirees and surviving spouse with dependents.
3. the maximum on which social security taxes are paid should be removed or adjusted depending on revisions in the tax rate structure.

A chance for renewal--sabbaticals for workers in covered employment.

A final element in the Fraser plans is the possibility of allowing covered workers to take a sabbatical of six months or one year after a certain number of quarters in covered employment. (50 to 60 quarters is suggested). This sabbatical could be used for training, retraining, change of job or location, re-entry for mothers after children were grown, or a pre-taste for retirement to find out the problems and prospects of retirement. Persons taking sabbaticals would either receive reduced benefits upon retirement or would retire six-months or a year later than he/she would otherwise retire.

The Fraser plans are not rigid, fixed plans but rather are suggested for discussion of reforms for equity in the social security system. Further analysis of the economic aspects of marriage and of marriage and family law and child support are needed.

It is also recognized that since most women earn less than most men, most women's retirement benefits might be less than most men's retirement benefits if based on a lifetime of earnings. If, however, benefits are based on the last number of quarters most married men and women would draw equal benefits because of the splitting and sharing of income.

Social security was never contemplated or intended to be the only form of insurance or source of retirement income. Work on pension reform is in progress but much more is needed and ^{private} insurance plans must come under federal regulation and be analyzed for sex discrimination.

COMPARISON OF FRASER PLANS A AND B WITH INCOME AND EARNINGS RECORDS

Plan A. (one spouse at home or in non-covered employment)

One member of marriage partnership earns maximum or in excess of maximum for single covered worker.

\$13,200 at 75% each equals \$9,900 attributable to each account--his/hers.

One member of marriage partnership earns less than maximum

\$10,000 gross earnings equals \$7,500 attributable to each account--his/hers.

Plan B. (both spouses working outside the home in covered employment)

Both members of marriage partnership working outside home in covered employment.

He earns \$10,000; she earns \$8,000 for combined earnings of \$18,000 or \$9,000 attributable to each account--his/hers.

He earns maximum or above and so does she: combined earnings equal \$26,400 with \$13,200 attributable to each--his/hers. (At maximum under Plan A each partner can only be credited for \$9,900--thus making Plan B potentially produce greater benefits for two partners working outside the home.)

Under married filing separately: Assume he earns \$10,000 and she earns \$8,000 as in example under Plan B. He would have his earnings--\$10,000 attributable to his account and she would have her earnings--\$8,000 attributable to her account.

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Exhibit No. 60

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Eleanor Holmes Norton
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Grace Olivarez
Esther Peterson
Harriet Pilpel
Dorothy Rodgers
Mary Rodgers
Marion Sanders
Georgiana Sibley
Muriel Siebert
Marlo Thomas
Phyllis Vineyard
Barbara Walters
Jacqueline Wexler
Joanne Woodward

Friends of the Lobby

Frances Lear, Chairperson
Hope Lange
Hortense Miller
Tita Palmieri
Betty Warner Sheinbaum

STATEMENT OF
CAROL BURRIS, PRESIDENT
WOMEN'S LOBBY, INC.

UNITED STATES COMMISSION ON
CIVIL RIGHTS

JUNE 19, 1974

Members of the Commission, I appreciate the opportunity to bring the very real problems of women and pensions before you today. In all the discussion during the hearing on women and discrimination, the life of elderly women is like a caricature. Every problem is magnified, every slight accumulated with compound interest. And the pay-off is poverty. As you look at the women in this room, you see a sample of the people who earn 56¢ for every \$1.00 men make. We live four years longer, we remain in the work force 45 years to a man's 43 years. With minority men, we fill only 6% of all the jobs paying \$15,000 per year.

In pensions, this means that women have less to save during their working years, that contributions on their behalf are less, that their own contributions are small. They are last hired and first fired, so less likely to build up vested credits. And this is only the woman who is covered. In service industries, for example, 95% to 98% of the employees are women, but there are almost no pensions.

The work pattern of women is so opposite to the current pension pattern that one might credit a plot. Women interrupt work outside the home to raise children, but pensions require continuous service; women are told to marry to be complete, but survivor's benefits are not automatically given,

are difficult to sign for and reduce an already small benefit; women work part-time because there is little or no child care, there are no pro-rata benefits for these employees; women enter the work force when they are young, and do not attend college, pension plans require a later age for vesting and deny them credit for the years before they raise families; women do not have break in service or maternity provisions that are realistic; they have no portability if they do vest and move to another job. Perhaps most difficult, the current actuarial figures are just folded into old figures so my work experience is meshed with my grandmothers. This is highly unrealistic because of the increasingly large numbers of women in the work force. The effect has been to give women smaller pensions, because they live longer, without taking into account the actual cost of any of these plans and the actual mortality rate of women. This is blatant sex discrimination that has just been attacked by the E.E.O.C. under Title VII at T.I.A.A. & C.R.E.F., ten years after this was outlawed.

In the data in Coverage & Vesting of Full-Time Employees under Private Retirement Plans by Walter W. Kolodrubetz and Donald M. Landay every chart shows the prognosis for an ample pension if you are a white male earning over \$20,000

a year. The pension reform bill in the House and Senate conference now will guarantee your chances if you are a white male earning \$20,000. It will help those who are 25 when the bill takes effect in 1976 and can arrange their work lives around its provisions. It will help unionized workers who have some protection against being fired, and it will help those who go to college.

This bill does nothing for those that are already retired, for it contains no provision allowing them to negotiate with their former employers as inflation eats away at their pension. It does not help those who received no pension because of sex discrimination in survivor's benefits, or in the size of their benefit.

There is not explicit language in the bill about sex discrimination so women will again wade through the back log of cases at the E.E.O.C. Although the survivor's benefit is mandatory, it can be signed away by the recipient, it must be only 50% of the benefit for the employed spouse, and the plan need not create one if it does not have such a benefit. We would like a survivor's sign-off, since so many women currently at retirement age have not worked and since she was supportive in child care and homemaking and did not earn a pension on her own. Without her work, however, he could not have kept his job. We think that her work should also provide her with 100% of the benefit of the

worker because she made this benefit possible. Let me make this point. When working women cannot receive their own work contributions under social security, we call the family a unit and assume a male head of household. When it would be to her advantage to have a family unit... in private pensions, she's an individual with no rights.

We would favor a six month plan of vesting with mandatory portability where one collected credits as soon as it was clear you were a permanent employee. We do this with hospitalization and that is not even tax free money. Women need early vesting because they have no alternative to child rearing. In fact, legislators will not appropriate money for child care that they think women do for "free." This means that women must be able to vest - with early eligibility - in those early years before they leave the labor market of paid work. Eligibility rules now in the bill, with the sole exception of Congresswoman Abzug's amendment, discriminate against blue collar women and men to reward the more affluent college attendee.

Another glaring error for those women who have married high income men, often after working while they completed their education, is the vested equity the professional man has in a pension plan that she will never see. The bill does not begin to deal with this problem. Since women currently alive will probably not earn equal salaries, divorce should give some vested survivor's right.

Thanks to Congresswoman Griffiths, we do this in Social Security legislation.

The argument used to compromise this bill was the "disincentive factor" that if companies had to pay higher pension costs, they would close their plans because they could not afford the capital. This money is tax-exempt, of course, so the rest of us really pay for these plans, but even a brief survey of the Kolodrubetz - Landay study points up the obvious fact that these plans provide tax sheltered, deferred income to a highly paid group of white men. These plans are used as an incentive in attracting these men, they are developed in competition with peers for this tiny group, and when they serve the rest of us at all, it is largesse. We should not pretend that they will ever serve us without regulation.

The discussion of regulating private plans also was discussed a la Herbert Hoover. The private sector should and can serve us all better without clumsy intervention. Well, they haven't and they won't. Women's Lobby will be working continuously on pensions... we have just begun.

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"Coverage and Vesting of Full-Time Employees Under Private Retirement Plans," by Walter W. Kolodrubetz and Donald M. Landay, Social Security Bulletin, November 1973, is on file at the U.S. Commission on Civil Rights.

Exhibit No. 61

SKILLED TRADES for GIRLS

By Janice Neipert Hedges

Editor's Note:

Girls have been slow to enter the skilled trades. Since the turn of the century, according to the decennial censuses, the proportion of women in the crafts has ranged between only 1 and 1½ percent of all women workers. In this article, the author points out that in some crafts the employment of women has increased recently at a faster rate than that of men; and in others, in which growth is slower, the opportunities for women nevertheless are expanding.

The crafts range over a wide variety of skills and encompass hundreds of occupations in which trained hands and specialized knowledge create goods or provide services. Some craft jobs, like bookbinder, long have attracted women workers; others, like machinist, have drawn women into their ranks only in periods of critical manpower shortage such as World War II. Many crafts, however, in which only token numbers of women have been employed are well suited to girls.

Although both the number and proportion of women in skilled trades is small—less than 3 percent of total skilled employment, or about 260,000 women in 1966 (see chart 1)—a

marked movement of women into the crafts is underway. Between 1962 and 1966, the employment of craftswomen increased at about the same rate as that for men (13 and 11 percent, respectively, according to unpublished Bureau of Labor Statistics data). Crafts in which women outdistanced the men in the 1962-66 growth rate include auto mechanic, baker, compositor and typesetter, decorator and window dresser, optician, lens grinder and polisher, tailor, and upholsterer. About one-third of the women in craft jobs are foremen—twice the comparable proportion for men.

In the past, entry of girls into skilled jobs lagged because of a mis-

taken belief in extensive sex differences in aptitudes and interests. Widespread use of aptitude and interest tests is correcting this belief as well as providing the means of identifying girls with potential for specific skilled occupations. In many communities, these tests are now conducted by public schools, employers, and/or the public employment service offices.

The aptitudes required for a specific craft are well established. Certain requirements are unique to individual trades. Engraving, for example, requires a flair for drawing and tailoring, and an appreciation for style and design. Some requirements, however, are common throughout the crafts.

From Occupational Outlook
Quarterly, December 1967, BLS

Those aptitudes generally required in the skilled trades are for the most part as prevalent among girls as among boys. Such aptitudes include eye-hand coordination and finger and manual dexterity. Another common requirement is "form and space perception," a term which defines the ability to see slight differences in shapes and shading of figures and in widths and lengths of line, and to visualize objects of two or three dimensions. This aptitude is found almost as frequently among girls as boys.

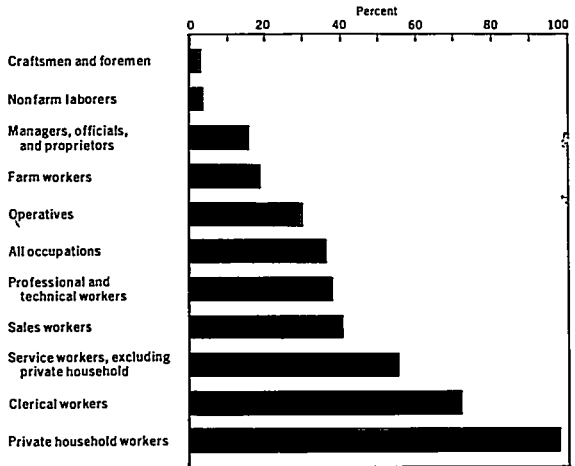
Other general requirements in all crafts include average to better-than-average ability to understand instructions and underlying principles, to reason, and to make judgments. In some crafts, average ability to comprehend meanings of words and ideas and to present information or ideas is essential; in others, considerably less-than-average ability is acceptable. As for numerical aptitudes, some crafts require above average ability to perform arithmetic computations quickly and accurately, others require only average or less-than-average ability.

Physical requirements in many craft occupations pose no problem to most girls. Levels of strength required in different jobs have been distinguished in the U.S. Department of Labor's Dictionary of Occupational Titles, as follows:

"Sedentary" occupations involve lifting a maximum of 10 pounds and occasional lifting and/or carrying small tools or articles. Examples of sedentary crafts are jeweler and camera repairman. Girls should have no trouble with the strength requirements of sedentary jobs.

"Light" strength requirements are those that involve the ability to lift a maximum of 20 pounds and frequent lift-carry of less than 10 pounds, although many jobs in this group actually require less strength. Some jobs with "light" requirements are lens grinder, dispensing optician, electronic mechanic, office machine serviceman, radio

Chart 1. THE PROPORTION OF WOMEN IN CRAFT JOBS IS SMALLER THAN IN OTHER MAJOR OCCUPATIONAL GROUPS



repairman, electrical appliance repairman, and such automobile servicemen as the speedometer repairman and the tuneup, carburetor, and front-end man. Girls should have no trouble with strength requirements in these occupations.

"Medium" strength requirements involve frequent lift-carry of less than 25 pounds and occasional lifts of a maximum 50 pounds. Crafts in this category include television repairman, furniture upholsterer, and many machinist occupations. Some "medium" strength jobs are within the physical capabilities of many girls. However, employment of women in work involving lifting of medium or heavier weights, such as required in many of the building trades, must conform with health and safety programs of individual States.

Generally, the crafts are suited to people who prefer to work with techniques and machines and to produce something tangible. Ability to find satisfaction in attaining set limits, tol-

erances, or standards is necessary for success in the crafts.

Training Takes Time

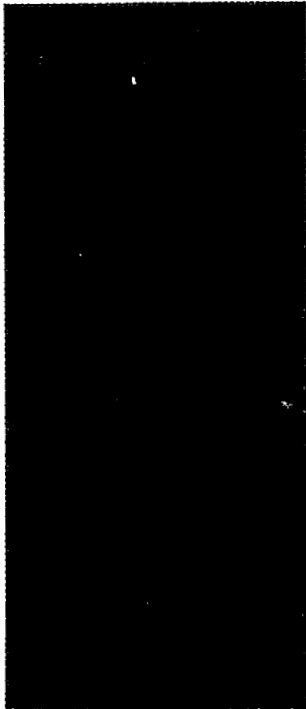
Many craftsmen acquire their skills on the job, learning as they earn; some take formal apprenticeship training over a period of 3 to 6 years, combining on-the-job training and classroom instruction; others learn a craft through employer training programs, other than apprenticeship. These on-the-job trainees begin on the simplest tasks under the direction of an experienced craftsman and gradually progress to more difficult assignments. Their experience is supplemented frequently by formal instruction.

Some skilled craftsmen have acquired their knowledge and skill by moving from one related semiskilled job to another over a period of years, supplementing and expanding their skills in the process.

Vocational, trade, or technical schools, Armed Forces training programs, and correspondence courses are

**CRAFT
JOBS
WELL
SUITED TO
GIRLS**

Occupation	Of Interest to Girls	General Outlook	Earnings
Aircraft mechanic	A few aircraft mechanic specialties well suited to women are electronic auto pilot mechanic, airborne electronic computer repairer, radar repairer, and aircraft sheet-metal repairer. The U.S. Air Force currently is training women apprentices for these and other aircraft mechanic occupations.	Civil aviation requirements for aircraft mechanics are expected to reach 157,000 in 1975, a substantial increase over the 117,000 employed in 1966.	Mechanics employed by scheduled airlines had average weekly earnings of \$155 in late 1966; others generally had lower earnings.
Appliance serviceman	The work of repairing small appliances such as coffee-makers, food mixers, and hair dryers, is suited to many girls—and what a handy skill for a girl to have!	Requirements for appliance repair servicemen are expected to reach 250,000 in 1975, up from 200,000 workers in 1966.	Most experienced appliance servicemen had earnings ranging from \$110 to \$140 for a 40-hour week in late 1966.
Automobile mechanic	Tuneup man; bonder, automobile brakes; automotive electrician; and automatic-window-seat and top-lift repairman are specialties of particular interest to women.	Workers in this occupation numbered 580,000 in 1966; requirements in 1975 are estimated at 690,000.	Skilled automobile mechanics employed by automobile dealers had estimated average earnings of \$152 for a 40-hour week in 1966. All-round mechanics, automatic transmission specialists, and tuneup men generally had the highest earnings.
Business machine serviceman	Specialties in which the physical demands are light include the repair of statistical machines, dictating-transcribing machines, and electronic computers.	Employment in business machine repair was about 80,000 in 1966; 1975 requirements are estimated at about 115,000.	Experienced servicemen generally earned from \$95 to \$150 a week in early 1967. The most highly skilled electronic computer servicemen earned as much as \$235 a week.
Dispensing optician and optical mechanic	Requirements for these occupations, which include coordination of eyes and hands and judgment to attain conformance to specifications, can be met by many women.	1975 requirements for dispensing opticians are estimated at 7,800; for optical mechanics, at 14,600. These requirements represent little change over 1966 employment. However, an average of 500 openings annually will be available due to retirements, deaths, and transfers.	Mechanic trainees in large firms earned about \$60 to \$90 a week in early 1967; experienced mechanics, from about \$90 to more than \$160 a week. Dispensing opticians usually earned 10 to 20 percent more than mechanics.



Furniture upholsterer

Workers in this occupation may upholster household furniture or the furnishings of automobiles, airplanes, and railroad cars. These jobs generally require medium strength, but in some cases only light strength is needed.

Requirements in 1975 are estimated at 33,000, only 1,000 more than the number employed in 1966. Some growth plus replacement of workers who retire or die will result, however, in an estimated annual average of 700 openings between 1966 and 1975.

Rates for helpers frequently ranged from \$50 to \$70 for a 40-hour week in late 1966; for experienced upholsterers, from \$80 to \$180 a week.

Radio and television service technician

Strength requirements generally are light for radio repairmen; medium, for television repairmen.

Employment in 1966 was about 125,000; estimated requirements in 1975 are 153,000.

Many radio and service technicians in entry jobs in major metropolitan areas had straight-time weekly earnings ranging from about \$70 to \$100. Many experienced technicians had weekly earnings ranging from about \$110 to \$180.

Tool-and-die maker

The making of tools and dies is a highly skilled, creative job. Some jobs, especially in the clock and watch industry, require only light strength. Others, such as most of those in machine shops, require medium strength or more.

Employment in 1966 was 150,000; estimated requirements in 1975 are 180,000.

Tool-and-die makers in manufacturing industries in metropolitan areas surveyed in 1965-66 were paid an average of \$115 for a 40-hour week in Portland, Maine, to an average of \$166 a week in San Francisco-Oakland, Calif.

Watch repairman

The precise and delicate handling of tiny parts required in the repair and regulation of watches, chronometers, and other timepieces is well suited to many women.

Requirements in this occupation in 1975 are estimated at 25,000 workers, the same number employed in 1966. Retirements and deaths, however, will result in an average of about 700 openings annually in the period 1966-75.

Entry jobs generally paid \$80 to \$125 a week in early 1967. Experienced watch repairmen generally received from \$120 to \$175 a week.

other sources of training for the skilled occupations. In addition, programs operated under provisions of the Manpower Development and Training Act are preparing trainees in many communities for entry level positions in the crafts.

Excellent Outlook

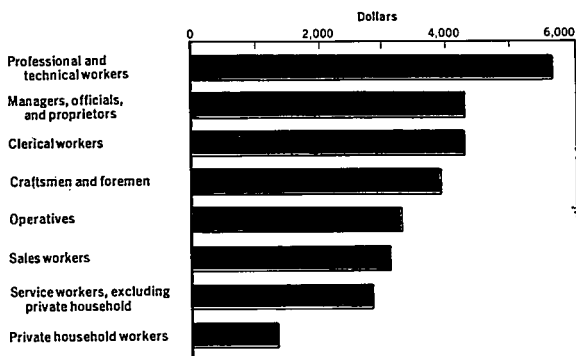
The employment outlook for well-trained skilled workers generally is excellent through the mid-1970's. Requirements for craftsmen are expected to rise by nearly one-fourth between 1965 and 1975, or from about 9 million to nearly 11½ million workers. Openings due to growth and the need to replace workers who retire or die will total 4 million during this 10-year period.

A fact of particular interest to girls who later may move frequently as their husbands change jobs is that skilled trade opportunities exist in every State and in almost every town.

Industrial growth and increasing business activity are the major factors behind the increasing need for skilled workers. Rates of employment growth among individual trades will be uneven, however. For example, the number of mechanics and repairmen is expected to grow more rapidly than the skilled work force as a whole, reflecting the increasing amount and complexity of equipment used in factories, stores, offices, and homes. In contrast, employment in most of the printing trades is expected to show little or no change, as a result of the increased use of labor-saving machinery in the industry.

This generally favorable outlook in the crafts, coupled with recent equal employment opportunity legislation, suggests a further increase in opportunities for women in craft occupations. The enactment of State laws that prohibit sex discrimination in filling jobs, as well as Title VII of the Civil Rights Act of 1964, which forbids discrimination in hiring, promotion, and training, is accelerating the gradual fading of "his" or "hers" labels on

Chart 2. MEDIAN INCOME OF WOMEN WHO WORKED FULL TIME IN CRAFT JOBS WAS NEARLY \$4,000 IN 1965



jobs. In 1966, 1 year after the Civil Rights Act of 1964 went into effect, a Prentice-Hall survey of 423 employers indicated that about one-fourth of the firms surveyed had hired women to fill one or more formerly "male-only" jobs—including machinist and typewriter aliner. Mechanic trainee and appliance serviceman were among other skilled positions opened to women in these firms in 1965 and 1966.

In 1962, the Federal Government, a major employer of craftswomen, broadened employment opportunities for women throughout the Federal Service. Federal policy is to give all qualified applicants, regardless of sex, equal consideration for every job opening unless a bona fide reason exists for preference. A 1965 survey of Federal blue-collar employees revealed significant numbers of women at work in a score or more of the electronic, electrical, and mechanic crafts as well as in bookbinding, printing trades, tailoring, upholstery, and other skilled occupations in which women long have found employment. A sampling of job titles that women held in the Federal Service in 1965 included computer repairer, gyro repairer, radar repairer, radio equipment installer and repairer,

pressure instrument repairer, and aircraft engine repairer.

Earnings and Working Conditions

In 1965, the median income of women who were employed year round, full time in skilled trades was \$3,940. This was higher than the median income of women in operative, sales, and service occupations, but lower than that of women in professional, technical, managerial, and clerical occupations (see chart 2).

Earnings in the skilled occupations range widely, depending on the specific job, the worker's experience, length of service with the employer, and the geographic area. For example, most experienced appliance servicemen (both sexes) earned between \$2.75 and \$3.50 an hour in late 1966. Skilled automobile mechanics (both sexes) who were employed by dealers in 34 cities across the country had estimated average straight-time hourly earnings of \$3.81 in late 1966.

Many craftsmen work indoors, frequently in surroundings that are well ventilated, free of unusual extremes of temperature, and relatively quiet. Some, however, work in an environ-

ment in which conditions such as noise, dust, fumes, or high humidity may cause discomfort. A considerable number of craft occupations—but not all—are subject to only minimum work hazards.

If You Want To Know More

Further information on individual crafts, including duties, training, outlook, earnings, and working conditions, will be found in the *Occupational Outlook Handbook*.

Some additional information on craft occupations that may be of particular interest to girls is provided in the listing on p. 11.

OPEN DOOR EXAM

The examination door to a Federal Service job has just been opened on a continuous basis. Previously, the Federal Service Entrance Examination was opened and closed annually to coincide with the school year. Now, college graduates and others with equivalent education and experience may take written tests in selected areas throughout the Nation on the third Saturday of each month except August, September, and December. Applications must be received by the second Wednesday of the month preceding the requested examination date. The companion Management Intern examination also will be given each time the FSEE is held. For those that pass the Management Intern exam, oral interviews will be given in principal cities four times each year. The Civil Service Commission estimates that 14,000 vacancies will be filled from this exam in 1968.

Further information about these examinations (Announcement 410) may be obtained from most college placement offices, major post offices, Federal Job Information Centers (located in 65 cities throughout the Nation), or the U.S. Civil Service Commission, 1900 E St., NW., Washington, D. C. 20415.

WHERE THE ACTION IS a new film for counselors and students

Developed under a contract with the U.S. Office of Education by the Milwaukee Vocational Technical and Adult Schools, this film—

- Depicts work in today's complex technological world; shows how proper vocational and technical education, particularly at the post secondary level, can prepare young people for their place in the world of work . . .
- Focuses on the job training problems of young people who do not complete college. . . .

To rent the film, write to:

Instructional Media Center
Visual Instruction Bureau
Division of Extension
Drawer W
The University of Texas
Austin, Tex. 78712

The normal service charge for rental is \$1 plus postage each way. This rental charge covers use of the film for 3 days, exclusive of shipping time. It is suggested that two alternate dates be specified when requesting the film.

To buy the film, write to:

DuAr^o Film Laboratories, Inc.
U.S. Government Film Service
245 West 55th Street
New York, N. Y. 10019

When ordering, please specify:

"Where The Action Is"
Office of Education Film
Quantity of film desired
The price—\$84.45
Shipping address
Billing name and address

U.S. DEPARTMENT OF LABOR
 EMPLOYMENT STANDARDS ADMINISTRATION
 WOMEN'S BUREAU
 WASHINGTON, D.C. 20210



FACTS ABOUT
 WOMEN HEADS OF HOUSEHOLDS AND HEADS OF FAMILIES

Because of public concern about the special problems of women who are the main source of support for their families or themselves, the Women's Bureau has compiled these facts about women heads of households and women heads of families. There is, however, some overlap in the data for these two groups, as explained by the following definitions.

A household consists of all the persons who occupy the same dwelling unit, which may be a house, an apartment or other group of rooms, or a single room. A family is a group of two or more persons who reside together and are related by blood, marriage, or adoption. A primary family is a family which includes among its members the head of the household. A secondary family is a family which lives in the same dwelling unit with a primary family, but which does not include among its members the head of the household (examples are guests, lodgers, or resident employees).

A head of household is a person who heads a primary family or is the primary individual who lives alone or with nonrelatives in a dwelling unit.

A head of family may be the head of a primary family or the head of a secondary family.

The male is always the household head or the family head in a husband-wife family and in a family where there is no wife.

The following examples further illustrate the terms "head of household" and "head of family." If a widow and her children under 18 years of age are the only family members living in a dwelling unit, she is the head of household and head of family. But if this same family group lives in the home of the widow's parents, the father of the widow is head of household and head of family. (Related members residing together are considered one family.) If the widow and her children under 18 share their dwelling unit with nonrelatives who, for instance, are live-in household employees, the nonrelatives would constitute a secondary family. If, however, the widow lives alone, she is a primary individual who is head of the household.

The number of women and men who headed households and families in March 1972 was as follows:

Heads of households

	<u>Women</u>	<u>Men</u>
Total	<u>14,782,000</u>	<u>51,894,000</u>
Primary families	6,108,000	47,055,000
Primary individuals	<u>8,674,000</u>	<u>4,839,000</u>
Living alone	8,068,000	4,121,000
Living with nonrelatives	606,000	718,000

Heads of families

Total	<u>6,191,000</u>	<u>47,105,000</u>
Primary families	6,108,000	47,055,000
Secondary families	83,000	50,000

Women Heads of Households

Of the 66,676,000 heads of households in the United States in March 1972, 14,782,000, or 22 percent, were women. The number of women heads had increased by 46 percent in the last decade. The comparable increase among male heads was 17 percent. Among women heads of households, the largest increase (75 percent) was for women 65 years of age and over who were primary individuals and living alone.

Race

Of the 14.8 million women heads of households, 12.2 million were white, 2.5 million were black, and 110,000 were of other races. A much higher proportion of white than of black female heads of households were primary individuals--63 percent as compared with 35 percent.

Age

Women heads of households who were heads of primary families were younger on the whole than women primary individuals. More than half (56 percent) of the women family heads were 35 to 64 years of age. In contrast, about half (52 percent) of the women primary individuals were 65 years of age and over.

When these data are analyzed by race, women heads of black primary families are usually younger than their white counterparts. Among the primary individuals, the same relationship holds. Half of the black women primary individuals were 35 to 64 years of age, while more than half (54 percent) of the white women primary individuals were 65 years of age or over.

The percent distribution of women heads of households, by age and race, was as follows in March 1972:

	<u>Heads of primary families</u>			<u>Primary individuals</u>		
	<u>Total</u>	<u>White</u>	<u>Black</u>	<u>Total</u>	<u>White</u>	<u>Black</u>
Total	<u>100</u>	<u>100</u>	<u>100</u>	<u>100</u>	<u>100</u>	<u>100</u>
Under 35 years	28	23	40	13	13	14
35 to 64 years	56	58	50	35	33	50
65 years and over	16	19	10	52	54	36

Marital status

The largest proportion of women heads of primary families and of women primary individuals were widows. But their proportion was larger among primary individuals (61 percent) than among heads of primary families (39 percent). About one-fourth of the women heads of primary families were married with husband absent; another one-fourth were divorced.

The percent distribution of women heads of households in March 1972, by marital status, was as follows:

	<u>Heads of primary families</u>	<u>Primary individuals</u>
Total	<u>100</u>	<u>100</u>
Married, husband absent	26	6
Widowed	39	61
Divorced	24	11
Single	11	22

Women Heads of Families

Women heads of families numbered 6,191,000 in March 1972, an increase of 33 percent in the last decade. Families headed by men numbered 47,105,000, an increase of 13 percent over the same period. Thus, the proportion of families headed by women increased from 10 percent in March 1962 to 12 percent in March 1972.

Ethnic group

Of the 6,191,000 families headed by women in March 1972, 4,489,000 were white and 1,642,000 were black. The remaining 60,000 families were Indian, oriental, Eskimo, or Aleutian. More than 350,000 families of Spanish origin were headed by women. Of these families, about 155,000 were Mexican-American and another 105,000 were Puerto Rican.

There was considerable difference among ethnic groups in the proportion of families headed by women. While only 9 percent of white families were headed by women, 32 percent of black families had female heads. The comparable proportions for Mexican-American and Puerto Rican families were 14 and 29 percent, respectively.

Age

Female heads of black families were more likely to be younger than the heads of white families. In March 1972, two out of five of the female heads of black families were under 35. In contrast, nearly one out of five of the female heads of white families was 65 years of age and over.

The percent distribution of women heads of families in March 1972, by age and race, was as follows:

	<u>White</u>	<u>Black</u>
Total	<u>100</u>	<u>100</u>
Under 35 years of age	24	40
35 to 64 years of age	57	50
65 years of age and over	19	10

Marital status

Two out of five female heads of families in March 1972 were widowed. About one-fourth were divorced and another one-fifth were separated from their husbands. Data by race present a different distribution. One out three black female heads of families was separated from her husband and one out of five was single.

The percent distribution of female heads of families in March 1972, by marital status and race, was as follows:

	<u>White</u>	<u>Black</u>
Total	<u>100</u>	<u>100</u>
Separated	15	35
Husband absent	7	4
Widowed	43	27
Divorced	27	16
Single	9	18

Number of children

More than 9 million related children under 18 years of age were members of 4,077,000 families headed by women in March 1972. About 2.5 million were under 6 years of age. Nearly 3.5 million children (1,132,000 under 6) were in black families. The mean number of related children under 18 per family with such children was 2.06 in white families and 2.55 in black families.

Educational attainment

The median years of school completed by female heads of families 25 years of age and over was 11.7 years. It was 12.1 years for white female heads and 10.3 years for black female heads. More than half of all white female heads of families were at least high school graduates. On the other hand, more than one-fourth of all black female heads of families had less than 8 years of education.

The percent distribution of female family heads, by educational attainment and race, was as follows in March 1972:

	<u>White</u>	<u>Black</u>
Total	<u>100.0</u>	<u>100.0</u>
Elementary school:		
Less than 8 years	15.5	26.2
8 years	13.2	10.5
High school:		
1 to 3 years	18.1	29.7
4 years	36.6	25.1
College:		
1 to 3 years	9.7	5.7
4 years or more	6.8	2.8

Residence

Three out of four families headed by women lived in metropolitan areas in March 1972. Less than half (45 percent), however, lived in central cities. But among black families headed by women, the situation was quite different. Sixty-eight percent of such families lived in central cities and only 19 percent lived in nonmetropolitan areas.

Employment status

Fifty-three percent of the female heads of families were in the labor force in March 1972. White female heads of families were more likely than black female heads to be working or seeking work. Their labor force participation rates were 55 and 49 percent, respectively.

The unemployment rate for all female heads of families was 6.7 percent. It was much higher for black female heads (11.1 percent) than for similar white women (5.5 percent).

Work experience

Of the 6,191,000 female heads of families in March 1972, 3,642,000, or 59 percent, had worked at some time in 1971. Nearly 2 million, or 32 percent, had worked year round full time.^{1/} White women were not only more likely than black women to work at some time in the year (60 percent as compared with 56 percent) but also were more likely to work full time year round (34 percent as compared with 25 percent).

The percent distribution of female family heads who worked at some time in 1971, by full- and part-time status and race, was as follows:

	<u>White</u>	<u>Black</u>
Number	2,686,000	912,000
Percent	<u>100.0</u>	<u>100.0</u>
Worked at full-time jobs	80.3	73.5
50 to 52 weeks	56.6	45.5
27 to 49 weeks	12.9	14.7
1 to 26 weeks	10.9	13.4
Worked at part-time jobs	19.7	26.6
50 to 52 weeks	7.7	10.2
27 to 49 weeks	4.5	6.0
1 to 26 weeks	7.4	10.5

Of the 322,000 female heads of families of Spanish origin in March 1971, 48 percent had worked at some time in 1970. Twenty-six percent of these female heads worked year round full time. Female heads of Mexican-American families were more likely than female heads of Puerto Rican families to work at some time during the year and to work year round full time. The percentages of female family heads who worked at some time during 1970 and who worked year round full time, by Spanish origin, was as follows:

	<u>Mexican- American</u>	<u>Puerto Rican</u>
Worked at some time during the year	54.3	23.6
Worked year round full time	23.7	12.7

^{1/} 35 hours or more a week for 50 to 52 weeks.

Occupations

More than one-third (36 percent) of the female family heads who worked at some time in 1971 were employed on their longest job as clerical or sales workers. The next largest proportion (21 percent) were service workers outside the home, followed by operatives, including transport (16 percent).

An analysis, by race, of the job held longest by female heads of families shows a different picture. Twice as high a proportion of white heads (41 percent) as of black heads (20 percent) were employed as clerical or sales workers. On the other hand, more than twice as many black heads (48 percent) as white heads (22 percent) were employed as service workers either inside or outside the home.

The distribution of female heads of families, by job held longest in 1971 and race, was as follows:

	<u>Total</u>	<u>White</u>	<u>Black</u>
Number	3,642,000	2,686,000	912,000
Percent	<u>100.0</u>	<u>100.0</u>	<u>100.0</u>
Professional and technical workers	10.9	11.8	8.4
Managers and administrators (except farm)	5.0	6.2	1.5
Clerical and sales workers	35.7	41.1	20.0
Craftsmen, foremen	1.0	1.2	.5
Operatives (including transport)	15.8	15.2	17.2
Nonfarm laborers	.6	.5	1.1
Private household workers	7.2	3.2	19.2
Service workers (except private household)	21.3	18.8	28.9
Farm workers	2.5	2.2	3.1

Income 2/

The median income of families headed by women was \$5,114 in 1971. The comparable figure for families headed by men was \$10,930. There was considerable variation in the median income of family heads by race and by the participation or nonparticipation of wives in the paid labor force. The highest median income was among white husband-wife families where the

2/ Income includes (1) money wages or salary; (2) net income from non-farm self-employment; (3) net income from farm self-employment; (4) Social Security; (5) dividends, interest (on savings or bonds), income from estates or trusts, or net rental income; (6) public assistance or welfare payments; (7) unemployment and workmen's compensation, government employee pensions, or veterans' payments; (8) private pensions, annuities, alimony, regular contributions from persons not living in the same household, and other periodic income.

wife was in the paid labor force, and the lowest was among families headed by black women. The range of incomes earned by these family groups in 1971 was as follows:

<u>Type of family</u>	<u>Median income</u>	
	<u>White</u>	<u>Black</u>
Husband-wife:		
Wife in paid labor force	\$13,098	\$10,274
Wife not in paid labor force	9,976	6,503
Male head, no wife	9,208	6,826
Female head	5,842	3,645

One-fourth of the female-head families had no earners. Nearly one out of ten had three or more earners. Four out of five female-head families had income other than earnings. The largest proportion (34 percent) had income from social security. About 30 percent had public assistance income, and nearly 2 percent had no income.

Low-income status

Of the 6,191,000 families headed by women in March 1972, 2,100,000, or 34 percent, had incomes below the low-income level in 1971.^{3/} The comparable proportion for families with a male head was 7 percent. Among those female-head families where there were related children under age 18, 45 percent were poor. Of those families where the related children numbered five or more, 76 percent were poor.

About one-fourth (27 percent) of all white female-head families had incomes below the low-income level in 1971, but more than half (54 percent) of all black female-head families had this little income. Thirty-seven percent of the white female-head families with related children under age 18 were poor in 1971; the comparable proportion for black female-head families was 60 percent.

The following table gives the number and percent distribution of female-head families with incomes below the low-income level in 1971, by number of related children under age 18 and race.

^{3/} The low-income level is based on the Social Security Administration's poverty thresholds, adjusted annually in accordance with the Department of Labor's Consumer Price Index. Classified as poor in 1971 were those nonfarm households where total money income was less than \$2,040 for an unrelated individual; \$2,633 for a couple; and \$4,137 for a family of four.

Female-head families	White			Black		
	Below low-income level		Percent of total	Below low-income level		Percent of total
	Total	Number		Total	Number	
Total	<u>4,489,000</u>	<u>1,191,000</u>	26.5	<u>1,642,000</u>	<u>879,000</u>	53.5
With related children under 18 years	<u>2,664,000</u>	<u>982,000</u>	36.9	<u>1,369,000</u>	<u>821,000</u>	60.0
Number of children:						
1	1,082,000	297,000	27.4	429,000	211,000	49.2
2	807,000	265,000	32.8	355,000	182,000	51.3
3	442,000	202,000	45.7	233,000	168,000	72.1
4	189,000	105,000	55.6	143,000	102,000	71.3
5	74,000	56,000	75.7	84,000	64,000	76.2
6 or more	70,000	57,000	81.4	125,000	94,000	75.2
Without related children under 18 years	1,825,000	209,000	11.5	272,000	59,000	21.7

Information on the number of families headed by Spanish-origin women with incomes below the low-income level in 1971 is not available. But data from the Bureau of the Census show that 61 percent of the persons in families headed by women of Spanish origin were poor. The proportions were even higher for families headed by Mexican-American women (66 percent) and Puerto Rican women (65 percent).

Children.--More than 3.9 million children under 14 years of age lived in families headed by women with incomes below the low-income level in 1971. Of these children, 1,863,000 lived in families headed by black women. About half (51 percent) of all children in white female-head families were poor in 1971; the comparable proportion for children in black female-head families was 68 percent.

Educational attainment.--The educational attainment of female heads of families with incomes below the low-income level in 1971 was less than that for all female family heads 25 years of age and over--10.1 years as compared with 11.7 years. The median years of school completed by poor female heads of families, by race, was 10.4 years for white women and 9.9 years for black women.

Income.--Of the 2,100,000 female-head families with incomes below the low-income level in 1971, half had one or more earners. This was true for both black and white families. About 11 percent of white families had two or more earners. The comparable proportion for black families was 16 percent.

Although only half of the female-head families who were poor in 1971 had income from earnings, 81 percent had some income other than earnings. Of these, the majority (56 percent) received public assistance income; 21 percent had social security benefits; and 16 percent had income from private pensions, alimony, and annuities.

Sources: U.S. Department of Commerce, Bureau of the Census: Current Population Reports, P-20, Nos. 233, 237, 238, 242, and 246; P-60, Nos. 85 and 86; and unpublished data.

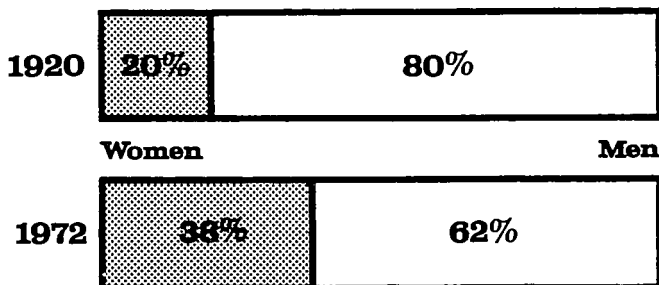
U.S. DEPARTMENT OF LABOR
 EMPLOYMENT STANDARDS ADMINISTRATION
 WOMEN'S BUREAU
 WASHINGTON, D.C. 20210



WOMEN WORKERS TODAY

The more than 33 million women in the civilian labor force today are a cross section of all women in the Nation. They are of all ages from 16 to 70 or more and of every race and color. They include the married, the single, the widowed, and the divorced or separated; and they live on farms, in suburbs, and in central cities.

During the last 52 years the ranks of women workers have risen from only 1 out of 5 to almost 2 out of 5 of all workers:



Over this period the profile of the average woman worker has changed greatly--from that of the young (age 28) single factory worker or clerk of 1920 to that of the older (age 38) married woman of today who may be found in any of a great number of occupations.

Women supply many of the workers needed today for expanding industries. Their services are equally necessary to the continued functioning of vital health and educational services, factories, stores, and offices. They contribute substantially to the incomes of their families. What kinds of women are they? What jobs do they hold? What are their work patterns? How much do they earn?

Personal Characteristics of Women Workers

The likelihood that a woman will be in the labor force at any particular time varies considerably according to her age, marital and family status, education, race, and, if married, her husband's income.

Age--A woman is most likely to be working if she is young and has finished her schooling or if she is mature (35 to 54) and has no young children. She is least apt to be working if she is under 18 or over 54 years of age. She is slightly less apt to be working if she is 25 to 34, the childbearing years.

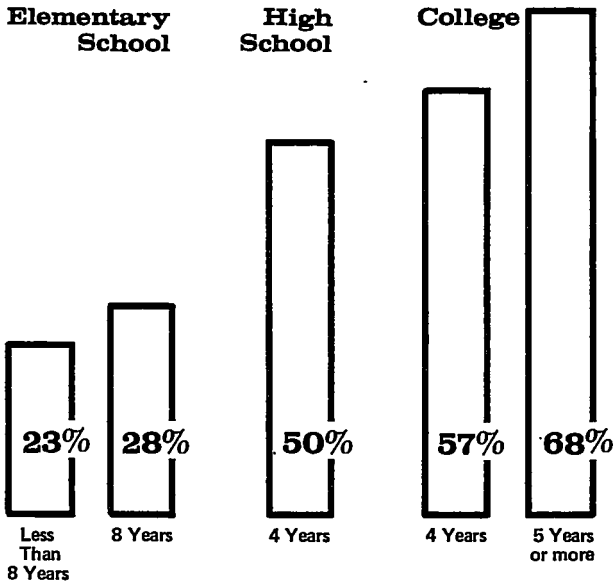
<u>Age</u>	<u>Percent in labor force in 1972</u>
16 and 17 years	37
18 and 19 years	56
20 to 24 years	59
25 to 34 years	48
35 to 44 years	52
45 to 54 years	54
55 to 64 years	42
65 years and over	9
18 to 64 years	51

Marital status--Almost three-fifths (58 percent) of all women workers are married and living with their husbands; more than one-fifth (23 percent) are single; and nearly one-fifth (19 percent) are widowed, divorced, or separated from their husbands. Married women are more likely to be workers than are widows (a great many of whom are elderly), but they are less likely to be in the labor force than divorced or separated women or single women:

<u>Marital status</u>	<u>Percent in labor force in 1972</u>
Single	55
Married (husband present)	41
Divorced or separated	62
Widowed	27

Children--About 12.7 million women in the labor force in March 1972 had children under the age of 18 years, but 8.2 million of these working mothers had no children under the age of 6. The presence of young children in the family has a direct effect on the mother's labor force participation. Among married women living with their husbands, only 3 out of 10 mothers with children under 6 years but 5 out of 10 mothers with school-age children only are workers. Among widows, divorcees, and women separated from their husbands, however, almost as many are workers as are not if they have children under 6 years old. But if they have school-age children only, about 2 out of 3 of these women are in the labor force.

Education.--Nearly 7 out of 10 women workers have at least a high school education, and 1 out of 9 is a college graduate. Generally the more education a woman has, the more likely she is to be in the labor force. Of all women 16 years of age and over in the population who had completed less than 8 years of schooling, less than 1 out of 4 was in the labor force in 1972. However, half of those who had completed high school and more than 2 out of 3 of those who had 5 years or more of college were workers:



Race.--About one-eighth of all women workers are of minority races.^{1/} The labor force participation rates of minority women are generally higher than those of white women. Forty-nine percent of all minority women 16 years of age and over but only 44 percent of white women were in the labor force in 1972. Among women in the usual working ages (18 to 64), the respective proportions were 56 and 51 percent.

Husband's income.--A married woman is most apt to be working if her husband's income is between \$7,000 and \$9,999; 48 percent of such women work. She is least apt to be working if her husband's income is below \$5,000 or is \$10,000 or over (37 and 39 percent, respectively).

Employment Characteristics of Women Workers

Worklife patterns.--Typically a woman enters the labor force after she has finished her schooling and works a few years before she marries or has her first child. A very small proportion of women leave the labor force permanently at this time. Most women who marry experience some breaks in employment during their childbearing and childrearing years. However, an increasing proportion of young married women with and without children are remaining in the labor force. More than 4 out of 10 married women 25 to 34 years of age were workers in March 1972, as compared with less than 3 out of 10 in 1962 and less than 2 out of 10 in 1947.

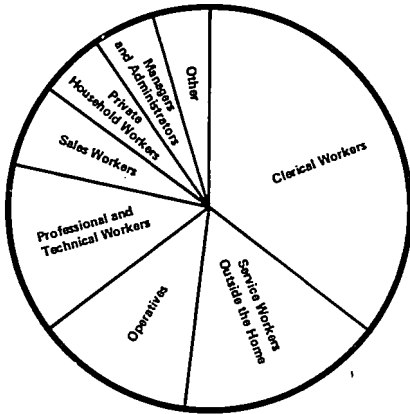
In 1972, 44 percent of all women 16 years of age and over in the population were workers. Of the 43 million women who were not in the labor force, 36 million were keeping house, nearly 4 million were students, and more than 3 million were out of the labor force because of ill health, disability, or other reasons.

Full-time and full-year workers.--Almost 7 out of 10 women workers have full-time jobs at some time during the year, but just over 4 out of 10 work at full-time jobs the year round. Women 16 to 19 years of age, most of whom are in school, are least likely to be employed full time the year round--only 7 percent of those who worked at any time in 1971 were so employed. Women 45 to 64 years of age are most likely to be fully employed the year round (55 percent in 1971).

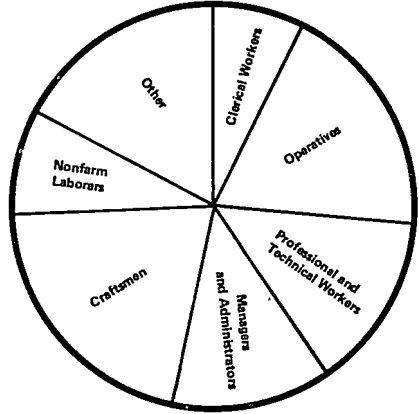
Part-time workers.--Part-time employment frequently is preferred by married women with family responsibilities (especially women with young children), students, and women 65 years of age and over. Thus, 12.5 million women worked at part-time jobs at some time during 1971. Part-time work is most common among farm, private household, and sales workers. But many women also hold part-time jobs as waitresses or cooks; bookkeepers, stenographers, typists, or secretaries; teachers; and medical or other health workers.

^{1/} Data for minority races refer to all races other than white. Negroes constituted about 89 percent of all persons other than white in the United States in the 1970 Census. Spanish-origin persons are included in the white population. In March 1972, 36 percent of all Spanish-origin women 14 years of age and over were in the labor force.

Occupations.---The occupational distribution of women is very different from that of men. This is shown in the following charts for employed persons in 1972.



Women



Men

Women are more apt than men to be white-collar workers, but the jobs they hold are usually less skilled and pay less than those of men. Women professional workers are most likely to be teachers, nurses, and other health workers, while men are most frequently employed in professions other than teaching and health. Women are less likely than men to be managers and officials, and are far more likely to be clerical workers.

Less than 1 out of 6 women workers is employed in a blue-collar job, but almost half the men are in such jobs. Women are almost as likely as men to be factory workers, but are very seldom employed as skilled craftsmen--the occupation group for 1 out of 5 men workers.

More than 1 out of 5 women but only 1 out of 12 employed men is a service worker. Almost 8 out of 10 women and virtually all of the men service workers are employed in occupations other than private household work.

Unemployment.--Unemployment rates are consistently higher for women than for men, for teenagers than for adults, and for minority races than for whites:

<u>Race and age</u>	<u>Average percent unemployed in 1972</u>	
	<u>Women</u>	<u>Men</u>
All races	6.6	4.9
16 to 19 years	16.7	15.9
20 years and over	5.4	4.0
Minority races	11.3	8.9
16 to 19 years	38.6	29.8
20 years and over	8.8	6.8

Earnings.--Among workers fully employed the year round, women's median earnings were only three-fifths of those of men--\$5,593 and \$9,399, respectively, in 1971. These substantial differences between the earnings of fully employed men and women do not mean that there is a comparable difference in the compensation received by men and women who invest the same amount of skill, time, and effort in their vocations. Earnings vary according to the demand for or prestige of the particular occupation and the skill level of the individual job. Other factors are the education and training required for the job, the amount of work experience of the employee, and the number of hours worked per week and weeks worked per year. But the Council of Economic Advisers to the President has estimated that "a differential, perhaps on the order of 20 percent, between the earnings of men and women remains after adjusting for factors such as education, work experience during the year, and even lifelong work experience."

Median wage or salary incomes of year-round full-time women workers in selected major occupation groups in 1971 were as follows:

<u>Major occupation group</u>	<u>Income</u>	<u>As percent of men's income</u>
Professional and technical workers	\$8,346	69
Nonfarm managers and administrators	7,312	56
Clerical workers	5,718	62
Sales workers	4,549	43
Operatives, including transport	4,798	61
Service workers (except private household)	4,280	60

Working wives' contributions to family income.--The money contributions of working wives are of crucial importance where they raise family incomes above the low-income level or from a low to a middle level.^{2/} Only 4 percent of all husband-wife families had incomes below \$4,000 in 1971 when the wife was a worker; 13 percent, when she was not.

Among all wives who worked during 1971, the median contribution was more than one-fourth of the total family income; among those who worked year round full time, it was nearly two-fifths. About 3 million wives, or 13 percent of all wives who worked, contributed half or more of the family income.

Women family heads.--Of the 6.2 million families headed by women in March 1972, 3.3 million, or 53 percent, were in the labor force. More than three-fifths of these women workers were the only earners in their families. About 1 out of 10 women workers was head of the family.

Outlook for Women Workers

Shortages of skilled workers in selected professional and technical, managerial, clerical, skilled craft, and service occupations provide excellent opportunities for qualified women workers. Legislation enacted during the past decade barring sex discrimination in employment should open up new opportunities for women to train for and enter into more diversified jobs and to advance to jobs of higher skill level.

New job opportunities in expanding occupations, advances in the educational attainment of women, greater longevity of women, and the trend toward smaller families all point to continuing increases in the labor force participation of women.

^{2/} Classified as low income were those nonfarm families of four with total money income of less than \$4,100 in 1971.

Note.--Figures are from the U.S. Department of Commerce, Bureau of the Census, and U.S. Department of Labor, Bureau of Labor Statistics.

Exhibit No. 62

U.S. DEPARTMENT OF LABOR
 EMPLOYMENT STANDARDS ADMINISTRATION
 WOMEN'S BUREAU
 WASHINGTON, D.C. 20210



THE COMPREHENSIVE EMPLOYMENT AND TRAINING ACT OF 1973

HOW WOMEN AND WOMEN'S GROUPS CAN HELP

The Comprehensive Employment and Training Act of 1973 (CETA), will have a major impact on manpower practices throughout the United States for many years to come. The major thrust of the Act is to shift the responsibility for planning and operating manpower programs from the Federal Government to State and local governmental units by means of special revenue sharing grants. To be helpful concerned women and women's groups must be involved at the State and local levels. That's where the action will be.

Amended Federal Regulations, published June 4, 1974, provide women's groups with three important opportunities to participate in the development of local and State CETA programs.

(1) Membership on Prime Sponsor Manpower Planning Councils

Each of the more than 400 prime sponsors is required to appoint a Manpower Planning Council to advise in setting basic goals, policies and procedures for the program, to provide ongoing analyses of training needs and related services and to monitor and evaluate all of the prime sponsor's manpower efforts. Section 95.13(3) of the Federal regulations has been amended to make clear that women should be considered for membership on the Council. Appointments to the Council are made by the chief executive officer of the prime sponsor i.e. Mayor, Governor, County Executive, etc. Women's groups can be helpful by encouraging officials to appoint women and by recommending knowledgeable and concerned women for appointment.

(2) Membership on State Manpower Service Councils

Each State is required to establish a State Manpower Service Council. Its function is to review and monitor all manpower activities within the State and to make recommendations concerning manpower activities to the governor, local prime sponsors, State manpower agencies and the public for effective utilization and coordination of all manpower resources within the State. Section 95.13(d)(2)(iii) of the Federal regulations has been amended to make clear that women should be considered for membership on this Council also. Appointments to the Council are made by the governor. Women's groups can help by encouraging the governor to appoint women and by recommending knowledgeable and concerned women for appointment.

(3) Formal Review of the prime sponsor's Comprehensive Manpower Plan

As a part of its grant application package, each prime sponsor must submit a Comprehensive Manpower Plan. Section 95.15 of the Federal regulations require that prior to the submission of the grant application, a summary of the comprehensive plan must be published in a local newspaper of general circulation. The notice shall include an address and appropriate hours when the complete grant application will be available for review and the place where comments may be directed. This procedure provides women and women's groups with an opportunity to have a meaningful impact on the developing CETA program.

Exhibit No. 63

STATEMENT OF PHYLLIS BERE

Wise in the ways of survival, the women had sat at the tables of the labor lords, witnessed their sieges of one another's fiefs, their holy wars against the management lords. And when the echoes of battle songs died out in the great halls, they would tune their lutes and softly sing of unequal pay and separate seniority lists; the hard lot of the labor union woman who always paid her dues, welladay, always paid her dues.

They ate the bread of privilege. And some dreamed of the day the women outside the castle keep would cross the drawbridge to claim their due, hey nonny nonny, claim their due.

Last year this handful of castle women met and shared the dream. Among the more widely known were Ruth Miller of Los Angeles, national representative, Amalgamated Clothing Workers; Addie Wyatt of Chicago, director of Women's Affairs Dept., Amal. Meat Cutters and Butcher Workmen of North America; from Detroit: Myra Wolfgang, Int'l vice president and secretary-treasurer, Hotel, Restaurant Employees and Bartenders Int'l Union; Olga Madar, ~~int'l~~ int'l vice president, and Edith Van Horn, int'l representative, United Automobile, Aerospace and Agricultural Implement Workers.

They decided to invite all U.S. union women to come to Chicago in the Spring of 1974 for the founding conference of the Coalition of Labor Union Women. Each woman on the National Planning Committee ^{was to} publicize the event by whatever avenues were open in her own union. The first reason for this was practical: lack of funds to mount a national drum-beating campaign. The second was tactical: to assure the suspicious labor lords that the coalition was not conceived as a challenge to the existing union structure.

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Some hierarchies were not assured. The Steelworkers had been smarting for years because legal actions brought by women members invariably named the union as cooperating with employers in discriminatory practices. So when Ola Kennedy, a Steelworker from Gary, 5'10½" in stocking feet and beautiful in her defiance, asked that the conference be publicized in union publications, the answer was a hostile silence.

Addie Wyatt, upon whose shoulders fell most of the arrangements, recalled the winter fear that "We might end up talking to ourselves." Despite the lack of publicity and the obstructionism of some unions, the message got through: 3200 pioneers converged on Chicago to go down in history as the largest number of women anywhere, anytime to assemble in a new enterprise. Fifty-eight national unions were represented. There were butchers from Boston, bookbinders from Seattle, a carpenter from Washington, D.C., whose union sisters had chipped in to help defray the trip's cost. There were pant-suited grandmothers with blue beehives, punch press operators wrapped in African prints and dignity, earnest-faced youngsters bent under backpacks. A mighty river of women.

The river swirled around the planners and almost swept the conference out to Lake Michigan. Faced with twice the registrants their most optimistic forecast had predicted, the planners had to double the physical arrangements so the work of the conference could begin. The job before the 3200 was to legitimize the newborn organization by giving it a statement of purpose, structure and guidelines, and to select the mothers who would guide it during its first year.

The program delineated blocks of time. First the participants would meet in small groups to debate, to add and to subtract from the proposals prepared by the National Planning Committee. Workshop leaders would codify this input. Then the conference would come together in plenary session to deliberate the combined effort and vote its will. This was the plan for adoption of the purpose, structure, guidelines. The rest of the first day would be devoted to nominating and electing national leaders and the women who would organize chapters at the state level.

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During the second and final day, the same procedure would result in a consensus ~~is~~ directed to the leadership outlining action plans for CLUW's first year.

Adoption of a Statement of Purpose was carried out in fairly good order. There was unanimity over the basic aim: the identification of problems common to union women and the development of programs within the unions which would deal effectively with them. All additions that dared suggest the unions had been less than fair toward women members, however, were soundly defeated. Only the gentle hint of "CLUW will seek to encourage democratic procedures in all unions" passed. The vote was close.

"Mass action for final ratification of the Equal Rights Amendment" was among the issues promoted in the Statement of Purpose. The assembly was upset by a motion that the ERA ~~amendment~~ should have a list of demands called the Women's Bill of Rights attached. Those opposing pointed out that, with only five states⁺ to go for ratification, such a move could only be viewed as a plan to sabotage the ERA.

Greek drama emphasizes the instrumentality of fate. What else could have decreed that Myra Wolfgang, the rostrum easing her weight off a lame leg, would be chairing the plenary at that time? Wolfgang, the veteran of four decades of union struggle and the senior member of the planning committee. Wolfgang, the last holdout in organized labor against the ERA.

She was a good-looking, lively, and quick-witted college student in 1933 when she went to the union to get a job as a waitress. Instead, she got a job with the union. She has been with the union ever since. It was tough organizing a labor population marked by high turnover, seasonal help, moonlighting housewives. Wage gains and better working conditions were painfully won. She had fought for protective legislation. She does not buy the argument that the ERA will not wipe protective laws off the books but ^{instead} will prompt extension to all workers.

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For a moment it must have seemed to Wolfgang that here was a chance to hurt the ERA. She allowed ~~the~~ debate to continue beyond the limits set by conference rules. But it was useless: the motion was defeated.

There is great comfort in being with the majority. Wolfgang's convictions do not permit her to join the women ~~in~~ clambering aboard the ERA bandwagon. That she chooses integrity over comfort may have more to do with women's liberation in a curious, fundamental way than the ERA Joannie-come-lately's.

The planners had been equal to the task of renegotiating the spatial dimensions of the conference. But time would not sit down at the bargaining table. The mere moon-time feeding of the 3200 on the first day swallowed a big chunk of the schedule. And grapes nibbled up the rest.

There were rumors that participants whose larger allegiance ~~is~~ was to a Leftist philosophy would call upon the women to denounce the capitalist system whose handmaidens they were. Also anticipated were angry indictments against specific unions because rank and file members felt their castle women conspired with the ~~lords~~ against female interests.

Both discontents surfaced. Members of Leftist organizations such as the Socialist Workers' Party and the Spartacist League valiantly if quixotically tried to voice their views on worker oppression over the din of hooting hostility. A Chicago member of the Militant Action Caucus of the Communications Workers of America mentioned the unmentionable: that women in leadership positions do not necessarily represent the best interests of women members. A flyer passed out (the by) caucus listed its goals. Among them is a ~~national~~ national union-based political party that would work toward a workers' government. Viable labor parties do exist in other countries. (In the US, the parties of the large unions are called the Republican Party and the Democratic Party.)

A woman from a lesbian organization in Michigan sought some sign of ~~the~~ solidarity from
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the assembly for the lesbian worker. The words of the Leftists had been met by angry howls; hers were met by a shocked murmur.

The combined "air time" for all minority comment was about five minutes. As the chair pointed out, noone wanted to listen to them. And she was very nearly 100% right. Ms. America had met Joe's wife. In the end, the only issue that soured the proceedings was grapes.

In their eagerness to avoid anything that might bring down the mailed fists of the lords or cause internal dissension in CLUW, the planning committee ^{had} overreached itself. Section 14 of the proposed structure and guidelines read: "National CLUW and area CLUW chapters shall not be involved in issues or activities which a union involved identifies as related to a jurisdictional issue." Their caution was not entirely induced by the Teamster-AFL-CIO ⁱⁿ dispute.

Given the presence of individuals and organizations that had identified with "La causa", however, it was inevitable an attempt would be made to have the conference endorse Chavez' United Farm Workers. Section 14 stood in the way.

Determined that democracy -- from their point of view -- would prevail, the Chavez supporters tied up the conference ^{again} ~~time~~ and again as they kept introducing their motion to delete Sect. 14 out of order. At the Saturday night plenary, the several chairwomen tried to keep debate moving. The Chavistas were not the only brake on the proceedings.

Highly literate types who deplore Americans' indifference to the richness of language should attend conventions. It is there they will find the impassioned debates on the oppression of the subjunctive and the relative merits of synonyms they so crave.

As the hours passed the great body of the conference, worn out by its efforts to shake off this persistent tick, decided to let it drink its measure of blood in the hope it would drop off and let it rest. Sect. 14 was deleted by a sizable margin.

more

At this point the most powerful woman in labor today took charge. If Edith Van Horn, the other UAW official on the planning committee, reminds one of a favorite college physics professor, Olga Madar, UAW V-P, reminds one of the worldly-wise head of a large and powerful religious order. Pleasant of mien and affable, in action she exhibits the economy of effort, the deft touch that are the marks of the ace.

Asking for the floor as a voting participant, she moved that the conference accept without further changes the package presented it by the planning committee. There were no witty quips, no charismatic overtures, no explanations. Olga Madar does not believe in overkill. The package was accepted.

By the next day the Chavistas realized that, although Sect. 14 was dead, the conference still had not come out in support of the United Farm Workers. After Josefina Gonzalez and Clara Day addressed the plenary, expressing the solidarity between Farm Worker and Teamster women, a resolution was introduced that CLUW support the Farm Workers' boycott.

In the midst of the resulting uproar, Madar asked for the floor for the second and last time. She said that Gonzalez and Day had spoken for no animosity between women. She urged the conference follow the wishes of the people they purport to support and move to the business of the conference. And so it did.

By sacrificing the time to knock out Sect. 14, the Chavez supporters had rendered the CLUW leadership free agents with no rules to follow save those they had drafted themselves.

The grape controversy notwithstanding, the overall atmosphere at this founding conference was not one of conflict. Partly this was because the women did not vote in individual union blocs. Partly this was because there was no time to get into issues over which interests will clash. Finally, and perhaps most importantly, each of the 3200 labor women had come to Chicago to meet her long lost sisters.

more

Some know the laws and some know history. Addie Wyatt knows the human heart. She recognized the yearning for sisterhood, the expectation of good that came from the assembly as she opened the conference. She gathered it up and distilled it into words that sweetened the proceedings.

"What did you think of the speech?" This asked of two assembly line workers from Joliet, a tough town, a redneck town. "Oh, you mean the colored woman. It was wonderful. I felt like she was talking to me."

Wyatt realized as a very young woman she had the power to reach people. She became a minister, then a staff official for 'the Meatcutters'. An unusual road, but somehow it made sense. Hers is not the style of the firebrand. She is the mediator who seeks common ground, rather than confrontation. Behind the face that never ages, the eyes that never waver is a personality with strong convictions. Among them is the belief that individually, the common man and the common woman are like chaff before the wind. It is the church that makes them strong; it ~~is~~ is the union that makes them strong. It is solidarity. And with that message Wyatt closed the conference.

Selected as the top officers of a 25-member National Steering Committee were Madar, chairwoman; Wyatt, vice chairwoman; Linda Tarr-Whelan of the American Federation of State, County, and Municipal Employees, secretary; Gloria Johnson of International Union of Electrical, Radio and Machine Workers, treasurer.

At the press conference that followed, Madar said, "Women in unions were the militants of their day and still are." She acknowledged that the contemporary women's movement had stirred union women to increased action. She sidestepped, however, just what that action will be within CLUW.

Aside from the power potential that can be deduced from the 3200 who attended, the conference revealed the resources the new organization can draw on. The unpaid jobs of
more

convening state chapters, traditionally an ass-breaking, thankless labor, were eagerly vied for. The National Coordinating Committee elected by the conference, in turn selected the Steering Committee from its members with a "ticket-balancing" skill worthy of the most consummate politicians.

Maybe the best index of CLUW's strength is not that so many competent people accepted leadership but that many did not. Most women who hold union posts are selected by the male labor lords. Aware of the ambivalent admiration-suspicion of the ~~rank and file~~ rank and file, castle women from each union privately decided some would not run for office in order to ^{insure} ~~xxxxxx~~ rank and file representation on the National Coordinating Committee.

Elizabeth McPike, who is on AFSCME's Political Action staff, was one of those who stepped back. Young, slight, and low-key, McPike so impressed the women with her work as parliamentarian that she was greeted by spontaneous applause when she resumed the hotseat after a solitary break in two days of points of order.

Another of the younger generation of castel women who impressed the assembly ~~xxx~~ is McPike's colleague, Linda Tarr-Whelan, AFSCME's deputy director of Program Development.

Tarr-Whelan turned in a solid three-hour piece of work chairing the Saturday night ple^{ary} ~~nary~~. There is no way, short of her running off with George Meany, she will miss being a leading force in CLUW's future. And she has all the time in the world.

Her union is the fastest growing one in the country with, according to Time, 1,000 new card-bear^{ers} every week. Almost half of them are women. AFSCME had the biggest delegation at the conference. It adds up to power.

It also points to a question concerning the viability of CLUW. The second biggest dele- ^{like the APTs} ~~gation was from UAW.~~ AFSCME is highly white-collar with a lot of professionals; UAW ^{like the} ~~is~~ blue-collar. Blue-collar women want higher pay and no forced overtime; white-collar women want career ladders and childcare facilities.

more

When a motion was brought to add to the Statement of Purpose that CLUW would work toward childcare at the workplace it was defeated, more in surprise than in anger. The blue-collar women could not believe their ears. A member of Machinists' said, "My plant is bad for my health, I sure as ~~---don't~~^e want my kids there." Asked whether it was better where the ^{office helps} ~~executives~~ work, she replied she didn't know, she never had been there.

Aside from a fleeting glimpse now and then, however, there simply was no time for the women to look into where they were all coming from. The shock of unrecognition will come later. Whether CLUW will be able to ~~minimize~~ withstand that shock, whether the women will be able to educate one another as to their needs are questions that are crucial to the organization's effectiveness.

The other potential source of trouble isn't from within, but from above. The Statement of Purpose said it, the planners said it, the rank and file believe it: this organization intends to work within the established union structure. But how effective can CLUW ~~xxx~~ become before it is regarded as a critical mass that must be dampened/ *before the chain reaction gets out of hand?*

History teaches us that power is rarely relinquished. It must be wrested. The lords may let down the drawbridge. It is more likely that the women will have to scale the walls.

Organized labor has been viewed by social observers for a generation as having turned its back on its radical, democratic beginnings. How it responds to CLUW is of importance not only to supporters of the women's movement but also to people who want to believe it's not all over for America yet.

Exhibit No. 64

The Public Welfare Coalition

FOR A HUMANE PUBLIC AID PROGRAM IN ILLINOIS

220 S. State Street, Room 714

CHICAGO, ILLINOIS 60604

939-3067

-275-6390-

June 18, 1974

Position on Cost-of-living Increases in Public Aid Grants

The Illinois Public Aid Code mandates in section 12-4.11 that public aid grant levels are to be adjusted periodically to reflect changes in the cost of living. From 1964 to 1972 this was done approximately semiannually, whenever the costs of specific items rose 3-6%. The last increase was given in September, 1972, based on June, 1972 prices as reflected in the Consumer Price Index for the Chicago metropolitan area.

From June, 1972 to April, 1974, the Consumer Price Index showed that food prices rose 30% and prices overall rose 15%. During that period, grant levels in General Assistance and Aid to the Aged, Blind, and Disabled were not changed at all. In the AFDC program a flat grant system was adopted in October, 1973, at which time the average grant rose somewhere in the neighborhood of 6%, but about one-fourth of all families received reductions in grants.

The Governor's budget is said to provide a 3% cost-of-living increase effective October, 1974. Such an increase falls far short of meeting the intent of the Public Aid Code that increases should reflect actual costs. A much larger increase should be given---and immediately, not in October.

Aid to the Aged, Blind, and Disabled: To give an increase in this category, it will be necessary to increase the individual allowances which are computed to determine the total grant. Only about 50,000 recipients are now getting the state supplement to the federal Supplemental Security Income grant, but those 50,000 are still getting the same amount of total income they were getting in September, 1972. Their "food allowance" is computed at approximately \$30 per month and their other personal allowances at approximately \$20 per month. At the very least, these allowances should be raised to reflect the actual cost-of-living rise. This would amount to about \$9 for food and \$3 for the other items, or a total of \$12. As it happens, the federal SSI grant will rise \$6 in July. Therefore, the raise should include \$6 in state money, at a cost to the state of only \$3,600,000 per year.

~ General Assistance: The allowances are computed similarly to the AABD category. Once again, there are about 50,000 individuals who should receive a raise of about \$12 per month, at a cost to the state of about \$7,200,000 per year. There are a few couples and families on GA, bringing the total cost to about \$8,000,000.

Aid to Families with Dependent Children: Because of the flat grant, the increases should be computed by adding a specific percentage of the Governor's request for AFDC grants for fiscal 1975. The Consumer Price Index has risen 5% since the flat grant was instituted. To be fair to those families who received reductions when the flat grant began, and to account for the increase in the cost-of-living from June, 1972 to the time the flat grant began, the increase should be NO LESS than 10% and preferably 25%. See examples of grant figures on the attached sheet.

Member organizations as of March, 1971: Archdiocesan Committee on Poverty - Association House - Casa Central - Chicago Area Council of Religious Liberals - Chicago Federation of Settlements - Chicago Maternity Center - Chicago Welfare Rights Organization - Chicago Friends of Welfare Rights Organizations - Chicago Urban League - Community Legal Council - Church Federation of Greater Chicago (Task Force on Public Aid) - Friendship House - Illinois Union of Social Service Employees - Independent Voters of Illinois - Jane Addams Center of Hull House Association - League of Women Voters of Illinois - Medical Committee for Human Rights - National Association of Social Workers (Chicago Area Chapter) - National Council of Jewish Women (Chicago Section) - United Auto Workers of America (Midwest Region) - United Methodist Church (Northern Illinois Conference, Board of Social Concerns) - United Senior Citizens of Jane Addams Center - Welfare Council of Metropolitan Chicago* (*co-operates in matters where has an official position)

Downstate Affiliates: East St. Louis Welfare Rights Organization

Examples of Typical Families Receiving AFDC Flat Grant:

	Old Grant (9/72-9/73)	Same Grant Updated to 4/74***	Current Flat Grant	Plus 10%	Plus 25%
A. Family of 4 including mother and 3 children, ages 5,9,14:					
Food Allowance	99.48	129.32			
Other personal needs*	55.38	63.69			
Housing ceiling**	<u>123.32</u>	<u>141.82</u>			
Total****	278.18	334.83	288	317	360
B. Family of 5 including mother and 4 children between 6 and 12:					
Food Allowance	124.79	162.22			
Other personal needs*	65.48	75.30			
Housing ceiling**	<u>125.02</u>	<u>143.77</u>			
Total****	315.29	381.29	340	374	425
C. Family of 4 including mother and 3 teenagers:					
Food Allowance	118.98	154.67			
Other personal needs*	71.44	82.15			
Housing ceiling**	<u>123.32</u>	<u>141.82</u>			
Total****	313.74	378.64	288	317	360
D. Family of 5 including mother and 4 teenagers:					
Food Allowance	149.63	194.54			
Other personal needs*	89.80	103.27			
Housing ceiling**	<u>125.02</u>	<u>143.77</u>			
Total****	364.45	441.58	340	374	425

*Other personal needs: Allowances for clothing, household supplies, personal essentials, and laundry.

**Housing ceiling: Includes rent ceiling plus utility allowance for heated apartment. This amount was received by very many families in Chicago and other high-rent areas under the old grant structure.

***Updated to 4/74: By adding 30% to food allowance and 15% to other allowances.

****Total: Old grant structure permitted special allowances for school and medical expenses, etc., in addition to this total. Flat grant does not. Thus many families used to get considerably more than this total, and received an effective grant reduction of more than appears here.

Please note that with a 10% cost-of-living increase, all four families will be getting less than they would have received under the old system with a fair cost-of-living raise.

Note also that families with teenagers, even if they got a 25% raise, would be getting less than they would have received under the old system with a fair cost-of-living raise.

Exhibit No. 65

See Exhibit No. 11 for these forms.

Exhibits No. 66-86

These exhibits were entered into
the record in executive session.

EMPLOYEE RATING REVIEW RECORD

NAME _____ DEPT. _____ SERVICE DATE _____ ACTIVITY _____

	EXCELLENT	VERY GOOD	GOOD	FAIR	BELOW AVG.	Employee's Comments
1. QUALITY OF WORK Thoroughness, neatness and accuracy of work.						
2. QUANTITY OF WORK Volume of work produced.						
3. COOPERATION Willingness to accept guidance.						
Ability to work effectively with other employees.						
Observance of company policies; phone calls, passes, etc.						
4. JOB KNOWLEDGE Working knowledge of duties connected with the job.						
5. RESOURCEFULNESS Ability to organize and assume responsibility.						
Ability to recognize problems.						
Ability to carry out instructions independently.						
6. PERSONAL HABITS Punctuality.						
Attendance.						
Personal appearance/Hygiene.						

Date Employee's Signature

Manager's Comments

Date Manager's Signature

F13203 Rev. 12/1/86 (use reverse side for additional comments)
(D206 Csl.)

Exhibit No. 87

Employee Comments, Signature and Date

Manager's Comments, Signature and Date

Date

Signature

Date

Signature

Exhibit No. 88

managerial development FORM

Sears

Employer's Name _____	Date of Interview _____
Assignment _____	Service Date _____

PART I

The Present Assignment

		Area of Greatest Importance (Indicate order)	Area Most in Need of Current Attention (check)
EMPLOYEE	JOB DESCRIPTION Responsibilities (List major responsibilities involved in your assignment.)		

EMPLOYEE	JOB DESCRIPTION Areas open to your discretion - e.g., areas of authority and types of decisions you are free to act upon without first consulting your manager. (List such areas in your assignment.)		



EMPLOYEE



EMPLOYEE

2

PRESENT ASSIGNMENT

Managers comments concerning employee's description of and plans for present assignment.

A. Job description

B. Plans for present assignment

MANAGER

PART II Plans for Career Future

YOUR NEXT ASSIGNMENT

5

Goals: Indicate what you believe to be your next, most logical assignment or assignments. List at least two assignments you believe would be logical and/or beneficial to your development. Indicate which of the assignments listed is your strongest preference and then specify what you need to learn and the kinds of experience you think necessary to prepare you for effective performance in this assignment.

EMPLOYEE

YOUR ASSIGNMENT

4

Goals: How do you see the future of your State career? If you could you get a person (like a coach) to help you think about the future of your State career, you would like to be five or ten years from now. The main thing you would like to know is how you would like to be five or ten years from now. Indicate the main thing you would like to know and how you would like to be five or ten years from now. You may (and probably should) indicate the job assignment you think necessary to prepare you for effective performance in this assignment.

EMPLOYEE

5

7 PERSONAL DEVELOPMENT PLANS

A. Objectives

EMPLOYEE

B. Means or methods to achieve personal development goals

Target Dates
for Goal
Achievement

PART III Assessment of Means & Methods of
Goal Achievement As Agreed Upon
by Employee & Manager (Sections 4, 5, 6)

A. The present assignment

B. Plans for career future

6

SIGNATURE OF EMPLOYEE

SIGNATURE OF MANAGER

DATE

DATE OF FUTURE INTERVIEW

PART IV Review of
Objectives and Goals
Set in Last Interview

Exhibit No. 89

COMMISSION ON CIVIL RIGHTS
SEX DISCRIMINATION

Notice of Hearing

Notice is hereby given, pursuant to the provisions of the Civil Rights Act of 1957, 71 Stat. 634, as amended, that a public hearing of the U.S. Commission on Civil Rights will commence on November 22, 1974, in Room 1229 of the Everett Dirksen Federal Building, 219 South Dearborn Street, Chicago, Illinois, and that an Executive Session will be held on November 12, 1974.

The purpose of the hearing is to collect information concerning legal developments constituting a denial of equal protection of the laws under the Constitution because of sex which affect the economic status of women, particularly concerning employment; to appraise the laws and policies of the Federal Government with respect to denials of equal protection of the laws under the Constitution because of sex which affect the economic status of women, particularly concerning employment; and to disseminate information with respect to denials of equal protection of the laws because of sex in the area of employment.

Dated at Washington, D.C., October 7, 1974.

ARTHUR S. FLEMMING,
Chairman.

[FE Doc.74-23790 Filed 10-9-74;8:45 am]

Exhibit No. 90

STAFF REPORT

WOMEN IN THE INSURANCE INDUSTRY

The insurance industry is a major force in this nations economy. It has many women employed in the industry, and it has been said by many within and without the industry that insurance and banking, according to some, represents the last stronghold of the male chauvinist pig."

Patterns and practices within the industry reflect institutional sexism, and suggests that while change is occurring it is a slow process. This white collar industry has been the subject of much concern to community groups, Federal and State agencies, and many who are interested in changing existing patterns of sex and racial discrimination in employment.

A good deal of public interest has been expressed very recently here in the city of Chicago. Earlier in the year, the Illinois Department of Insurance, under the direction of Fred A. Mauck, organized a task force consisting of five representatives of Women Employed, a community group in Chicago's Loop, insurance department people, State Farm, Allstate, Kemper, CNA and Aetna Insurance companies. The purpose of the task force was to develop a model affirmative action plan for insurers. The task force, while in its embryonic state, disintegrated after a week when there was a failure to agree on a meeting time. Director Mauck,

stated, however, that the department was working on a model affirmative action plan. The present Director of Insurance Robert Wilcox, has made no statements concerning the development of the model affirmative action plan.

In July, 1974, the Illinois Insurance Laws Study Commission held public hearings on the employment status of women in the insurance industry. In preparation for those hearings, the commission sent out questionnaires to a number of insurance companies in the Chicago area. Responses by these companies indicated a definite failure on the part of insurance companies to provide equal opportunity for women employees. Appearing at the hearings were women who have been or are presently employed in the industry, the Director of Insurance, Insurance Executives from numerous companies and state officials, some of whom are appearing here today.

The Illinois Insurance Law Study Commission plans to send a second questionnaire ~~to~~ to determine whether the companies who agreed with the thrust of the hearing and had affirmative action plans are in fact implementing those plans. Further the Commission plans March, 1975 as publication date for its report.

When one views the statistics, taken from the responses to questionnaires by Insurance Companies to the Illinois Insurance Law Study Commission, it is very clear that women are still, in 1974, relegated to low-paying, dead end jobs.

Insurance is a major industry in Chicago, as in the nation. Chicago-based firms alone hold assets of more than \$12 billion. The role of women in insurance has been a major issue for women group in Chicago. Women Employed, an organization of working women in Chicago's loop, recently issued a compilation and analysis of statistics pertaining to the Chicago metropolitan area, which highlights this traditional clerical role of women in this major white collar industry.

A total of 62,104 persons work in all branches of the insurance industry in metropolitan Chicago. Of these, 31,521 are women and 30,583 are men (Table I), which means that women comprise 51% of the area's insurance labor force. In a racial breakdown, 92.0% of the men and 89.8% of the women are white.

The Women Employed study shows that women in the insurance industry are overwhelmingly relegated to lower-paying, dead-end jobs with few opportunities for advancement. For example, 84% of all women in the industry occupy office or clerical positions, compared with 11.2% of the men in insurance. Other white-collar jobs breakdown as follows:

	Professional	Technician	Sales	Officials/ Managers
* All Women in Insurance	3.0%	3.9%	1.1%	2.6%
All Men in Insurance	23.1%	8.3%	25.8%	24.0%

*Unless otherwise indicated, all statistics in this section are from High Profit Insurance Industry; Low Paid Women Employees, and Sex Discrimination in the Insurance Industry. Report by Women Employed, Chicago, Illinois.

A breakdown of the number of men and women within job categories further demonstrates what the insurance industry defines as women's jobs as opposed to men's jobs. For example, 89.8% of all clerical employees are women, while 10.2% are men. In sales, where the opportunity EXISTS FOR substantial earnings, only 4.6% of the total number of sales agents are women (Table II).

In 1972, Prudential employed 12 women agents in their sales force of 1,754. That is less than 1%. By 1973, the number of women agents had increased to 27, still only 1.5% of the Prudential sales force. That same year, Prudential hired 475 new agents -- 460 of them men. Prudential has no women managers in any of their agencies.

According to Equitable's timetables for hiring women agents, women will have to wait 100 years before they will comprise 50% of that company's sales force.

Blue Cross-Blue Shield reported that 10% of their sales force were women in 1973. But a year later, that figure had decreased to 8.6%.

From 1973 to 1974, female representation among sales agents for Allstate rose from 1.3% to 2.8%, but of the 115 agents hired from 1973 to 1974, only 16 were women.

Women are also extremely underrepresented in officials and managers jobs. At Continental Casualty, Blue Cross Blue Shield, Prudential, Blue Cross Association, All State and Equitable less than 20% of the officials and managers are women. Among these companies, Prudential scores lowest with 7%, followed by Blue Cross Association with 8% and

All State with 9%. In all of these companies, women comprise more than 90% of the clerical employees.

A similar pattern emerges from the smaller companies. Mutual, Globe, US Life, and North American all have less than 20% women in the officials and managers categories, but more than 90% in the clerical category.

On the average, women are somewhat better represented among the industry's professionals than in the officials-managers category. At All State and Continental Casualty, however, where large numbers of employees are listed in this category, women are underrepresented. Continental Casualty reports that only 24% of the 554 professionals are women, while at All State, only 29% of the 1494 professionals are women.

The earnings gap between male and female insurance employee is an average of \$6,196 per year. Census figures for 1970 showed the median income for females to be \$95.25 per week compared with a median of \$214.40 for males. A breakdown of wages by race and sex shows the following:

White Men	\$11,149
Spanish Men	9,164
Black Men	7,917
White Women	4,953
Black Women	4,616
Spanish Women	4,397

Only 2.3% of Chicago's women in insurance earn over \$10,000, compared with 57.2% of the men. Almost 26% of the men earn over \$15,000, a category not even shown for women employees (Table III).

With this background, witnesses will be presented today to discuss the status of women in the insurance industry and the outlook for equal employment opportunity for women in this white collar industry. Most of the statistics and data presented in this report on the Chicago insurance industry is taken from several reports by the Women Employed organization. These reports have been entered into the record of this hearing at two of the earlier sessions.

Exhibit No. 91



STATE OF ILLINOIS
DEPARTMENT OF INSURANCE
CHICAGO, ILLINOIS 60601

OFFICE OF THE DIRECTOR

Statement of:

Robert B. Wilcox
Director of Insurance
State of Illinois

Before:

United States Commission on Civil Rights
Hearing on Sex Discrimination in the Insurance Industry
Chicago, Illinois
November 22, 1974

I AM PLEASED TO HAVE THE OPPORTUNITY TODAY TO TESTIFY AS TO THE POSITION OF THE ILLINOIS DEPARTMENT OF INSURANCE REGARDING DISCRIMINATION AGAINST WOMEN IN THE INSURANCE INDUSTRY AND TO SUMMARIZE THE DEPARTMENT'S PAST, CURRENT, AND FORESEEABLE ROLE IN THIS AREA OF REAL CONCERN. I TRUST MY TESTIMONY ALSO WILL CLARIFY THE LEGISLATIVE AND STATUTORY LIMITS OF THE DEPARTMENT IN RECTIFYING DISCRIMINATORY PRACTICES.

FIRST LET ME ESTABLISH WITHOUT EQUIVOCATION THAT THE ILLINOIS DEPARTMENT OF INSURANCE IS TOTALLY COMMITTED TO THE PREMISE THAT THERE SHOULD BE ABSOLUTELY NO DISCRIMINATION ON THE BASIS OF RACE, CREED, SEX, AGE OR NATIONAL ORIGIN WITHIN THE INSURANCE INDUSTRY OR WITHIN THE INSURANCE DEPARTMENT.

IT IS IMPORTANT TO POINT OUT HERE, I BELIEVE, THAT THE DEPARTMENT'S STATUTORY JURISDICTION OVER EMPLOYMENT PRACTICES IN THE "INDUSTRY" AT LARGE IS NON-EXISTENT. THE DEPARTMENT OF INSURANCE DOES NOT HAVE ANY AUTHORITY UNDER THE INSURANCE CODE TO INVESTIGATE OR REGULATE EMPLOYMENT PRACTICES. THAT AUTHORITY RESTS WITH THE STATE FAIR EMPLOYMENT PRACTICES COMMISSION, AS DOES THE AUTHORITY

-2-

TO INITIATE AFFIRMATIVE ACTION PROGRAMS WITH STATE CONTRACTORS. THE SOCIAL SECURITY ADMINISTRATION IS THE DESIGNATED AGENCY TO REQUIRE AFFIRMATIVE ACTION PROGRAMS BY INSURANCE COMPANIES WHICH ARE FEDERAL CONTRACTORS. IN A SENSE, I CONSIDER THIS FRUSTRATING BECAUSE IT IS EVIDENT THAT A SIGNIFICANT PORTION OF THE INSURANCE INDUSTRY HAS BEEN GUILTY OF DE FACTO EMPLOYMENT DISCRIMINATION, NOT ONLY AGAINST WOMEN BUT ALSO AGAINST OTHER MINORITIES, WHICH DEVELOPED CONCURRENTLY WITH THE EMPLOYMENT PRACTICES OF INDUSTRY IN GENERAL.

THE JUST-PUBLISHED "CHICAGO'S ECONOMY," PREPARED BY THE MAYOR'S COUNCIL OF MANPOWER AND ECONOMIC ADVISORS, CITES EVIDENCE THAT WOMEN SUFFER STRUCTURAL UNEMPLOYMENT AND UNDEREMPLOYMENT. IT COMMENTS THAT "THE ROLE SOCIETY STILL ASCRIBES TO WOMEN IN TERMS OF CHILD REARING TENDS TO REDUCE THEIR MOBILITY IN SEARCH FOR WORK AND THAT THEY HAVE TENDED TO SEEK WORK NEARER THEIR HOMES -- THUS HAVING A LESSER RANGE OF WORK CHOICES THAN MEN." HOWEVER, THE REPORT ALSO NOTES THAT AT THE SAME TIME, "LARGER AND LARGER NUMBERS OF WOMEN HAVE TENDED TO BECOME MEMBERS OF THE LABOR FORCE" AS INCOME AND PRODUCTIVITY HAVE BECOME MORE AND MORE VITAL TO BOTH FAMILY UNITS AND THE LABOR FORCE AT LARGE.

IT COMMENTS, "STUDIES AND DATA CLEARLY INDICATE THAT WOMEN OF EQUAL SKILLS HAVE EARNED LOWER WAGES THAN THEIR MALE COUNTERPARTS. WOMEN IN THE LABOR MARKET

-3-

HAVE HAD TO OVERCOME AN EXPECTATION ON THE PART OF EMPLOYERS THAT THEIR WORK WILL BE 'TEMPORARY' AND SO HAVE SUFFERED FROM THE ASSIGNMENT OF LESSER RESPONSIBILITIES THAN THEIR CAPACITIES WARRANT AS WELL AS LESSER WAGES. THERE HAS BEEN PUBLIC RECOGNITION IN SOCIETY THAT MINORITY GROUP AND OTHER WORKERS WHO SUFFER FROM ENDEMIC ECONOMIC ADJUSTMENTS ARE ENTITLED TO PUBLIC SUPPORT IN PROGRAMMING. MANPOWER TRAINING PROVISIONS HAVE RECOGNIZED STRUCTURAL PROBLEMS THAT RESULT FROM TECHNOLOGICAL CHANGE. THEREFORE PROGRAMMING CAPACITIES NEED TO BE DESIGNED THAT ARE RESPONSIVE TO THE SPECIAL EMPLOYMENT PROBLEMS OF WOMEN WORKERS."

THIS BECOMES ESPECIALLY SIGNIFICANT IN CONTEXT WITH THE FOLLOWING: ACCORDING TO THE APRIL 16, 1973, BULLETIN OF THE NORTHERN ILLINOIS PLANNING COMMISSION (NIPC), REGARDING EMPLOYMENT DATA OF MARCH 1970 -

"AN ESTIMATED 58.5% OF TOTAL REGIONAL EMPLOYMENT IS LOCATED IN THE CITY OF CHICAGO. THE CITY OF CHICAGO HAD 48.2% OF THE SMSA (CHICAGO METROPOLITAN STATISTICAL AREA) POPULATION IN 1970. THE GROWTH MOST CONCENTRATED IN THE CITY IS FINANCE, INSURANCE AND REAL ESTATE; APPROXIMATELY 80% OF THE TOTAL REGIONAL EMPLOYMENT IN THIS CATEGORY IS LOCATED WITHIN CHICAGO."

THE REPORT NOTES THAT APPROXIMATELY 60% OF THE FINANCE, INSURANCE AND REAL ESTATE EMPLOYMENT IN CHICAGO IS CENTERED IN THE CENTRAL BUSINESS DISTRICT.

ACCORDING TO THE 1970 CENSUS, WOMEN COMPRISED 38.7% OF THE CIVILIAN WORK FORCE IN THE CHICAGO SMSA. THE IMPLICATIONS ARE CLEAR.

(I WOULD LIKE TO PARENTHETICALLY NOTE HERE THAT THE DEPARTMENT OF INSURANCE MAINTAINS NO RECORDS AS TO THE NUMBER OF PERSONS EMPLOYED BY THE INSURANCE INDUSTRY AS SUCH. AS OF SEPTEMBER 1974, THERE WERE 168,197 AGENT LICENSES AND 23,398 RESIDENT BROKER'S LICENSES ISSUED AND/OR RENEWED. HOWEVER, ONE INDIVIDUAL CAN BE A BROKER AS WELL AS AN AGENT FOR AN INDETERMINATE NUMBER OF COMPANIES. FURTHER, LICENSE RECORDS ARE KEPT ALPHABETICALLY AND THERE IS NO SEGMENTATION AS TO SEX, RACE, AGE, NATIONAL ORIGIN OR CREED. CURRENT EMPLOYMENT STATISTICS FROM THE ILLINOIS DEPARTMENT OF LABOR REPORT THAT INSURANCE CARRIERS AS A WHOLE EMPLOY 77,100 PEOPLE IN ILLINOIS - 25,900 IN LIFE INSURANCE, 36,100 IN FIRE, MARINE AND CASUALTY, AND 15,200 IN "OTHER" INSURANCE CATEGORIES.)

IT IS PERTINENT TO RECOUNT HERE SOME OF THE TESTIMONY GIVEN BY THE DIRECTOR OF THE PUBLIC CONTRACTS DIVISION OF THE ILLINOIS FEPC BEFORE THE ILLINOIS INSURANCE STUDY COMMISSION AT A HEARING ON SEX DISCRIMINATION IN JULY OF THIS YEAR. STATISTICAL DATA DRAWN FROM A ONE-YEAR PERIOD CONCERNING FOUR ILLINOIS INSURANCE

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COMPANIES WAS SUBMITTED. THE DATA INDICATED THAT WHILE WOMEN COMPRISED 68.9% OF THE COMPANIES' TOTAL EMPLOYEES, THEY COMPRISED ONLY 29.9% OF THE FOUR UPPER-LEVEL JOB CATEGORIES AND 92% OF THE TWO LOWER-LEVEL JOB CATEGORIES (OFFICE/CLERICAL AND SERVICE). OR, OF ALL THE WOMEN EMPLOYED IN THOSE COMPANIES, ONLY 16.1% WERE EMPLOYED IN THE FOUR UPPER-LEVEL CATEGORIES AND 83.9% IN THE TWO LOWER-LEVEL CATEGORIES -- COMPARABLE PERCENTAGES FOR EMPLOYED MALES WERE ALMOST IDENTICALLY REVERSED.

I ALSO THOUGHT IT INTERESTING TO NOTE THAT PART OF THIS TESTIMONY RECORDED FRUSTRATION OVER THE ILLINOIS FEPC'S OWN STATUTORY LIMITATIONS IN INITIATORY AND CLASS ACTION POWERS IN THE AREA OF DISCRIMINATION.

I BELIEVE THE TREND IS CHANGING. THE WALL STREET JOURNAL JUST THE OTHER DAY PUBLISHED A FEATURE INDICATING THAT EMPLOYERS ARE CONCLUDING THAT FEMALE EMPLOYEES WHEN "TREATED AS EQUALS TO MEN, WORK AS EQUALS." ITS SURVEY OF MAJOR EMPLOYERS INDICATE THAT "MORE AND MORE COMPANIES ARE FINDING THAT THE TRADITIONAL CHARACTERIZATION OF A WORKING WOMAN AS A FLIGHTY FACTOR IN THE NATION'S WORK FORCE IS INVALID TODAY. QUIT RATES, TURNOVER AND ABSENTEEISM AMONG WOMEN ARE DROPPING -- NOT ONLY IN COMPARISON WITH LEVELS IN PRIOR YEARS BUT ALSO, IN SOME CASES,

WHEN MEASURED AGAINST LEVELS FOR MALE EMPLOYEES."

IT WAS RELEVANT THAT THE JOURNAL REPORTED THAT AT AETNA LIFE AND CASUALTY COMPANY, THE TURNOVER RATE FOR WOMEN IN "TECHNICAL, MANAGERIAL AND PROFESSIONAL JOBS WAS 8.3% IN 1973, WELL UNDER THE 11% FOR MEN IN THOSE POSITIONS."

MY OBSERVATIONS CONCUR THAT MANY CONCERNS ARE FINALLY ALIGNING WITH POLICIES ADVANCED BY WOMEN'S GROUPS -- THAT "UNRELIABILITY AND JOB-HOPPING AMONG WORKERS ARE RELATED MORE TO JOB SATISFACTION, SALARY, OCCUPATIONAL LEVEL AND AGE THAN TO SEX."

THERE ARE INSURANCE COMPANIES THAT ARE MAKING MAJOR EFFORTS TO REVERSE THE DISCRIMINATORY TREND. I DO NOT BELIEVE PROGRESS CAN BE MADE UNLESS ENOUGH COMPANIES MAKE ACTIVE AFFIRMATIVE EFFORTS -- NOT JUST STATEMENTS OF CORPORATE POLICIES OF NON-DISCRIMINATION. I BELIEVE THAT COMPANIES MUST RECOGNIZE THAT FAILURE TO ACT WILL LEAD TO MASSIVE AND CRIPPLING LAWSUITS FROM THWARTED FEMALE EMPLOYEES.

IN LINE WITH THE DEPARTMENT'S ENDORSEMENT OF AFFIRMATIVE ACTION PROGRAMS TO ELIMINATE DISCRIMINATION, DESPITE ITS JURISDICTIONAL LIMITS, THE DEPARTMENT EARLIER THIS YEAR UNDER MY PREDECESSOR, FRED A. MAUCK, VOLUNTARILY INITIATED A COOPERATIVE PROGRAM AT THE REQUEST OF INTERESTED GROUPS, PRIMARILY "WOMEN EMPLOYED."

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A NUMBER OF COMPANIES DID RESPOND TO DIRECTOR MAUCK'S INVITATION TO FORM A TASK FORCE WITH THE GOAL OF DEVELOPING "SPECIFIC RECOMMENDATIONS FOR CHANGE REGARDING DISCRIMINATION OF WOMEN WITHIN THE INSURANCE INDUSTRY.". IT WAS HOPED THAT THIS TASK FORCE WOULD FORMULATE A MODEL AFFIRMATIVE ACTION PLAN FOR ALL INSURANCE COMPANIES. HOWEVER, WHILE THIS TASK FORCE WAS IN ITS FORMATIVE STAGE, EVIDENTLY DISPUTES AROSE AS TO HOW THE TASK FORCE WOULD PROCEED AND, AS AN UNFORTUNATE RESULT, VOLUNTARY PARTICIPATION WAS WITHDRAWN BY ALL PARTIES, EXCEPT THE DEPARTMENT. INFORMAL LIAISON WAS AND WILL BE MAINTAINED BY THE DEPARTMENT WITH WOMEN EMPLOYED.

THE DEPARTMENT, HOWEVER, WHILE NOT FORMULATING MODEL PROGRAMS NOR LEGISLATION, WILL CONTINUE TO ENCOURAGE ADOPTION OF AFFIRMATIVE ACTION PROGRAMS, ALTHOUGH IT CANNOT COMPEL. THERE IS NO QUESTION THAT A MODEL PLAN WOULD PROVIDE THE STANDARD FOR MEANINGFUL GOALS, AND SIGNIFICANT CHANGES IN HIRING, TRAINING, PROMOTION AND COMPENSATION PRACTICES COULD BE MEASURED. THE DEPARTMENT OF INSURANCE HAS TAKEN STEPS TO SET A STRONG EXAMPLE.

SPEAKING TO THE EFFORTS OF THE INSURANCE DEPARTMENT IN ACHIEVING THIS GOAL, I WAS MOST PLEASED UPON TAKING OVER MY DUTIES IN SEPTEMBER AS DIRECTOR OF

INSURANCE TO LEARN OF THE STATE'S AFFIRMATIVE ACTION PROGRAM, ESTABLISHED BY THE GOVERNOR'S EXECUTIVE ORDER OF OCTOBER 19, 1973. IN THAT ORDER THE GOVERNOR

SAID:

"IT IS THE POLICY AND THE LAW OF THIS STATE THAT THERE BE NO DISCRIMINATION IN EMPLOYMENT BASED ON RACE, RELIGION, SEX OR NATIONAL ORIGIN AND THAT EXISTING BARRIERS TO EQUAL EMPLOYMENT OPPORTUNITY BE ELIMINATED.

"HOWEVER, EQUALITY OF TREATMENT FOR ALL EMPLOYEES CAN ONLY BECOME A REALITY IF ILLINOIS TAKES AFFIRMATIVE STEPS TO ERADICATE THE EFFECTS OF PAST DISCRIMINATION. ASSURING FAIR TREATMENT FOR ALL EMPLOYEES PROMOTES THE MERIT PRINCIPLE, ENCOURAGES CAREER EMPLOYMENT AND RESULTS IN GREATER EFFICIENCY IN THE OPERATION OF STATE GOVERNMENT."

ON NOVEMBER 8 I ISSUED A DEPARTMENTAL MEMORANDUM STRESSING MY ENDORSEMENT OF THE DEPARTMENT'S AFFIRMATIVE ACTION PLAN, WHICH HAS THE FOLLOWING MAJOR GOALS:

THE DEPARTMENT WILL TAKE AFFIRMATIVE STEPS TO HIRE OR PROMOTE INTO THE OFFICIAL/MANAGER AND PROFESSIONAL CATEGORIES WOMEN AND MINORITIES.

THE DEPARTMENT BELIEVES THAT EFFECTIVE UPWARD MOBILITY OF WOMEN AND MINORITIES WILL BE ENHANCED BY PROVIDING TRAINING IN THE AREA OF HUMAN RELATIONS AND INTER-PERSONAL COMMUNICATIONS.

THE DEPARTMENT WILL TAKE AFFIRMATIVE STEPS TO INSURE THAT MINORITIES AND WOMEN ARE PROVIDED EQUITABLE PROMOTIONAL OPPORTUNITIES.

TARGET DATES HAVE BEEN ESTABLISHED FOR EACH OF THOSE GOALS AND THE PLAN HAS BEEN FILED WITH THE STATE'S AFFIRMATIVE ACTION DIRECTOR.

I BELIEVE THAT LIP SERVICE TO IDEALS IS NOT ENOUGH TO ACHIEVE GENUINE EQUAL EMPLOYMENT OPPORTUNITIES. THE FIRST STEP ON THE ROAD TO A SIGNIFICANT AFFIRMATIVE ACTION PROGRAM IS A STRONG COMMITMENT ON THE PART OF FIRST-LINE STAFF AND SUPERVISORS, AS AFFIRMATIVE ACTION ENCOMPASSES ALL ASPECTS OF THE DEPARTMENT'S EMPLOYMENT RELATIONS. WE RECOGNIZE IT IS NOT LIMITED TO RECRUITING OR PROMOTING EMPLOYEES BUT INCLUDES THE DAY-TO-DAY OPERATIONS SUCH AS THE SUPERVISORY-EMPLOYEE RELATIONSHIPS, TRAINING, WORK ASSIGNMENTS, FACILITIES AND JOB LOCATION, DEPARTMENT-SPONSORED EMPLOYEE RECREATIONAL OR SOCIAL ACTIVITIES, ETC. I, AS DIRECTOR, AM COMMITTED TO THE DEPARTMENT'S AFFIRMATIVE ACTION PLAN AND FIRMLY EXPECT IT WILL BE GIVEN WHOLEHEARTED SUPPORT, ACTIVE INTEREST AND CONTINUING IMPLEMENTATION BY ALL LEVELS OF THE DEPARTMENT'S RESPONSIBLE MANAGEMENT PERSONNEL.

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AGAIN, HOWEVER, I MUST POINT OUT THAT THE DEPARTMENT CANNOT ALTER CURRENT EMPLOYMENT PRACTICES IN THE INDUSTRY IT OTHERWISE REGULATES WITHOUT APPROPRIATE EMPOWERING LEGISLATION. AS ILLINOIS HOUSE RESOLUTION 847 NOTES, "THE GENERAL ASSEMBLY OF THE STATE OF ILLINOIS, THROUGH THE ILLINOIS DEPARTMENT OF INSURANCE, IS THE BODY WHICH REGULATES AND CONTROLS THE PRACTICES OF THE INSURANCE INDUSTRY IN THE STATE OF ILLINOIS, AND THUS MUST ASSUME RESPONSIBILITY FOR THE SUPERVISION OF INSURERS TO BRING ABOUT COMPLIANCE WITH THE LAWS."

AT PRESENT, THE HARD FACTS ARE THAT IN ADDITION TO HAVING NO JURISDICTIONAL AUTHORITY IN THE AREA OF DISCRIMINATORY EMPLOYMENT PRACTICES, FOR FISCAL 1975 THE DEPARTMENT HAS NEITHER THE FUNDS NOR THE PERSONNEL TO UNDERTAKE RESEARCH AND THE FORMULATION OF A MODEL AFFIRMATIVE ACTION PROGRAM. ANY INITIATIVES BY THE DEPARTMENT WILL DEPEND UPON VOLUNTARY ASSISTANCE, WORK AND COMMITMENT FROM PRIVATE PARTIES.

MY OWN "VOLUNTARY ASSISTANCE" AND COMMITMENT TO THE ELIMINATION OF SEX EMPLOYMENT DISCRIMINATION IN THE INSURANCE INDUSTRY IS REFLECTED IN THE FACT THAT I HAVE AGREED TO KEEP THE DOOR OPEN TO CONCERNED WOMEN'S GROUPS AND PROVIDE AS MUCH MORAL AND EVEN INTERCESSORY SUPPORT AS POSSIBLE.

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Exhibit No. 92

STATEMENT

Presented to the

United States of America
Commission on Civil Rights

by

Clyde H. Brooks, Manager
Equal Employment Opportunity and
Employee Relations

November 22, 1974

On November 18th, 1974, Lucy R. Edwards Assistant General Counsel United States Civil Service Commission, visited me at the Blue Cross Association to arrange my appearance at this public hearing.

The Blue Cross Association is a tax exempt non-profit corporation organized pursuant to the Illinois General Not-For-Profit Corporation Act, to which the 75 local, not-for-profit community oriented, Blue Cross Plans operating throughout the United States voluntarily belong.

The BCA supports the Commission's efforts to study the question of possible sex discrimination and, therefore, have submitted the data requested on our employment statistics. We emphasize the sensitive nature of the information submitted, particularly with respect to interpretation, and the submission of this statement is in the spirit of cooperation with the Commission. We wish to supplement the data with a brief summary of our administrative practices.

The Blue Cross Association is taking measures to assure that females and minorities are provided the same opportunities for employment, development and advancement as males and non-minorities. We have notified our referral agencies of our affirmative action policy. We have specified our intention of making jobs available to all qualifiable employees in all job classifications, without regard to minority status or sex. Extensive efforts are made through internal job postings, communication of affirmative action goals to employees, advertising, and attendance at minority conferences, to recruit females and minorities.

Significant changes have been made over the last few years to assure that our procedural guidelines and benefit programs do not discriminate between male and females or minority and non-minority employees.

Employer contributions for employee benefits are the same for females and males. The same benefits and levels of coverage are provided to all employees; likewise, the same benefits which are made available for the wives and families of male employees are also made available for the husband and families of female employees. Maternity benefits are provided under our Health Insurance Program for the wives of male employees, as well as for single and married female employees.

Disabilities caused by pregnancy, miscarriage, abortion, childbirth and recovery are treated the same as any temporary disability under our Leave of Absence Program. All benefits remain in effect for the

employee during the disability period at the company's expense. A Short-Term Disability Program, supplementing our sick leave program, has been implemented at BCA to provide employees with a reasonable income when they become disabled because of illness and/or accident, including maternity related disabilities. Employees are eligible for coverage under the Program if they have worked at BCA for one year as of the date of disability. The length of leave, the availability of extensions, the accrual of seniority, payment of accrued sick leave, and reinstatement to former job and salary are applied on the same terms as they are applied to other temporary disabilities.

To assist in the professional growth of our employees, BCA maintains a Tuition Refund Program which reimburses 100% of tuition expended to all employees enrolled in job-related courses. Limitations of the Program are: (1) the employee must satisfactorily complete the course (attain "C" grade or better), (2) the employee can be reimbursed only for a maximum of two courses per semester, (3) the course must be taken at an accredited high school, college, or university.

As a prime Federal contractor, it is our responsibility to provide equal employment opportunity to minorities and females on a non-discriminatory basis. For some time now, we have been working to identify qualified and qualifiable female for employment and promotion

to higher level positions. Analysis of the data will show that nearly forty percent of all Professionals are now females. While we haven't yet achieved our ultimate objective of having a vertical distribution equivalent to the makeup of the workforce of our Standard Metropolitan Statistical Area we have made significant strides in this direction. In consultation with Federal Compliance Staff Specialists, it has been determined that the ultimate objective can be achieved only by following our present program of goal-oriented recruitment and development.

Recently, we conducted a study to see whether the design or administration of our compensation program had discriminatory effects on women. The results indicated that it did not and that if women made less money than men they had less service, usually as a result of recent hire or promotion, and that neither the pay practice nor policy was discriminatory.

EEO Affirmative Action in Blue Cross Plans

January 1966 is the recognized beginning of formal EEO efforts within Blue Cross Plans and BCA. This was the beginning of Medicare and therefore represents the time the Social Security Administration started to review equal opportunity efforts. From 1966 to the present, a period of only eight years, Plans increased their minority representation from 6.2% to 23.4%. During the same period, Blue Cross only and joint Plans increased their overall employment from 22,000 to 60,075 employees. It is interesting to note that the rise in minority employment began to climb with the funding of Medicare Programs. While we are pleased with the increase of minorities and the upgrading of females in the combined workforce, it must be recognized that a major factor that contributed to this growth was the mandate imposed upon us by accepting federal contracts.

Of the 60,075 employees in Blue Cross only and joint Plans, 43,862 are females. Females represent 73.0% of the total workforce.

A breakdown of the 43,862 females by job category is as follows:

Officials	45	of	1068	4.2%
Managers	732	of	3601	20.3%
Supervisors	1583	of	2552	62.0%
Professionals	2130	of	6850	31.0%

Sales Workers	302	of	1956	15.4% —
Technicians	6298	of	8487	74.2%
Office & Clerical	32,510	of	34,792	93.4%
Service Workers	234	of	735	31.8%
Others	34	of	28	82.3%

These figures suggest greater efforts must be made to employ more females as officials and saleworkers as well as managers.

In some Plans, the turnover of female employees, especially minorities is a problem. We know some of the reasons for the turnover are the relocation of some Plans from the inner city to suburban communities where public transportation is lacking, pregnancy and job opportunities in other companies.

It is clear that discrimination has not been and may never be completely eliminated. In the past, discrimination against females has been viewed as an individual isolated act of unequal treatment in which a female was treated differently than a white male. The Blue Cross Association recognizes that employment discrimination is not a series of individual, isolated, or unequal actions and that for too long, racism and sexism have been a way of doing business.

In December 1973, a list of Affirmative Action expectations for 1974 were prepared for Blue Cross Plans and BCA. These included the following:

1. Employment of minorities and women in outside sales and others contact jobs.

STATUS

While we are pleased with the progress that has been made since the formal beginning of our Affirmative Action Program, the employment of females into outside sales and other public contact jobs remains a top priority. Evidence of this progress is best described in the percentage of females in these jobs from less than 2% in 1966 to the current 15.4 percent. We are seeking to reach prompt and full utilization of females in outside sales and other similar jobs within a minimum feasible time period. We define prompt and full utilization as a point where females equal the SMSA labor market (for Member Plans and BCA).

2. Effective training programs that provide minority and female upward mobility in each Plan.

STATUS

BCA and each Member Plan are required to report annually on the involvement of minorities and females in training programs.

The report is a formal part of the annual Affirmative Action Program submitted to BCA by each Member Plan. While BCA does not prepare a composite report reflecting the total training design of all Member Plans, in 1974, a review of the training efforts of 6 of the Member Plans indicates that many Plans are expanding internal training programs and are actively urging females and minorities to take greater advantage of these opportunities.

It is estimated that seventy five percent of the Member Plans provide tuition reimbursement for employees who desire to pursue formal educational and training opportunities. One of the major needs of Plans involved in training is to increase counselling services to females and minorities. Such counselling must be vital part of performance reviews and designed to promote full utilization of such training opportunities.

In addition, each Plan and BCA are require to submit quarterly reports reflecting the total number of promotions by job category, sex, and race. The reports are monitored by the Insurance Compliance Staff of the Social Security Administration and BCA. The number of female and minority promotions continues to increase annually; however, BCA recognizes that greater efforts must be made to accelerate the promotions of more females and minorities into higher level positions.

To assist employees of Member Plans, BCA working with the Chicago Plan have launched a National Assessment Center. The Center is directed by a minority female and seeks to assess the potential of employees (including females and minorities) for training opportunities that can lead to promotional opportunities in top management positions.

3. Stronger EEO commitments from the top official of each Plan; not simply stereotype non-discrimination statements, but rather firm commitments to affirmative and corrective action.
4. Open declarations of EEO policy by Plan Boards of Directors and the Board of Governors of BCA.

STATUS

On April 17, 1974, the Blue Cross Association Board of Directors adopted a resolution reaffirming to Association's endorsement of the spirit and letter of Presidential Order 11246. The resolution includes strong language regarding the need to accelerate efforts to employ, upgrade, and/or promote qualified and qualifiable minorities and females with particular reference to officer, managerial, professional, and sales worker categories. This

resolution was contained in a letter from the President of BCA to all Plan Chief Executives (See Exhibits A and B). In addition, BCA and Member Plans must submit approved EEO policy statements annually. These are monitored and viewed against progress made in eliminating identified deficiencies in the utilization of females and minorities.

In 1975, efforts, including personal consultation and direction, will be expanded to ensure that all Plan Officials fully understand the priority that BCA has given to EEO and Affirmative Action.

5. Accountability of executives, managers, and supervisors for implementation of their EEO obligations; inclusion of EEO performance as a factor in their performance ratings.

STATUS

The Blue Cross Association recognizes the need to ensure that executives, managers, and supervisors are held accountable for EEO performance. Exhibit B of this report is the presentation that Mr. D. Eugene Sibery, BCA Executive Vice President made to all BCA staff with hiring authority.

As indicated in the statement, every effort will be made to ensure that EEO performance is a significant part of any and all job performance reviews of supervisory personnel.

Through On-Site EEO Compliance Reviews, BCA EEO staff continuously encourages Plans to incorporate EEO performance in the job descriptions of hiring supervisors, managers, and executives.

6. The National Association must provide leadership, guidance and counsel to Member Plans in a manner which enables Plans to carry out their EEO obligations effectively.

Each year, the Blue Cross Association and the National Association of Blue Shield Plans sponsor workshops for Plan EEO staff. In 1974, three EEO workshops were held in Boston, Atlanta, and San Francisco. These workshops provides the two National Associations with an opportunity to direct Member Plans in the preparation of acceptable Affirmative Action Programs.

In addition, during 1974, BCA EEO staff conducted desk audit and/or On-Site EEO Compliance Reviews of 61 Member Plans. The purpose of these audits and reviews is to help ensure that the Affirmative

Action Programs of Member Plans are in compliance. Should deficiencies be identified corrective action on the part of the particular Plan is required.

In 1973-74, this speaker and the Chief of the Insurance Compliance Staff of the Social Security Administration addressed Plan executives regarding the importance of EEO and Affirmative Action.

7. Open up and disseminate parts of the AAP's to employees, the public and interested organizations.

STATUS

BCA will continue to urge Member Plans to disseminate essential parts of the Affirmative Action Program to all employees as well as to the public and interested organizations as required by Revised Order No. 4. Of course, such disclosure will not include salary and similar confidential information. BCA and all Plans are monitored to ensure that the EEO clause appears on purchase order forms, annual reports, and other similar materials.

8. Establish long-range and interim goals at BCA and Member Plans to eliminate gaps in annual EEO planning.

A long-range planning design leading to the prompt and full utilization of minorities and females at all levels and in all segments of the workforce has been prepared and distributed to BCA and Member Plans. This expectation will be reflected in all 1975 Affirmative Action Programs of BCA and Member Plans.

9. Prepare AAP's for each substantially sized facility, not just the home office.

While this has been a requirement, full enforcement has not occurred. However, this requirement will be enforced in 1975. Specifically, Plans with regional and other offices with a workforce of 50 or more employees, and where decisions regarding hiring and terminations are decentralized, an Affirmative Action Program will be prepared for each such facility and submitted to BCA by January 31, 1975. This will also be monitored to ensure that goals, timetables, and action will occur to employ females and minorities, especially in upper management positions.

10. Provide an effective system for giving notice of all job openings to ensure there is equal employment opportunity for all throughout the Plans and BCA.

BCA, through its Inter-Plan Search and Transfer Program, provides BCA and Member Plans with an opportunity to communicate job openings for dissemination to all Plans and BCA. While Plan participation in the program is totally voluntary, it does establish a vehicle for dissemination of job openings.

During the EEO Workshops, Member Plans expressed the interest in the establishment of Regional Recruitment Centers to assist Plans in communicating job opportunities to other Plans, community institutions and female and minority organizations. Currently, each Plan is reviewing the need for such a program and will communicate their interest in writing in the next several weeks. In the meantime some Plans have asked to send resumes and applications of females and minorities who apply for a non-existent job, to BCA EEO staff. Such information could then be disseminated to all Plans via a "Hot-Line", (monthly newsletter).

BCA and Plans send, on a regular basis, a list of job openings to various community organizations and institutions, as well as to minority focused and metropolitan oriented newspapers.

During BCA On-Site EEO Compliance Reviews of Member Plans, each Plan is urged to post all job openings. While progress is being made, this is a top priority as BCA EEO staff monitor and analyze 1975 Affirmative Action Programs.

In closing, the challenge to Blue Cross Plans and BCA is to apply equal employment opportunity the management expertise and leadership that have made the Blue Cross concept such a vital factor in health care prepayment. However, we also recognize that we have a long way to go in eliminating all sexism and racism that has been a "cancer" in the historical development of the nation. We do not profess to be innocent of racial and sex discrimination, but this Commission can be assured that an aggressive and continuous effort will be made to rid BCA and Plans of any form of discrimination. We are firm in our resolve; and it is my pledge that as long as I am a part of this organization, effort will be made to provide the quality of leadership that will assist BCA and its Member Plans to make greater strides in eliminating sex, race and all other forms of discrimination.

During the fifteen months that I have been associated with the Blue Cross Association many changes have occurred; and I believe that the progress that has made us number ONE in EEO throughout the industry will continue. If it does not then we must stand in judgment. Our current 23.4% nationally minority workforce population nearly doubles the minority population of this nation; however, our number one (1) problem is to move them up.

The thirty percent figure for females currently holding jobs above the technician level (Officials, Managers, Supervisors, Professionals, and Sales Workers) is very close to the national female labor market. Our challenge is to develop programs that will provide minorities and females in Office and Clerical jobs greater opportunities to develop those skills necessary to move up and up throughout the employment ranks of BCA and our Member Plans.

The Blue Cross Association and its member Plans are leaders in affirmative action. For years, we have been the "headlight" in health care prepayment. We will not be the "taillight" in EEO and Affirmative Action.

Exhibit No. 93



FRANK METZGER
SENIOR VICE PRESIDENT
CORPORATE AND
ORGANIZATION DEVELOPMENT

November 21, 1974

Ms. Lucy Edwards, Assistant General Counsel
United States Commission on Civil Rights
219 South Dearborn Street, Room 1254
Chicago, Illinois

Dear Ms. Edwards:

Per our discussion yesterday and in accordance with the duces tecum attached to your subpoena of November 12, 1974, our response with regard to the items requested is as follows:

1. As we discussed, Continental Casualty Company's Affirmative Action Plan is in the process of major revision and will be resubmitted to the Insurance Compliance Staff of the Social Security Administration in Baltimore during the period of November 29 - December 3, 1974. We agree to make available to you any part of that plan or all of it on request at the time mentioned above. As you know, the plan is being resubmitted and will not yet have been approved. Should there be any changes as a result of the review process, we will make those available to you as well.

There is presently no Affirmative Action Plan in being for Continental Assurance Company, nor has a due date for one as yet been set with the ICS. When such a plan has been developed, we will make it or any part of it available to you.

2. With regard to the statistics required in Item No. 2 on the employee work force, certain data are already included in the data we provided the Illinois Insurance Laws Study Commission for its hearings in July, 1974. These data, however, cover only Continental Casualty Company and cover the entire state of Illinois. Since you have requested these data in your Item No. 2 for both Continental Assurance Company and Continental Casualty Company, Home Office, we are preparing it and will submit it to you on or before December 15, 1974. The data will be as of December 31, 1973, and will be based on the information submitted to the government on the

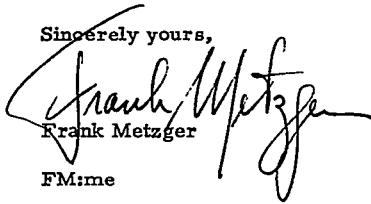
Ms. Lucy Edwards
November 21, 1974
Page Two

EEO-1 forms. Since these data are updated annually, we will be able to provide all requested data through December 31, 1974 at the time we submit this information on the EEO-1 forms in May, 1975.

3. Information with regard to our submission to the Illinois Insurance Laws Study Commission for its July, 1974 hearings was already given to you by Mr. Carl C. Walters, Assistant Vice President, Government Relations, during your visit to his office on October 28, 1974.
4. Certain information with regard to training programs and a breakdown of participants by race and sex is already included in the materials furnished you as per No. 3 above. We will, however, give you a more detailed analysis of this on or before December 15, 1974.

I will be pleased to discuss the above matters further with you at your convenience and appreciated the opportunity we had yesterday of discussing our program.

Sincerely yours,

A handwritten signature in cursive script, appearing to read "Frank Metzger". The signature is written in dark ink and is positioned to the right of the typed name.

Frank Metzger

FM:me

Exhibit No. 94

July 18, 1974

**TESTIMONY BEFORE THE ILLINOIS INSURANCE LAWS
STUDY COMMISSION REGARDING SEX DISCRIMINATION
IN THE INSURANCE INDUSTRY**

My name is Linda G. Mayer, and I am director of the Public Contracts Division of the Illinois Fair Employment Practices Commission. I have some limited data and observations to present to this Commission with respect to the employment practices of insurance companies doing business in Illinois but would like to preface this presentation with a description of the Illinois FEPC's activities and powers with particular reference to charges of sex discrimination and to our relatively new Public Contracts Program.

The Illinois FEPC was created by statute in 1961 to investigate and resolve charges of employment discrimination based on race, color, religion, national origin or ancestry by private and public employers and labor organizations. Jurisdiction for the handling of charges of employment discrimination based on sex was added to our Act in August, 1971, and "Guidelines on Discrimination in Employment Because of Sex" were subsequently promulgated (Attachment A). During the ensuing three years, we have received 837 charges of sex discrimination of a total of 4,518 charges filed, with such sex discrimination charges comprising some 17% of the approximate 2,000 charges filed with us annually.

In contrast with our counterpart on the federal level, the Equal Employment Opportunity Commission (EEOC), the Illinois FEPC is statutorily limited in three important aspects. First, our jurisdiction insofar as private employers is concerned is limited to companies having 25 or more employees while the EEOC may accept charges against companies having 15 or more employees. Secondly and thirdly, unlike the EEOC, we do not have the powers to initiate an investigation without an individual filing a charge or to pursue remedies on an

-2-

"affected class" or "class action" basis. This means that although we may have sound basis for believing that an employer may be in violation of our Act, we can take no Investigatory action without an affected individual having filed a charge with us. This also means that even in the course of Investigating an individual's charge, should we observe discriminatory practices in other employment areas or affecting other employees or potential employees of the company, our statute prohibits us from acting beyond the parameters of the specific charge before us. Initiatory powers for the FEPC have been sought in every session of the Illinois General Assembly for the last several years without success, although in the last two sessions, this proposed legislation has passed the House only to be defeated narrowly in the Senate.

The original 1961 FEP statute included language relating to nondiscrimination under contracts with the State, its political subdivisions and municipal corporations. For reasons which I presume to be primarily budgetary, these provisions were not enforced until 1971 when the General Assembly amended the Act to provide for promulgation of rules and regulations to enforce the Public Contracts section, and, most importantly, appropriated \$100,000 for the initiation of an enforcement program. The FEPC adopted its "Rules and Regulations for Public Contracts" (Attachment B) effective November 30, 1972, and this program, of which I am director, is now almost fully underway.

A key provision of our Rules requires all bidders subject to the competitive bidding requirements of the Illinois Purchasing Act to be Prequalified by the FEPC in order to be eligible to submit bids on State contracts. This FEPC Prequalification requirement became effective July 1, 1973, and now, a little more than one year later, more than 12,000 companies have applied for such Prequalification.

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Application for FEPC Prequalification consists of completing and filing an "Employer Report Form--Prequalification" (FEPC Form PC-1) (Attachment C) which provides an employment profile of the bidder including an employee breakdown by job category, sex, and minority group. Until we have completed our conversion to a computerized administration of this Program, (we are in the final throes of such conversion now), our procedure is the issuance of an FEPC Bidder's I.D. Number upon receipt of a completed PC-1 form and subsequent analysis of the bidder's workforce. Based on this analysis, if a bidder is found to be underutilizing minorities and/or women according to the guidelines included in our Rules under Section 4.2, the submission of an Affirmative Action Plan is required whereby the bidder commits to taking positive steps over a period of time to rectify such identified underutilization.

With respect to the applicability of our Rules and Regulations for Public Contracts to local governmental contracts, our Act and the Rules clearly indicate jurisdiction over the employment practices of companies doing business with local governments as well as State. However, in the first year or two of this Program, we knew that there was no way we could effectively monitor all public contracts let by public bodies in the State of Illinois, which we estimate to number some 1,000 each day. The direct administrative enforcement outlined in the Rules, therefore, i.e., the annual FEPC Prequalification, is limited at this time to competitive bidders with State agencies and institutions. It was and is anticipated that this direct enforcement procedure will be broadened over the coming years (in phases, as we can handle the increased workload) to contracts with municipalities, counties, school districts, sanitary districts, and so forth. In the interim, if we have reason to believe that a local governmental contract-holder

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(who is not a State contract-holder) is in violation of the FEP Act, we do have jurisdiction and will investigate.

The testimony being presented today, however, is based solely on information gathered from PC-1 forms of four major insurers who have applied to be eligible to bid on State contracts.

As indicated earlier, we are still undergoing the agonies of computerizing data contained in PC-1 forms filed by over 12,000 companies, and I find myself at this time in the uncomfortable position of not having ready access to this yet-to-be-completed system. Consequently, I have had to manually extract data from only four companies that I knew we had on file and which I will describe momentarily. We may well have other insurance companies on file, and I believe we do have data for a large number of insurance agencies or brokers. I estimate that in about one month we will be able to search our entire record system for this additional information and will be glad to do so if this Commission so requests.

I have these last prefatory remarks. The FEPC adopted a policy over a year ago, and has recently amended its Rules, to treat the PC-1 forms submitted by State bidders as public information. This "disclosure" regulation further provides that any Affirmative Action Plan submitted pursuant to the Public Contracts Program is held in confidence but may be disclosed to any requesting party if the bidder does not object or, if there is objection, following a finding by the Commissioners in public meeting that such Plan does not contain valuable trade secrets entitled to confidentiality. There is now litigation pending with respect to this "disclosure" regulation of the FEPC and, as this testimony is being prepared, we are under court restraint. For this reason, the data being presented is necessarily a consolidation of the individual company reports on file and does not reveal the identity of the four companies nor their respective employment figures.

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The following Table 1 includes consolidated employment figures and percentages for only those facilities of the four companies that are located in Illinois and spans a one-year period. The bulk of these facilities, both in number and in size, are located within the six-county Chicago SMSA, although there are some smaller downstate Illinois locations. Based on the 1970 Census, women comprise 38.7% of the civilian labor force (16 years and over) in the Chicago SMSA, and minority persons (Black and Spanish-surnamed) comprise 19.0%.

An examination of Table 1 indicates an apparent marked underutilization of women primarily in the Professionals and Sales categories, as well as underutilization to a lesser degree in the Officials and Technicians categories. These four categories comprise the upper-level, higher-pay professional and management jobs as contrasted with jobs under the Office/Clerical and Service categories. Based on the figures presented in Table 1, while women comprise 68.9% of the companies' total employees, they comprise only 29.9% of the four upper-level job categories and 92% of the two lower-level job categories (Office/Clerical and Service). Another way of examining these figures contained in Table 1 indicates that of all the women employed, only 16.1% are employed in the four upper-level categories and 83.9% are employed in the two lower-level categories. The comparable percentages for employed males are almost identically reversed....83.8% of all males fall under the four upper-level categories, and 16.2% fall under the two lower-level categories.

It should be pointed out that how the companies classify their employees into the designated job categories is vitally relevant to this analysis. A company, for example, may inappropriately include the head typist of a secretarial pool under the "Officials, Managers/ Supervisors" category. Such erroneous classifications can only be identified pursuant to our staff conducting a compliance review when

TABLE 1.

Employment Information of Four Insurance Companies' Facilities Within the State of Illinois

Job Categories	Total Employees		Total Male		Total Female		Black Male	
	No.	(%)	No.	(%)	No.	(%)	No.	(%)
Officials, Managers/ Supervisors	799	(100.0)	525	(65.7)	274	(34.3)	15	(1.9)
Professionals	612	(100.0)	477	(77.9)	135	(22.1)	24	(3.9)
Technicians	431	(100.0)	266	(61.7)	165	(38.3)	37	(8.6)
Sales	103	(100.0)	96	(93.2)	7	(6.8)	4	(3.9)
Office/Clerical	3274	(100.0)	264	(8.1)	3010	(91.9)	93	(2.8)
Service	12	(100.0)	-	(--)	12	(100.0)	-	(--)
Totals	5231	(100.0)	1628	(31.1)	3603	(68.9)	173	(3.3)

(continued)

Table 1 (continued)

Job Categories	Black Female		Spanish Male		Spanish Female		Other Min. Male		Other Min. Female	
	No.	(%)	No.	(%)	No.	(%)	No.	(%)	No.	(%)
Officials, Managers/ Supervisors	54	(6.8)	3	(.4)	3	(.4)	5	(.6)	3	(.4)
Professionals	20	(3.3)	2	(.3)	1	(.2)	24	(3.9)	4	(.7)
Technicians	28	(6.5)	1	(.2)	1	(.2)	7	(1.6)	2	(.5)
Sales	2	(1.9)	-	(--)	-	(--)	1	(1.0)	-	(--)
Office/Clerical	1152	(35.2)	10	(.3)	84	(2.6)	13	(.4)	71	(2.2)
Service	-	(--)	-	(--)	-	(--)	-	(--)	-	(--)
Totals	1256	(24.0)	16	(.3)	89	(1.7)	50	(1.0)	80	(1.5)

Illinois Fair Employment Practices Commission
July 18, 1974

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comparative salary scales and job descriptions are examined in detail. With respect to FEPC review of the four companies included in this consolidated presentation, we conducted a "desk audit" of one smaller company and secured Affirmative Action hiring goals for the period ending December 31, 1974; we conducted an onsite compliance review at another of the companies who, following the review, withdrew its application for Prequalification, was issued an Order of Noncompliance and is no longer an eligible State bidder; and we are currently scheduling analysis and compliance reviews of the two remaining companies who submitted their PC-1 forms within the last 90 days.

I wish to point out that the NON-employment practices of the insurance industry, particularly the writing of employee disability policies, may directly affect the fair employment practices of many NON-insurance companies in the State. Pursuant to compliance reviews conducted under our Public Contracts Program, we have encountered a number of companies who are in violation of the FEPC Guidelines on Discrimination in Employment Because of Sex (Sections X and XI) because insured disability leave benefits are not available to women as a result of pregnancy. While thus far the companies we have cited in noncompliance in this area have changed their disability benefits to include sick leave and/or leave of absence due to pregnancy; in some instances this has resulted in increased insurance premium costs. We are closely monitoring the several suits pending in the federal courts on various aspects of this issue and while the courts could conceivably decide that the denial of maternity leave benefits is not discriminatory against women, this would not prevent this Commission from considering recommending legislation or regulations to require such coverage.

In conclusion, I regret that the employment information I am able to present to you has been limited in part by both our current com-

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puterization problem and pending litigation. I want to re-emphasize, however, that even absent these two factors, the FEPC would not be able to comment comprehensively on employment practices of the insurance industry in Illinois because of our statutory limitations. Assuming that this Commission plans to recommend legislation in this area, I propose for your consideration the need for both initiatory and class action powers for the FEPC. You might also consider the approach of subjecting to the provisions of the Fair Employment Practices Act all or selective industries currently under the State's licensing and/or regulatory powers.

What I'm really trying to say, gentlemen, is that I'm very displeas~~ed~~ at having to testify before you with incomplete data and having to explain why the FEPC is not fully equipped to deal with employment discrimination in the insurance industry based on sex or race or other irrelevant factors prohibited by law.

It disturbs me that the FEPC has been under-budgeted and understaffed since its inception.

It disturbs me that in the year 1974, the FEPC is still fighting for initiatory and class action powers enjoyed in other states and on the federal level for years.

It disturbs me that ten years were lost before Illinois achieved a program to prevent discrimination and promote equal employment opportunity under contracts funded through taxes of all its citizens.

It disturbs me that this Commission should even find it necessary to include employment in this hearing on sex discrimination when the State of Illinois has had a fair employment practices commission for 13 years.

My frustrations at having to present such testimony today -- testimony that I consider to be much less comprehensive and definitive than it should be -- will be well compensated for if this Commission

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will recognize the correlation between a deficient Fair Employment Practices Act and the continuing prevalence of job discrimination in Illinois, and will recommend the appropriate strengthening of the Illinois Fair Employment Practices Commission.

I thank you for the opportunity to testify today and will be pleased to address myself to any questions.

Exhibit No. 95

BEFORE THE
UNITED STATES COMMISSION ON
CIVIL RIGHTS

STATEMENT OF POSITION
ON BEHALF OF CHICAGO PLANT OPERATIONS,
GENERAL ELECTRIC COMPANY,
MAJOR APPLIANCE BUSINESS GROUP
PRESENTED AT PUBLIC SESSION
NOVEMBER 22, 1974

Two representatives of General Electric Company, Chicago Plant Operations, Major Appliance Business Group (referred to by the Commission and hereinafter "Hotpoint") have been subpoenaed by the Commission to appear at this public session to give testimony regarding certain alleged practices of sex discrimination against female hourly employees of Hotpoint. In addition, the Commission served Hotpoint--less than 72 hours prior to the commencement of the public session--with a subpoena duces tecum which requests a voluminous amount of documents, compilations, lists and other evidence. Hotpoint has this date submitted to the Commission a Petition to Revoke those subpoenas, and has summarized in that Petition its reasons for the request.

Hotpoint has also submitted sworn statements, with exhibits and other documentary information, to the Commission dealing not only with Hotpoint's general approach to the goal of equal employment opportunity, but specifically refuting individual charges of sex discrimination which the Commission indicated--on November 20, 1974--it was going to make public at this session. These statements and documents

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were submitted voluntarily by Hotpoint. In so doing, Hotpoint wishes to make it clear that it does not thereby waive its positions on the validity or propriety of the Commission's action with respect to Hotpoint. We recognize, however, that the Commission is sincere in its efforts and in the position it has taken, and to the extent that Hotpoint has been able to do so without surrendering its legal position and/or releasing confidential information--the publication of which could seriously threaten Hotpoint's competitive position--we have attempted to supply the Commission with relevant data. Hotpoint is also concerned, of course, that the record concerning specific allegations of sex discrimination be as balanced and fair as possible. It is respectfully submitted that within the above constrictions, the physical appearance and testimony of Hotpoint's subpoenaed representatives could add little to the materials already submitted voluntarily.

Hotpoint also feels that the data heretofore voluntarily submitted to the Commission goes far toward answering many of the specific areas of inquiry touched upon in the subpoena duces tecum served on Tuesday, without compromising Hotpoint's legal and/or competitive position.

In this Statement of Position, Hotpoint would like--briefly--to touch upon the major issues it has previously raised with respect to these public proceedings. We feel that these issues are substantial, and pose grave problems of law, policy and constitutional protection.

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First, Hotpoint respectfully challenges the jurisdiction of this Commission to investigate--particularly through the procedure of public sessions--allegations of private employment discrimination. As a legal issue, we submit that Congress intended that such investigative function be entrusted to the Equal Employment Opportunity Commission rather than this Commission. This is not a purely academic issue, with which only lawyers need be concerned. For the E.E.O.C. is charged by Congress with keeping confidential the information it discovers in its investigation, pending disposition of the charges. This is not only to protect the respondent and charging parties, but to facilitate candor, openness and frankness on the part of all concerned. By definition, information of an identical character presented in public session could not be protected by this federally-mandated non-disclosure requirement. Moreover, the E.E.O.C.--if it finds actual discrimination, and cannot remedy it by conciliation--has the power to take direct action against the alleged offender--action which is itself subject to constitutional due process protection for all concerned (including notice, reasonable opportunity to prepare, discovery procedures, right to cross-examine, and appellate review). This Commission, on the other hand, has a legislative function. It can take no direct legal action against an alleged discriminator (although it could refer such allegation to the E.E.O.C. or the State F.E.P.C.). Moreover, individuals

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or companies charged with violation of the law before this Commission do not have minimal guarantees of constitutional due process in the way that facts (or allegations) bearing on the charges are elicited in public.

Why--we ask--did Congress bother to vest the E.E.O.C. with broad investigative and remedial power, to expressly grant the protection of non-disclosure and insure the presence of due process with respect to the E.E.O.C., if it intended that this Commission--with none of those attributes--would be allowed to duplicate or overlap the E.E.O.C. in this function.

Hotpoint--like any other employer today--may be brought to task in a number of forums where sex--or other prohibited--discrimination is alleged: The Chicago Commission on Human Relations, the Equal Employment Opportunity Commission, the Office of Federal Contract Compliance, and even binding arbitration under its collective bargaining contract. We feel it is not only unfair and burdensome to require Hotpoint to defend its record in still another forum, but that an implied and undeserved criticism of the other aforementioned bodies is necessarily made thereby.

Hotpoint realizes, in taking the position it has, that it may be subjected to criticism both from the Commission and from other quarters. We wish to make it clear that our disagreement with the Commission's proposed procedures is an honest one--we in no way seek to impugn the Commission's

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motives or its sincerity. Indeed, we do not in any way disagree with the goal of equal employment opportunity--we are in fact completely dedicated to that goal.

It is possible, of course, that Hotpoint's objections (or many of them) would be moot if the materials and testimony requested were sought in executive session, with adequate assurances of non-disclosure to protect our legitimate business and competitive concerns. Unfortunately, no mention of this possibility has been made by the Commission, and that alternative is not presently open for our consideration.

In closing, we wish to note that Hotpoint has had only one individual charge of sex discrimination against a woman filed with a state or federal agency. And that charge--filed with the state F.E.P.C. almost three years ago--was ultimately dismissed. Moreover, out of almost 700 grievances filed between January 1, 1973 and June 30, 1974, only one alleged sex discrimination against a female. And, Hotpoint has successfully undergone compliance reviews of its anti-discrimination policies by the O.F.C.C. for the past seven years. We submit that these facts confirm a complete absence of sex discrimination against our female employees.

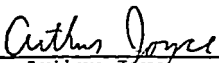
Respectfully submitted,

CHICAGO PLANT OPERATIONS,
GENERAL ELECTRIC COMPANY
MAJOR APPLIANCE BUSINESS GROUP

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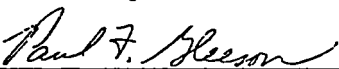

Paul F. Gleeson

Exhibit No. 96

This exhibit is on file at the
U.S. Commission on Civil Rights.

Exhibit No. 97

This exhibit is on file at the
U.S. Commission on Civil Rights.

Exhibit No. 98

This exhibit is on file at the
U.S. Commission on Civil Rights.

Exhibit No. 99

This exhibit is on file at the
U.S. Commission on Civil Rights.

Exhibit No. 100

AGREEMENT

**ZENITH
RADIO CORPORATION**

AND

**INDEPENDENT
RADIONIC WORKERS
OF AMERICA**

*AFFILIATE OF
NATIONAL FEDERATION
OF INDEPENDENT UNIONS*

Effective May 11, 1972

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AGREEMENT

THIS AGREEMENT, made and entered into by and between ZENITH RADIO CORPORATION, hereinafter referred to as the "Company", and the INDEPENDENT RADIONIC WORKERS OF AMERICA, hereinafter referred to as the "Union", witnesseth:

ARTICLE 1. Recognition.

- 1.1 The Company recognizes the Union as the exclusive collective bargaining agent for all hourly-rated factory production and maintenance employees of Zenith Radio Corporation and Zenith Hearing Aid Sales Corporation at the following Chicago, Illinois locations: (6001 West Dickens Avenue (Plant 1), 1500 North Kostner Avenue (Plant 2), 6501 West Grand Avenue (Plant 5), 1900 North Austin Avenue (Plant 6), excluding all office clerical employees; tool room and model shop employees; electricians, operating engineers, and any other employees represented by other labor organizations; office janitors; professional employees; and guards and supervisors as defined in Section 2 (11) of the Labor Management Relations Act of 1947 as amended.
- 1.2 The Company also recognizes the Union as the exclusive collective bargaining agent for all hourly-rated production and maintenance employees, including service and warehouse employees of Zenith Radio Distributing Corporation, 3501 West Potomac Avenue,

Chicago, Illinois and Northlake, Illinois, excluding (at all of the above locations) all office clerical employees, tool room and model shop employees, electricians and operating engineers and other employees currently represented by other labor organizations, office janitors, professional employees, and guards and supervisors as defined in Section 2 (11) of the Labor Management Relations Act of 1947 as amended. Since Zenith Radio Distributing Corporation is a separate corporate entity from Zenith Radio Corporation, a separate collective bargaining agreement has been entered into between the Union and Zenith Radio Distributing Corporation pursuant to this recognition provision; and said separate agreement adopts the substantive provisions of this agreement, with the exceptions stated in the separate agreement.

- 1.3 Both parties recognize that it is to their mutual interest and to the best interests of both the Company and its employees if the quality of the Company's products is improved and the manufacturing costs reduced. The Company and the Union mutually agree to cooperate fully to promote harmonious industrial relations and efficient production, for the benefit of employees, the Company and the Union.

ARTICLE 2. Management.

- 2.1 The management of the plant and the direction of the working forces, including the right to hire, transfer, suspend, discharge for cause and the right to relieve employees from duty because of lack of work or for other legitimate reasons are vested

exclusively in the Company, subject to the other provisions of this contract. Such rights will be exercised fairly and will not be used for purposes of discrimination against any employee and all disputes arising with reference to any such alleged discrimination shall be subject to the grievance procedure of the contract.

ARTICLE 3. Union Security.

- 3.1 The Company hereby agrees that all present employees who are members of the Union shall remain members of the Union as a condition of employment, that all present employees who are not members of the Union shall be required to become members of the Union within one week after the thirtieth (30th) day from the effective date of this Agreement, as a condition of employment, and that all new employees shall be required to become members of the Union within one week after the thirtieth (30th) day from the beginning of their employment or the effective date of this Agreement, whichever is later, as a condition thereof; provided that all of such employees are required, as a condition of their continued employment by the Company, to maintain their membership in the Union during the life of this Agreement, through payment of initiation fees and regular weekly dues. The provisions hereinabove in this paragraph set forth shall become void and of no further effect if at any time hereafter such provisions shall become contrary to or violative of any applicable law, except where such new law permits continuation of the provisions until

termination of the Labor Agreement.

ARTICLE 4. Check-off.

- 4.1 So long as this Agreement remains in effect and subject to the provisions hereof, the Company agrees to check off from the paychecks and/or checks covering vacation pay of all hourly paid employees who may be certified to the Company by the President and Secretary of the Union to be bona fide members thereof amounts representing initiation fees and/or membership dues of such members, as hereinafter provided. The President and Secretary of the Union will further certify to the provisions of the by-laws of the Union with respect to initiation fees and dues now contained therein, and in the event such provisions are changed at any time while this Agreement remains in effect, such changes will be likewise so certified. The Union agrees to furnish the Company with individual written assignments from employees to it authorizing either or both of such check-offs and the Company shall not be obligated to make said check-offs from the paychecks of any employee from whom such assignment has not been received. Such written assignments shall be in form mutually satisfactory to the Company and the Union. There shall be no checking off from paychecks of an employee for any week for which he receives less than eight (8) hours' pay. The Company is to remit such checked off sums weekly to the Union and is to deduct one percent (1%) from the gross amounts thereof for its bookkeeping and clerical expense.

ARTICLE 5. Wages.

- 5.1 The Company and the Union have agreed to and do hereby agree upon the wage schedule which is attached to this Agreement as Exhibit "A" and which shall be effective for the period of May 15, 1972 to and including July 1, 1973. The parties further agree that the wage schedule which is attached to this Agreement as Exhibit "B" shall be effective from July 2, 1973 to and including June 30, 1974. The parties further agree that the wage schedule which is attached to this Agreement as Exhibit "C" shall be effective from July 1, 1974 to and including June 30, 1975 and shall thereafter continue in full force and effect during the remainder of the existence of this Agreement, unless modified as a result of negotiations under the provisions of Article 37 hereof.
- 5.2 Any classification included in Exhibit "A" of this agreement shall be restricted from performance by any Zenith employee other than an employee covered by the bargaining unit. However, because of the technical nature of the Company's business, it is sometimes necessary for supervisory and/or technical employees to perform certain work normally performed by bargaining unit personnel, such as: 1) training or re-training; 2) work not recurring on a regular basis necessary to prevent temporary shut-down or stand-by time; 3) may occasionally check workmanship and quality, or 4) perform experimental or developmental work, excluding pilot runs, outside normal production areas.

ARTICLE 6. Night Shift Premium.

- 6.1 The night shift shall be any full eight (8) hour shift starting after 12:00 Noon and before 6:00 A.M.
- 6.2 Employees having less than five (5) years of seniority shall, when working on a night shift, receive a night shift premium of ten cents (10 cents) per hour. Employees having five (5) or more years of seniority shall, when working on a night shift, receive a night shift premium equal to ten percent (10%) of their regular hourly day rates, beginning the first work week following the date of their attainment of five (5) years of seniority.
- 6.3 Employees who regularly work on a night shift and who are scheduled to work on a Saturday shall receive a night shift premium for any hours worked although they do not work a full eight (8) hour shift.
- 6.4 When it is necessary to have employees regularly start to work after the normal starting time, such employees will be compensated at the night shift premium for hours worked beyond the regular quitting time of the day shift.
- 6.5 For eligible employees who are regularly working on a night shift when a holiday designated in Article 11 hereof occurs or as of their vacation eligibility date, their applicable night shift premium shall be included in computing the amount of holiday pay or vacation pay for which they are eligible.

ARTICLE 7. Hours of Work and Overtime.

- 7.1 The regular work week shall be forty (40) hours, and the regular work days shall be eight (8) hours, Monday through Friday, exclusive of a lunch or supper period. This is not a guarantee of hours of work per day or per week.
- 7.2 An employee shall be compensated for overtime as follows:
- 7.21 For time worked in excess of eight (8) hours per each established twenty-four (24) hour day, one and one-half (1½) times his regular hourly rate.
- 7.22 For time worked on shifts beginning on Saturday, one and one-half (1½) times his regular hourly rate for the first eight (8) hours and two (2) times his regular hourly rate for all hours in excess of eight (8).
- 7.23 For time worked on shifts beginning on Sunday, two (2) times his regular hourly rate.
- 7.24 For time worked on shifts beginning on designated holidays, see Article 11 hereof.
- 7.3 Any overtime payments in accordance with the provisions of this contract shall neither be duplicated nor pyramided in whole or in part, for the same hours worked.
- 7.4 Employees shall not be required to stay home or take time off to make up for premium pay days or hours.
- 7.5 Employees will not be compensated for time during lunch periods or supper periods.
- 7.6 Overtime—Rotation. Seniority rotation shall be by department first, then by building, and then by plant. Overtime shall be offered to the employee or employees who have been performing the operations during the regularly scheduled work days as follows.

7.61 On a Line—For the purpose of overtime rotation, a line is a group which under the best production standards would normally consist of five or more operators and the nature of the operation is such that the individual cannot regulate his own speed, but must adjust his speed to meet the line pace, the product moving from operator to operator manually or by conveyor, with no accumulation of the product between operators. A line shall be deemed to include all jobs in Labor Grade 8 or below that work on or service the line. When a line is scheduled to work overtime, such overtime shall be offered to the employee performing the operation. If there are insufficient employees to man the line, any further requirements will be filled in the following order:

- a) By those employees who normally fill such vacancies during regularly scheduled work days.
- b) By seniority rotation from other employees in the same job.
- c) By seniority rotation from other employees who are qualified by experience and who have performed similar work.
- d) Employees in labor grades 9 and above who work on or service a line may be worked out of overtime rotation provided that the Company equalizes overtime opportunity distribution among such employees within each department by job during a contract year. Overtime rotation lists must be maintained currently and conspicuously posted for each department. At the conclusion of each contract year, any employee who contends that on the basis of his position on the overtime list he has not received equal overtime opportunity within one rotation during the contract year, may request prompt correction of his status. If such an inequity exists in his overtime opportunities, he may be paid for those hours he would have worked had overtime opportunities been assigned in sen-

iority order or he will be offered the number of overtime opportunities, within one (1) opportunity necessary to correct this inequity in the following contract year.

- 7.62 Groups other than a line—When a group manufacturing like products or performing like work is scheduled to work overtime, work shall be offered in the following order:
- a) By seniority rotation from employees in the same job who have been performing like work during the regularly scheduled work days.
 - b) By those employees who normally fill such vacancies during regularly scheduled work days.
 - c) By seniority rotation from other employees who are qualified by experience and who have performed similar work.
- 7.63 Each employee must accept overtime work at the time it is assigned to him, otherwise, he must wait for a complete rotation of overtime work in his line or group to again be assigned such work. An employee who accepts overtime offered to him and then does not report for work on the day agreed upon will lose his turn on the next overtime seniority rotation.
- 7.64 Employees in service groups or specialized employee groups may be worked out of overtime rotation provided that the Company equalizes overtime opportunity distribution within each group by classification during a contract year. The Company agrees to notify the Union as to the identity of such groups at the beginning of the contract term. Should any changes be made in the the listing, the Company will notify the Union office in writing prior to effecting such change. Overtime rotation lists must be maintained currently and conspicuously posted for each group. At the conclusion of a contract year, any employee who is included in such a group and who contends

that on a basis of his position on the overtime list he has not received equal overtime opportunity within one rotation of the group during contract year, may request the prompt correction of his status. If any such inequity exists in his overtime opportunity, he will be paid for those hours he would have worked had overtime opportunities been assigned in seniority order.

- 7.65 Snow clearance and flood crews for work beyond the regular eight (8) hour shift shall be selected from among volunteers of the group normally performing such task on the shift and overtime shall be equalized to the extent practicable among such volunteers, and shall be separate from other overtime rotation provided for in this Article 7.
- 7.7 Each department shall maintain separate lists to be used in the assigning of overtime on a rotation basis as outlined in paragraph 7.6. Separate lists will be maintained for: (1) weekday overtime, (2) Saturday and Holiday overtime, and (3) Sunday overtime.
- 7.8 It is agreed that the above provisions covering overtime rotation do not apply in the event of emergency overtime. Emergency overtime is defined as overtime work necessitated by a shortage of parts or assemblies, engineering change, rework, or other non-recurring circumstances which would cause operations to be shut down in other departments or plants if the emergency overtime were not scheduled. In such cases, the trained employees regularly assigned to the operations affected by such emergency may be scheduled to work overtime not to exceed eight (8) hours in any single instance.

ARTICLE 8. New or Revised Classifications in Exhibit "A"

8.1 It is recognized that from time to time there may be occasion to establish new classifications or revise existing classifications. It is agreed that the determination of the duties to be included in any classification is the sole prerogative of the Company, subject to the rights of the Union set forth below to question the appropriateness of the labor grade or accuracy of the job description. For the purpose of this Article 8, a new or revised classification shall be considered to be:

- 8.11 A classification in which the duties are entirely different from those of any classification included in Exhibit "A"; or
- 8.12 A classification in which the duties performed under a classification included in Exhibit "A" are changed to such a substantial degree that in relation to the levels of skill and other requirements which characterize the respective labor grades included in Exhibit "A" the classification may properly be placed in either a higher or a lower grade; or
- 8.13 A classification in which the duties consist of some formerly included in two or more other classifications included in Exhibit "A"; or
- 8.14 A classification in which the duties performed under a classification included in Exhibit "A" are changed to a sufficient extent to justify a new job description though the change in duties involves a level of skill and other requirements comparable to other classifications in the same labor grade in which the classification was classified prior to the change in duties.

In combining classifications, the Company

will follow the policy of assigning duties within a classification that require reasonably related skills and skill levels wherever this is possible.

- 8.2 A job description lists those duties that are essential to a classification and are typical of its level of skill and responsibility. It is the Company's intent that employees be assigned work consistent with their job description, and it is contrary to the Company's intent that they be given assignments completely foreign to their job description, especially when such assignments should be made to other employees who normally perform such work. The Company will periodically review job descriptions to assure that they accurately reflect the work performed. In some cases it may be found that while there has been no change in classification content, the description should be updated. In such cases, the Company will prepare and send to the Union a revised job description.
- 8.3 The Company and the Union agree that the Zenith Hourly Job Evaluation Plan, dated February 6, 1963, or as amended by mutual agreement, shall be the accepted plan by which the evaluation of a new or revised classification by the Company shall be determined, in order that the assignment of a new or revised classification to a labor grade shall be appropriate and consistent with the evaluation and labor grade of other classifications in Exhibit "A" of the Agreement which have a comparable level of skill and other classification requirements.

8.4 At any time following the date of this Agreement, the Company may establish a new or revised classification as defined above or the Union may give written notice to the Company that in its opinion a new or revised classification has been created or that an employee is misclassified.

8.41 When the Company, pursuant to paragraph 8.4, establishes a new or revised classification, it shall assign it to an appropriate labor grade and send notification to the Union of the applicable rate range, together with a job description and substantiating data sheet on the evaluation for the new or revised classification. If, within thirty (30) days from the postmark date of such notification by the Company, the Union does not file in writing with the Company any objection concerning the appropriateness of the labor grade and/or the accuracy of job description, such labor grade and job description shall be considered to have been accepted. Should the Union within such thirty (30) day period file in writing with the Company any objection to the appropriateness of the labor grade and/or the accuracy of the job description, the Company and the Union shall, within five (5) scheduled work days, confer with respect to settlement of such objection.

8.42 If the Union, pursuant to paragraph 8.4, gives written notice to the Company that in its opinion a new or revised classification has been created or that an employee is misclassified, the Company shall promptly conduct a classification study and notify the Union of the results of such study within ten (10) scheduled work days of receipt of the Union's written notice. If within thirty (30) days from the postmark date of such notification by the Company the Union does not file in writing with the Company any objection concerning the appropriateness of the current labor grade and/or the accuracy of the current job description, the matter will be considered dropped. Should the

Union within such thirty (30) day period file in writing with the Company any objection to the appropriateness of the current labor grade and/or the accuracy of the current job description, the Company and the Union shall, within five (5) scheduled work days, confer with respect to settlement of such objection.

- 8.43 Should a different labor grade be agreed upon as a result of a conference under paragraph 8.41 or 8.42 of this Article 8, the new labor grade shall be effective as of the Monday following the date the classification was established or the date the Union gave written notice to the Company that in its opinion a new classification had been created, provided, however, that the new labor grade shall be effective no earlier than thirty (30) days prior to the date the Union filed in writing with the Company the notice of objection.
- 8.44 Should the parties fail to reach agreement at the conclusions of a conference under paragraph 8.41 of this Article 8, either or both parties may within ten (10) regularly scheduled work days from the date of conclusion of such conference, refer to arbitration the question of the appropriateness of the labor grade and/or the accuracy of the job description in accordance with the provisions of Article 25 hereof.
- 8.45 Should the parties fail to reach agreement at the conclusion of a conference under paragraph 8.42 of this Article 8, either or both parties may, within ten (10) regularly scheduled work days from the date of conclusion of such conference, initially refer to arbitration only the question of whether a new or revised classification, as defined in paragraphs, 8.1, 8.11, 8.12, 8.13, and 8.14 of this Article 8, has been created or whether an employee is misclassified. In the event the arbitrator rules that a new or revised classification has been created, the Company shall, within ten (10) regularly scheduled work days, assign the new or re-

vised classification to an appropriate labor grade and send notification to the Union of the applicable rate range, together with a job description and substantiating data sheet on the evaluation for the new or revised classification. If the Union has objection to the appropriateness of such labor grade and/or the accuracy of such job description, it shall so notify the Company within five (5) regularly scheduled work days after postmark date of the Union's notice in an attempt to mutually agree upon the resolution of the Union's objection. If the parties fail to so agree at such conference, the Union may, in accordance with paragraph 8.44, resubmit the issue of appropriateness of the labor grade and/or accuracy of the job description to the same arbitrator, who heard the matter initially, for his binding resolution of the issue.

- 8.46 Any conference referred to in this Article 8 shall be considered concluded when either party serves notice to the other in writing of its final decision.
- 8.47 A Demand for Arbitration mailed to the American Arbitration Association prior to midnight to the tenth (10th) regularly scheduled work day, as evidenced by the postmark by the United States Post Office, shall be regarded as complying with the time limitations stipulated in paragraphs 8.44 and 8.45 of this Article 8.

- 8.5 All cases which come under the terms of this article are excluded from consideration under the terms of Article 24 "Grievance Procedure". It is understood and agreed, however, that where a new or revised classification is created by combining two or more classifications, or parts of two or more classifications, and where such new or revised classification jeopardizes the seniority standing of employees directly affected by establishment of the new or revised classifi-

cation, then establishment of such new or revised classification shall be subject to the grievance procedure.

- 8.6 In any case filed under the terms of this Article 8 and then taken to arbitration, the award may or may not be retroactive as the equities of each case demand, but in no event shall any retroactivity extend beyond a period thirty (30) days prior to the date the Union first filed in writing with the Company the notice of objection.
- 8.7 If any claim under this Article 8 is referred to arbitration, the arbitrator's decision shall be governed by principles outlined as follows:
- 8.71 The assignment of the classification to a labor grade shall be appropriate and consistent with the evaluation into labor grades of other classifications in Exhibit "A" of this contract. The labor grade selected shall be that one in which the classifications already evaluated have levels of skill and other classification requirements comparable to those inherent in the classification in question.
- 8.72 The combining of two or more classifications which have previously been in the same labor grade may, but would not necessarily, mean that placing such classification in the same labor grade would be considered appropriate.
- 8.73 A new or revised classification created by combining two or more classifications or parts of two or more classifications, may be placed in a higher, a lower, or the same labor grade of any former classification involved, with the level of skills required and other classification requirements being the determining factors.
- 8.8 If a departmental job audit discloses that either an employee or a job is misclassified,

the Company will notify the Union promptly of the action it has taken to correct the misclassification.

- 8.9 Wherever "classification" is referred to in this contract it shall mean a group of jobs within a given job description that defines basic responsibility.
- 8.10 Wherever "job" is referred to in this contract it shall mean a set of duties to be performed within a classification which further defines the work performed and is designated by a classification number plus a sub-number or job number.

ARTICLE 9. Reporting Pay.

- 9.1 Employees who have not been notified not to report for work and who report at the time directed shall be paid not less than four (4) hours' pay at the hourly day rates, provided that
- 9.11 Under such circumstances the Company may request such employees to perform work other than that regularly assigned to them, for a period of not more than four (4) hours, and such employees will not receive the four (4) hours' pay unless they perform the work assigned provided that such work assigned is work that the employee is reasonably able to perform.
- 9.12 The above requirement to pay such minimum amount shall not apply in cases in which there is no work, or insufficient work because of labor disputes, strikes, or other emergencies such as accidents, fires, storms, floods, power breakdowns, or other conditions beyond the control of the Company; in such cases outlined in this subsection a minimum of one (1) hour's pay at the applicable hourly rate will be paid.
- 9.2 Employees whose work has been terminated

in their department and who have been instructed to report to the Employment Office the following morning for disposition relative to their employment status, shall be paid a minimum of one (1) hour's pay at their applicable hourly rate if they are placed on layoff upon so reporting.

ARTICLE 10. Call-in Pay.

- 10.1 When an employee is called in for work on Sunday, he is to be paid a minimum of four (4) hours' pay at two (2) times his regular hourly rate.
- 10.2 When an employee is called in for work on Saturday, he is to be paid a minimum of four (4) hours' pay at one and one-half (1½) times his regular hourly rate.
- 10.3 When an employee is called in for off-shift work on a week day, after having completed his regular work shift and after having left the Company premises, he is to be paid two (2) times his regular hourly rate for the time worked outside his regular work schedule or four (4) hours' straight time, whichever is greater.

ARTICLE 11. Holiday Pay.

- 11.1 Eligible employees who do not work on the following holidays, or days celebrated as such, shall receive pay up to eight (8) hours at their regular hourly day rate for the number of hours equal to their regular daily working schedule:

- New Year's Day
- Washington's Birthday
- Good Friday
- Memorial Day

Independence Day
 Labor Day
 Thanksgiving Day
 Friday after Thanksgiving Day
 Christmas Day

- 11.11 Whenever a holiday falls on a Saturday, the Friday preceding shall become the day celebrated as the holiday. Whenever a holiday falls on a Sunday, the Monday following shall become the day celebrated as the holiday.
- 11.2 Employees who accept work on shifts beginning on these holidays, or days celebrated as such, shall be paid one and one-half (1½) times their regular hourly rate for the actual hours worked on such shifts, and if eligible under the provisions of paragraph 11.3 shall also receive holiday pay as provided in paragraph 11.1.
- 11.3 To be eligible for such holiday pay, employees
- 11.31 Must have been employed for at least sixty (60) calendar days immediately prior to the holiday; and
- 11.32 Must have worked all hours of the last regularly scheduled work day of their department immediately preceding and all hours of the first regularly scheduled work day of their department immediately following the holiday (excluding periods of scheduled plant shutdown); absences on either of these two days for the following reasons shall be considered justifiable and holiday payment will be made to an employee who qualifies by furnishing the Company satisfactory proof of his reason for absence, provided the total number of consecutive work days of absence for such reason does not exceed that stated for each of the following reasons:

- 11.321 Illness, including injury while working for the Company; required to appear in court; scheduled by Board of Election to work as judge or clerk of election; or ordered to report for Selective Service examination—must have worked at least one (1) day within the period of ten (10) work days immediately prior to the holiday.
 - 11.322 Required to serve as juror—maximum absence for period determined by the Court and covered by approved leave of absence.
 - 11.323 Death in the immediate family—maximum absence for a period of two (2) weeks, or for such period as covered by approved leave of absence. Immediate family is defined as father, mother, brother, sister, husband, wife, child, mother-in-law, father-in-law, grandparent, grandchild, uncle and aunt. The above list shall include step relatives.
 - 11.324 Absences or tardiness of an emergency nature which are beyond the control of the employee—maximum absence of two (2) days. Tardiness of one (1) hour or less will be considered an excused absence from the job for this purpose.
 - 11.325 Upon official request of Union Office, absence of a Union representative on a qualifying day to perform necessary Union business on such day.
- 11.4 If an employee on the active payroll is not scheduled to work any portion of the period between Christmas Day and New Year's Day, but returns to regular employment

immediately following such period, the holiday pay attendance requirements of paragraph 11.32 for Christmas Day shall apply only to the last scheduled day before Christmas Day and such requirements for New Year's Day shall apply only to the first scheduled day after New Year's Day. If an employee accepts work during the aforementioned period, his first scheduled work day after Christmas Day and his last scheduled work day before New Year's Day shall be deemed to be qualifying days under the provisions of paragraph 11.32 for the respective holidays.

- 11.5 When an eligible employee goes on layoff during the work week prior to or during the week in which the holiday falls, or when he returns from layoff during the week in which the holiday falls, he shall receive pay for such holiday provided he is qualified under the other terms of this Article.
- 11.6 The Company will endeavor to assign vacation periods which do not include any of the designated paid holidays. In the event, however, that an employee is assigned a vacation which includes a holiday, then that employee, if otherwise eligible, shall receive extra pay for the holiday, or may take an additional day off work with pay as a part of his vacation period provided he makes request for such additional day to the Company at least one week in advance of the beginning of his scheduled vacation period.
- 11.61 When the general vacation period includes Independence Day and the first day of such vacation period is a Friday, all work performed on such Friday shall be voluntary.

ARTICLE 12. Seniority Recognition.

- 12.1 An employee shall be considered a probationary employee and shall not be entitled to seniority rights until he has been in the employ of the Company for sixty (60) calendar days.
- 12.2 At the end of sixty (60) calendar days such an employee shall be considered as a regular employee, shall be placed on the seniority lists and his seniority shall date back to the time of hiring, except that for a probationary employee placed on layoff and who is recalled from layoff, all time spent on layoff shall be excluded in computing his seniority date which is to be based upon his accumulation of a total of sixty (60) calendar days of active employment.
- 12.3 During such sixty (60) calendar day period the Company shall have the right to change the status of the probationary employee in any way.

ARTICLE 13. Seniority Rules.

- 13.1 Seniority shall be the relative status of employees in a plant with respect to continuous service with the Company, as hereinafter provided. Continuous service shall be the total period of service with the Company, excluding any service prior to a termination of service for any of the reasons enumerated in Article 14 hereof, and deducting time lost through leaves of absence, except for military leaves and for leaves of absence covered by the provisions of paragraphs 23.21, 23.22, 23.23, 23.24, 23.25 hereof.

- 13.2 It is agreed that the employee service record cards maintained by the Company in its Employment Department is the master seniority file.
- 13.21 It is the Company's responsibility to keep these files up to date at all times.
- 13.22 File information will be furnished by the Employment Manager or, if he is not available, by the Assistant Employment Manager, to any designated representative of the Union during normal business hours.
- 13.23 Two (2) legible copies of the Seniority Roster of each plant shall be sent to the Union office each six (6) months.
- 13.3 Separate seniority rosters shall be established from the master seniority files for each of the following plants:
- Plant 1—6001 West Dickens Avenue
 Plant 2—1500 North Kostner Avenue
 Plant 5—6501 Grand Avenue
 Plant 6—1900 North Austin Avenue
- 13.4 If any new plants are established by the Company, for which the Union is the bargaining agent, a separate seniority roster for each additional plant shall be established.
- 13.5 In each plant, at time of reduction in force the seniority of an employee having less than one (1) year of continuous service shall be by current classification by buildings, with his total seniority accumulating in his current classification provided that in the event of a reduction in force, any such employee who has been promoted during his first year of employment shall be eligible to apply his seniority for downgrading only to the pre-

- vious classification -held, but only in the building in which such previous job was located.
- 13.6 In each plant, the seniority of an employee having one (1) year or more of continuous service shall be plant-wide.
- 13.7 When an employee of less than one (1) year's seniority at time of layoff is recalled, he shall be recalled in seniority order in his regular classification in the plant from which he was laid off without regard to building. Seniority accumulated during the period of layoff shall not be applied until his return to work.
- 13.8 For the purposes of this article departmental and building designations within the plants will be provided to the union and a copy of any revisions to such designations will be sent to the union office.

ARTICLE 14. Seniority—Loss of.

- 14.1 An employee shall lose any and all seniority rights if
- 14.11 He quits.
- 14.12 He is discharged for cause.
- 14.13 He is absent for three (3) consecutive working days without permission, or without satisfactory explanation; such absence may be considered an automatic resignation. Consideration will be given in any case where it may be established that the failure to notify the Company is due to extenuating circumstances of a substantial and serious nature.
- 14.14 He exceeds a leave of absence without permission or satisfactory explanation by three (3) work days after expiration of such leave.

- 14.15 He is laid off or is on leave of absence and a period of one (1) calendar year elapses since he last worked for the Company. Leave of absence time shall not be combined with layoff time in computing one (1) year of elapsed time. Consideration for extension will be given in rare or unusual cases of leave of absence for illness.
- 14.16 He exceeds the limits of time as provided under Article 19.
- 14.17 He accepts employment elsewhere while on a leave of absence, without the sanction of the Company (except where such leave of absence is taken at the request of the Company), or he is shown to have given false information in his request for leave of absence.

ARTICLE 15. Seniority—Temporary Shut Downs

- 15.1 The parties recognize the necessity of temporary layoffs, and that in the interest of efficient plant operations, such temporary layoffs must be made from time to time without regard to seniority. The number of hours an employee is laid off on such temporary layoffs shall be recorded and no individual employee will be laid off on such temporary layoffs, without regard to seniority, for a total in excess of the number of hours in the following schedule in any calendar year, the Company shall thereafter be obligated to apply to such employee the principles of seniority relating to reduction in force.

<u>Affected By</u> <u>Temporary Layoff</u>	<u>Total Number</u> <u>of Accumulated</u> <u>Hours</u>
Employees with less than ten (10) years seniority in labor grades one (1) through eleven (11).	80
Employees with ten (10) years or more seniority and employees in labor grades twelve (12) and above.	40
15.2 Temporary layoff caused by conditions such as annual inventory shutdowns, vacation shutdown, acts of God, and power failures shall not be counted against the total accumulated hours in any calendar year.	

ARTICLE 16. Seniority—Reduction in Force

- 16.1 In the event of a reduction in force (other than a Temporary Shutdown as specified in Article 15) the Company shall rearrange the work force by seniority according to the provisions of Article 13, "Seniority Rules". However, in so doing the Company shall not be required to downgrade or lay off an employee prior to the date when his replacement has qualified, nor shall it be required to reassign an operator to any job in which he would replace an employee scheduled for layoff or reassignment within a period of three (3) work days, in addition to the day of the operator's scheduled down grading or layoff. Any error in the layoff of such operator shall be corrected and the employee made whole.
- 16.2 In the rearrangement of the work force

- 16.21 Any employee subject to reassignment shall exercise building-wide seniority in the same classification in the same building. If there is no other such employee in the same building, and if the employee subject to reassignment has at least one year's seniority, he shall exercise plant-wide seniority. An employee subject to reassignment in other than his own classification shall exercise plant-wide seniority in a classification of the same labor grade or the next lower labor grades selected in successive order, provided he is qualified physically and otherwise to perform the work at the normal quality and production standards, and he shall not be disqualified to fill a related job solely by reason of not having previously worked in such related job. However an employee, subject to transfer to a different job, may elect to be placed on layoff instead of being transferred.
- 16.22 Any employee so transferred to a different job shall be required to meet the normal quality and production standards of the job within a period of three (3) working days. So long as the employee shows satisfactory progress toward meeting such working standards, this period may be extended to give the employee sufficient time to perform the full operation of the job. Any employee who does not show satisfactory progress shall be placed on the laid off roster, to be recalled in accordance with the provision of Article 19 to the job in which he was working at the time the reduction in force commenced.
- 16.3 At the time of a reduction in force under this Article 16, no probationary employee, trainee, or part time employee shall be retained at work while any employee on the seniority list who is in the same job in the plant is laid off.
- 16.4 At the time of reduction in force, an

employee having seniority of one (1) year or more but whose seniority is insufficient for retention in the same classification on the same work shift shall have the option of

- (a) exercising seniority for placement on the same classification on another shift or
- (b) exercising seniority for reassignment on the same shift, in accordance with the provisions of paragraph 16.21.

If any such employee elects to be placed on layoff, instead of reassignment as above provided, recall from layoff will be to the work shift on which the employee was assigned at the time placed on layoff, provided, however, that if at the time placed on layoff the employee files in writing with the Employment Department a request to be recalled to another designated shift, or a request to be recalled to the first available shift, the employee will be recalled in order of seniority in his classification on such work shift only.

ARTICLE 17. Seniority—Transfers Between Plants.

- 17.1 In transferring employees from one plant to another, such transfer shall be on a voluntary basis or by least seniority, except when an entire line, group or operation is moved intact. Transferred employees shall carry their total accumulated seniority with them.
- 17.11 When an entire line, group or operation is to be transferred from one plant to another; the Company shall not transfer any employee who, at the time of such transfer, has insufficient seniority to remain in his job at the new plant.

- 17.2 Their total accumulated seniority after such transfer will then be applicable only in the plant to which transferred.
- 17.3 In the event of temporary transfers between plants, the foregoing provisions shall not apply. In such temporary transfers the employee shall be informed that his transfer is temporary, and his seniority shall continue only in the plant from which he is temporarily transferred. A temporary transfer shall not exceed a period of ten (10) work days unless the employee so transferred voluntarily agrees to an extension.

ARTICLE 18. Preferential Status of Union Representatives.

- 18.1 The Company recognizes the need of the Union to have duly certified representatives for the purpose of representing employees in accordance with the provisions of Article 24, "Grievance Procedure."
- 18.2 The Union may designate such a representative for each unit of employees, which may consist of a department, a progressive assembly line within a department, or a group of employees in one or more departments. Union officers or directors may be designated to represent employees in any plant covered by this Agreement.
- 18.3 The Union shall notify the Company of the identity of each unit to be represented and the name of the union representative designated to represent each such unit. The Union shall also notify the Company of all changes of such union representatives.
- 18.4 At time of reduction in force under Article

- 16 hereof, a designated union representative, including officers or directors, shall be the last to be laid off or downgraded from his own classification in his own unit. In the event there is no remaining work in his own classification, he shall have the right to be transferred to another classification in the same labor grade in his own unit, if work is available which he is qualified to perform.
- 18.5 In the event of downgrading within his own unit or downgrading to a unit he represents, his status as a union representative shall continue and he will be the last to be laid off or downgraded within his new classification in his respective unit.
- 18.6 In the event a union steward is transferred to any job outside his unit, his tenure as union representative shall cease as of the date of transfer.
- 18.7 It is understood that the provisions of this Article shall be applicable to a union representative only if there is work available in a classification in his labor grade or a lower labor grade which he is qualified to perform.
- 18.8 The Union agrees that the number of union representatives shall be increased or decreased within reasonable limits as based on past practice.
- 18.9 Union representatives shall have the right to exercise their preferential status for the purpose of working during temporary shut-downs or overtime on available work in their own classifications within the unit which they represent.
- 18.10 Officers and directors of the Union shall

have the privilege of exercising Company-wide seniority at time of layoff in the plants covered by this Agreement.

ARTICLE 19. Call for Work

19.1 At the time of recall from layoff or downgrading to jobs in Grade Level 4 and above, the work force shall be rearranged by seniority in the following sequence, as rapidly as possible. However, an employee eligible for upgrading may be retained by the Company in the lower job for purposes of training another employee, but the transfer shall be processed in seniority order in accordance with paragraph 20.4.

19.11 An employee shall be recalled, within his own plant, to any classification from which he was laid off or downgraded as a result of reduction in force; provided he is qualified physically and otherwise to perform the work, and he shall be subject to the provisions of Article 16.22. Except that, an employee will be recalled to the job in which he was working at the time the reduction in force commenced if

- (a) The employee preferred a lay-off under Article 16.21, or
- (b) The employee was laid-off for inability to do the work under Article 16.22, or
- (c) The employee requests to be called back only to his job.

19.12 An employee shall be recalled from the all plants layoff roster to the classification held immediately prior to the reduction in force subject to the provisions of Article 16.22, except that such employee may elect to remain on layoff.

19.2 When the sequence in 19.1 has been exhausted, and an opening occurs the provisions of

Article 30 will be followed; however, the Company shall not be required to post jobs in Labor Grade four (4) and below.

- 19.21 In all cases where no applicants apply or are accepted for a posting, or where openings occur in Labor Grades four (4) or below, the Company will offer these open jobs to employees on layoff from all plants who are qualified physically and otherwise to perform the work.
- 19.22 All employees selected for such openings will be considered probationary for thirty (30) working days for purposes of qualifying in the new job only. Any employee deemed unqualified to perform the work will be placed on layoff to be recalled to his original plant.
- 19.3 Any employee who is placed in such openings shall have no automatic upgrade rights in his new plant; however, such employee shall be treated as laid-off from his original plant and will have all rights accruing from such layoff status.
- 19.4 At the time of recall to a classification held prior to reduction in force, the employee may waive recall rights and remain in the current classification, but will not subsequently be able to exercise seniority rights to the previous job until an open job occurs in that classification.
- 19.5 Employees who have accepted lateral transfers to jobs in Grade Level 4 and above as a result of a reduction in force may elect to be returned in order of seniority to their former classifications upon personal application to the Employment Department at the time the

work force is being rearranged by seniority.

- 19.6 Employees who at the time of reduction in force preferred a layoff rather than other work shall be given a statement of their rights under the provisions of this paragraph and will be recalled in order of seniority in their classification regardless of department or building. Such employees may, within fifteen (15) days prior to the expiration date of a layoff of one (1) calendar year, notify the Employment Department of the Company of their desire to return to work even though there are no vacancies in the classification in which they were working at the time of electing a layoff. In such event, such an employee may replace the employee of least seniority in a classification of the same labor grade from which laid off or a lower labor grade, provided he is qualified physically and otherwise for the job.
- 19.7 Any Employee having seniority of five (5) years or more may, within fifteen (15) days prior to the expiration date of a layoff of one (1) calendar year, exercise his seniority rights in any plant covered by this agreement in the classification held immediately prior to the reduction in force. Such employee will be subject to the provisions of Article 16.22.
- 19.8 The Company agrees to notify the Union Office immediately of all calls made by the Company to employees to report for work. If such calls are in writing, copies thereof shall be given to the Union Office and if they are by telephone a list of employees called will be furnished the Union Office.

- 19.9 Every possible effort will be made to give employees on layoff ample notice to report for work.
- 19.91 Employees who have been given more than three (3) work days' notice to report for work shall within three (3) work days of the date of the issuance of their notice inform the Company of their intention to return or not to return. Failure to notify the Company within the time limit may result in the loss of seniority.
- 19.92 An employee may be given no less than three (3) work days in which to report for work. Failure to report on schedule may result in loss of seniority, unless the employee can furnish proof that the failure to report on schedule is due to extenuating circumstances of a substantial and serious nature.
- 19.93 Notice to report for work shall be regarded as occurring when given or sent to the employee at his last known address. It is the employees' responsibility to notify the Employment Department of all changes in name, address, or telephone number.

ARTICLE 20. Rates for Transfers.

- 20.1 When an employee is transferred to a higher labor grade, he shall be paid the next higher hourly rate over the rate in his previous job and he shall retain his same progression date for further progression purposes. In cases, however, where an employee is within two years transferred back to a higher labor grade in which he formerly held a job prior to his downgrading, he shall be paid the rate he was receiving on the job at the time of such downgrading if that rate is higher than his present rate and he shall assume the same time position in the progression period toward the next step-rate that he held at the time of his downgrading.

- 20.2 When an employee is transferred to another job in the same labor grade, he shall continue to be paid the same hourly rate as in his previous job and he shall retain his same progression date for further progression purposes.
- 20.3 When an employee having at least nine (9) months' seniority is transferred to a lower labor grade, he shall be paid the same hourly rate as in his previous job or the top rate in the new labor grade, whichever is the lesser. If the applicable rate is less than the top rate in the new labor grade, he shall retain his same progression date for further progression purposes. When an employee having less than nine (9) months' seniority is transferred to a lower labor grade, he shall be paid at the same step-rate in the new grade level as he was in his previous job and he shall retain his same progression date for further progression purposes, except that if he had previously been employed in the lower rated job, he shall be paid at the same step-rate he formerly held in that job if it is higher.
- 20.4 All rate changes shall be effective the first day of the work week following transfer, except that the rate change for a transfer which occurs not later than 12:00 o'clock noon on the first day of the work week shall be effective as of that day.
- 20.5 Notwithstanding any other provision of this Agreement, when a temporary work shortage occurs in a department, the Company may assign to an employee of the least seniority within the classification affected, work in the same or a lower labor grade which is not normally performed by the

employee wherever it is reasonable to do so and practical for the purpose of efficient operations or necessary to eliminate standby time. However, an employee so affected may choose to be sent home. Under any other circumstance, no employee shall be required to accept a work assignment out of his classification, but the Company may ask an employee to accept work not normally performed by the employee in the same or a lower labor grade on a voluntary basis. Such temporary transfers may be made for a period not to exceed five (5) working days with no adjustment in rates during the period of such temporary transfer. The provisions of this paragraph shall not apply in situations governed by Article 15.

- 20.6 An employee temporarily transferred to another department in his own classification or transferred under the provisions of paragraph 20.5 and 17.3 will be governed by the work schedule of his regular department or the department to which transferred, whichever is more advantageous to the employee.

ARTICLE 21. Transfers to Jobs Outside of the Bargaining Unit. /

- 21.1 Employees covered by this Agreement who have been, or may be transferred or promoted to jobs within the Company outside of the Bargaining Unit, and who are returned to jobs they held at the time they left the Bargaining Unit, or to jobs in lower labor grades, shall regain and exercise any seniority accumulated within the Bargaining Unit.

ARTICLE 22. Employee Special Placement.

- 22.1 Any regular employee who is restricted by a physician employed by the Company's Medical Department against continuing on, or returning to, his regular job because of physical limitations caused by injury, illness, or disease arising while employed by the Company as an employee, confirmed by a physician employed by the Company's Medical Department, or any employee who has become incapacitated in the course of and as a result of his employment with the Company, and is unable to perform his regular job in a satisfactory manner, shall receive special placement, subject to the following:
- 22.11 He shall be placed in an opening in his department meeting his medical restriction, in the same or lower grade for which he can qualify, in the opinion of the Company. Such employee may be interchanged with a junior employee in the same job performing work which meets his medical restriction.
- 22.12 If there is no opening, as provided in paragraph 22.11 above, he shall be placed in an opening in the plant meeting his medical restrictions in the same or lower labor grade for which he can qualify, in the opinion of the Company.
- 22.13 If there is no opening, as provided in paragraph 22.12 above, he shall be laid off awaiting an opening in a job which meets his medical restrictions in the same or lower labor grade for which he can qualify, in the opinion of the Company, under paragraph 22.11 and 22.12 above.
- 22.2 Any employee reassigned under the preced-

ing provisions of this Article 22 shall be required to show satisfactory progress in performance of the duties of the job within three (3) working days. So long as the employee shows satisfactory progress, the qualification period shall be extended up to a maximum of ten (10) working days.

22.21 If the employee does not show satisfactory progress, in the opinion of the Company, he may be released or, if eligible, be placed on retirement under retirement regulations.

22.3 If under the preceding provisions of this Article 22 the Employment Department is unable to place the employee in a job for which he is qualified, he may be released, or if eligible, will be placed on retirement under retirement regulations, provided, however, that prior to release or retirement of such employee the Employment Department will notify the Union.

22.4 Except for employees eligible for retirement, any employee subject to layoff or release under the provisions of this Article shall have recourse to the grievance procedure. If an arbitrator should decide the employee was improperly laid off or released, his award shall be limited to placement in a job and such back pay, if any, as the equities of the case may require; provided that in no case shall the period of any such back pay exceed thirty (30) work days.

ARTICLE 23. Leaves of Absence .

23.1 Employees with seniority rights shall be considered for leaves of absence for reasons

such as those listed below. The Company reserves the right before granting such leaves to investigate the circumstances in order to determine whether the request is justifiable.

23.2 Employees shall accumulate seniority during leaves of absence granted for the following reasons.

23.21 Personal illness of the employee not to exceed sixty (60) calendar days upon receipt of statement of employee's personal physician and upon approval of the Company's Medical Director or his designate. Such a leave may be extended upon receipt of statement of employee's personal physician approved by the Company's Medical Director or his designate. If the employee returns from such leave within thirty (30) days, he will be entitled to return to the job assignment last held; otherwise the employee on the basis of seniority will be entitled to return to the classification last held.

23.22 Occupational leave of absence.

23.23 Maternity case, not exceeding one (1) year. In order to be eligible for a maternity leave, an employee must have completed nine (9) months of service with the Company. An employee's maternity leave shall terminate upon conclusion of a medically reasonable recovery period after delivery or miscarriage. This recovery period shall not exceed three months(3)unless authorized by the Company's Medical Director or his designate.

23.24 In case of Jury Service, for a period determined by the Court.

23.241 When an employee serves as a juror, he will be compensated for the amount by which the jury fee he receives for such service is less than the amount he would have earned for work which he would otherwise have been scheduled to perform for the Company, based

on his straight-time hourly base rate up to a limit of eight (8) hours per day and forty (40) hours per week. Such compensation shall be payable only if the employee gives the Company prior notice of such jury call and presents proper evidence as to the jury duty performed and jury fees received.

- 23.25 Upon written application, an employee elected to a permanent office in, or as delegate to, any labor meeting, convention, or other activity necessitating leave of absence shall be granted leave without pay not to exceed one (1) year and shall, at the end of the term in the first instance, or at the end of the mission in the second instance, be re-employed in his former job, or if such job no longer exists, at a job which he is capable of performing in accordance with normal production standards within a reasonable length of time and which carries a rate of pay as near that of his former job as possible, provided there is such work available and provided he would not have been otherwise subject to layoff during the period of leave, or he may make application for an additional year's leave of absence. Such employee shall accumulate seniority during his leave of absence. At no time shall more than four (4) employees be absent on such leaves, except where such leaves are for one (1) week or less.
- 23.3 Employees on leave of absence shall retain their accumulated seniority but shall not accumulate seniority during leave of absence granted for the following personal reasons.
- 23.31 Illness in employee's immediate family, necessitating care by employee, not exceeding thirty (30) calendar days, when no other care is available, such illness to be verified by attending physician. Such a leave may be extended upon proof of necessity, to the Company.

- 23.32 In the case of death of member of immediate family, not exceeding two (2) weeks. Such a leave may be extended upon proof of necessity, to the Company.
- 23.33 In case of marriage of an employee, not exceeding two (2) weeks.
- 23.34 To see members of the immediate family who are serving in Armed Services of the United States, for a period not exceeding thirty (30) calendar days in any calendar year.
- 23.35 For the purpose of marriage to a member of the Armed Services, a leave not exceeding thirty (30) calendar days.
- 23.36 For compelling personal business reasons, such as to settle family estate matters, for a reasonable time as justified by the circumstances.
- 23.4 An employee with seniority rights who is required by the Jury Commissioners' Office to report for interview prior to his possible selection for Jury Service, or who is required by the Selective Service System to report for interview for Selective Service registration, and is absent from work during his regular daily working schedule solely for such required reporting, shall receive pay at his regular hourly base rate for such portion of the work shift that he is required to be absent for such purpose, up to a maximum of eight (8) hours' pay, provided the employee gives the Company prior notice of such required absence and presents proper evidence of the amount of time actually required to be absent during the work shift.
- 23.5 An employee with seniority rights who is absent from work solely because of the death and funeral of a member in the immediate family shall receive pay at the

employee's regular hourly base rate for the time lost from the employee's regular daily working schedule by reason of such absence, up to a maximum of three (3) work days and eight (8) hours for any such day. The immediate family is defined as husband, wife, mother, father, child, brother or sister. The payment up to a maximum of three (3) work days from the date of death to and including the date of the funeral of a member in the immediate family will be deemed applicable to an employee who, at the date of such member's death, is on a leave of absence which was taken expressly for the purpose of taking care of or attending such member in the immediate family because of serious illness. Also, where an employee is unable to attend the funeral of a member in the immediate family because of the distance away from the city, the employee will be compensated for absence from work on the day of the funeral only, provided such day is a regular work day when the employee would otherwise be scheduled to work.

- 23.6 An individual leave of absence for illness shall not be combined with absenteeism for disciplinary purposes; however, a history of repeated sick leaves will be given serious weight in determining whether an individual will be continued in employment.

ARTICLE 24. Grievance Procedure.

- 24.1 Both parties recognize the desirability of exerting an earnest effort to settle grievances at the earliest possible time. The Union agrees to make a careful investigation of a

complaint before submitting it under the grievance procedure in order to ascertain whether in its opinion the grievance complaint is reasonably justified under the terms of this Agreement and that there is reasonable ground to believe that the claim is true in fact. Investigation of complaints may be made during working hours when necessary and provided it does not interfere with production.

24.2 A grievance shall be processed in the following manner and order:

24.21 Step 1. The employee shall within eight (8) working days from the action causing the grievance or knowledge of such action take up his problem with the foreman of the department involved; the interested department steward may be asked by either party to participate in the discussion for the purpose of aiding in the handling and adjustment of such grievance, or at the request of the aggrieved employee the interested department steward may handle the adjustment of such grievance for the employee. The foreman shall give his answer within three (3) working days.

24.22 Step 2. If the grievance has not been satisfactorily settled at the first step, then within five (5) working days from the time of the foreman's answer given or due in Step 1 it may be appealed by presenting the grievance in writing on forms provided by the Company, setting forth a statement of the grievance facts upon which the appeal is based as the Union understands them. Such appeal shall be presented by the employee or his department steward or chief steward, or director of the Union, to the manager of the division (Factory Manager, Quality Acceptance Manager, or Production Control Manager) in which the employee works, or to a representative of the Wage and Salary or Employ-

ment Departments as the case may be. Such manager of the division shall make the decision in writing within five (5) working days after receipt of such written grievance, stating the reasons therefor.

- 24.23 Step 3. If the grievance has not been satisfactorily adjusted at the second step, then within seven (7) working days from the date of the decision given or due in Step 2 the grievance may be appealed by presenting it in writing by the grievance committee of the Union to the Labor Relations Manager of the Company. The appeal shall cite any contract provision alleged to have been violated and facts upon which the appeal is based. The Labor Relations Manager shall make his decision in writing within five (5) working days after receipt of such written grievance.
- 24.3 The Company shall have the right to utilize the following procedure upon any grievance against the Union: (1) Presentation of the grievance in writing to the President of the Union. (2) If no satisfactory adjustment is obtained within fifteen (15) days, then the Company may refer the matter to arbitration in accordance with the provisions of Article 25 hereof.
- 24.4 A grievance other than that filed by an employee may be filed by the Union at the appropriate step of the grievance procedure.
- 24.5 In any case involving a grievance on rates or standards, the grievance shall be processed in accordance with the procedure outlined in the Zenith Wage Incentive Plan Booklet, dated May, 1972 subject to the limitations on retroactivity as provided in paragraph 25.7 of this Agreement.

- 24.6 In the interest of settlement of grievances both expeditiously and fairly, the Company and the Union will make available to each other all pertinent known information with respect to a grievance. Upon request by the Union or the Company, parties and witnesses to a grievance may be interviewed jointly on a voluntary basis.
- 24.7 Periods of plant shutdown, such as for inventory purposes or periods of vacation, shall not be included in applying time limitations governing various steps of the grievance procedure.
- 24.8 When a conference concerning a grievance is mutually agreed upon by the parties in Step 2 or Step 3 of the grievance procedure, or within five (5) working days from the date of the decision given or due in Step 3, the applicable time period stipulated in paragraphs 24.22, 24.23 or 25.1 shall begin upon the conclusion of such conference.

ARTICLE 25. Arbitration.

- 25.1 If a grievance shall not have been satisfactorily settled in the manner and order provided in Article 24, and if the grievance involves the interpretation or the application of the terms of this Agreement, either or both parties may, within ten (10) regularly scheduled work days from the date of the decision given or due in Step 3, refer the matter to arbitration. A Demand for Arbitration mailed to the American Arbitration Association prior to midnight of the tenth (10th) regularly scheduled work day, as evidenced by the postmark by the United States Post Office, shall be regarded as complying with

the time limitation stipulated herein.

- 25.2 No grievance under Article 24 may be referred to or joined in arbitration with any other matter arising under either Article 24 or paragraphs 8.44 or 8.45; however, this shall not preclude the single arbitration of claims under paragraphs 8.44 and 8.45 only. Provided further, if a grievance has been filed under Article 24 and if thereafter a subsequent grievance is filed under Article 24 relating to the same basic problem and involving subsequent disciplinary action as to the same employee or employees, and if the subsequent grievance is first filed at a time when the first grievance is still pending and not already barred from appeal to a higher step or to arbitration, as the case may be, by the time limits heretofore set forth, the two grievances may be joined in arbitration and the time limits applicable to the subsequent grievance shall govern both.
- 25.3 Either party may request the American Arbitration Association to appoint a panel of nine (9) names. Each party shall have the right to reject no more than four (4) names and the arbitrator shall be selected and the arbitration conducted in accordance with the rules of that association.
- 25.4 The parties agree to abide by the award of the arbitrator subject to such regulations as any Federal Agency having jurisdiction may impose.
- 25.5 The arbitrator shall have no power to add to, substitute for, subtract from, or modify any of the terms of this Agreement.
- 25.6 Each party shall bear its own costs and shall

share equally the expenses arising out of the arbitration proceedings, such as the American Arbitration Association charges, the arbitrator's fee, and any similar costs of the arbitration. If one of the parties only desires a stenographic record of the arbitration proceedings, the requesting party shall pay the court reporter costs; however, if both parties request copies of such record, the parties shall share the costs equally.

- 25.7 Awards or settlement of grievances may or may not be retroactive as the equities of each case may demand, but in no event shall any relief be granted retroactively under any claim or grievance involving back compensation or other benefits arising after the execution of this Agreement beyond a period extending thirty (30) days prior to the date on which the claim or grievance is presented in writing to the Management of the Company.
- 25.8 It is understood and agreed that notwithstanding anything contained herein the question of any increase or decrease in compensation as provided for in this Agreement shall not be the subject of the arbitration procedure set up herein, except as specifically provided for in Article 8.

ARTICLE 26. Time for Discussion of Grievances with Management.

- 26.1 Reasonable time shall be allowed a Union Steward or Director during his scheduled working hours, at his regular hourly day rate, for conferring with Company representatives on the Company premises, for the purpose of adjustment of grievances under

the grievance procedure provided for in Article 24, provided however, that

- 26.11 The Union representative shall not leave his job without prior arrangement with his immediate supervisor, or his duly authorized representative, and upon returning to his job shall check in promptly with his immediate supervisor,
 - 26.12 The Union representative shall punch out his time card immediately prior to the grievance conference with the Company representative and shall punch in his time card promptly after the close of the conference, and the Company representative shall approve the elapsed time on the time card,
 - 26.13 Should a Union representative request permission to leave his job for any Union business other than to confer with Company representatives in the adjustment of grievances, he shall properly punch out and in on his time card for such period of absence from his job and such time shall not be paid for by the Company; and
 - 26.14 Discussions between Union representatives and employees relating to grievances shall take place before or after the work shift or during the lunch period or rest periods, except that such discussions may take place during regular working hours when conferring with Management representatives.
- 26.2 Time of Union representatives spent in arbitration or in contract negotiation meetings shall not be paid for by the Company, but such time of a Union director or his time in handling employee complaints shall be considered as time worked for the sole purpose of computing overtime pay for all overtime hours worked.

ARTICLE 27. Discharges.

- 27.1 The Company may discharge an employee for just cause.
- 27.11 When an employee is subject to discharge he may request that a Union representative be present at the discharge proceedings. However, in a discharge of an emergency nature, the department Steward or the Union office shall be notified of the employee's discharge as soon as possible.
- 27.111 Subsequent to discharge, the Union office shall be furnished promptly with a copy of the Company's separation notice, setting forth the dates of employment and termination and the reason for discharge.
- 27.12 If the discharged employee believes he has been unjustly dealt with, a grievance protesting such discharge may be filed with the Company representative within five (5) working days after discharge. The Company shall have five (5) working days in which to give its answer. If the protest has not been satisfactorily resolved at this step, the Union may proceed into the second step of the grievance procedure as set forth in Article 24 of the contract.
- 27.13 Any employee found to have been improperly discharged shall be reinstated and shall be compensated for the time lost at the amount he would have earned if he had worked a standard work week during such period.
- 27.2 No employee shall suffer any loss of seniority rights by reason of improper discharge.

ARTICLE 28. Vacations.

- 28.1 **VACATION ENTITLEMENT**—Regular employees who have established their eligibility shall become entitled to vacations with pay in accordance with and subject to all of the

provisions of this Article.

- 28.2 **ELIGIBILITY REQUIREMENTS AND BENEFITS**—As of June 1 of each year, each regular employee then on the payroll shall be entitled to a vacation with pay in accordance with eligibility requirements and vacation benefits set forth in the schedule on page 53. The amount of vacation pay shall be computed by multiplying the employee's hourly base rate on June 1 by the applicable number of hours indicated in the fourth column of said schedule. For the purpose of vacation taken in 1972 only, the amount of vacation pay shall be computed by multiplying the employee's hourly base rate on May 8 by the applicable number of hours indicated in the fourth column of said schedule.
- 28.3 **PRO-RATED BENEFITS**—Regular employees who as of June 1 have met the seniority requirements provided in Section 28.2, but who have not received the required number of paychecks, shall be entitled to a vacation with pay pro-rated on the basis of the number of weekly paychecks actually received as compared with the applicable number of paychecks set forth in the second column of the schedule on page 53, provided they have received a minimum of 13 weekly paychecks. Checks for holiday pay in weeks in which no work is performed by an employee shall not be considered in computing the required number of checks received. Weeks in which Workman's Compensation disability checks or jury duty pay are received shall be counted as a week in which a paycheck is received.
- 28.4 **LOSS OF VACATIONS**—Notwithstanding

anything herein, any regular employee who has resigned or whose employment has been terminated (other than by death, or retirement as provided elsewhere in this Article) prior to June 1 of any year, shall lose all rights hereunder to any vacation pay based on any employment since the June 1 preceding such resignation or termination.

28.5 SCHEDULING OF VACATIONS—Employees will take their vacations with pay during the twelve-month period beginning June 1 when they become eligible, and ending the following June 1, as scheduled by the Company (either individually scheduled, or a plant shutdown for vacation purposes); however, in no event shall vacations be cumulative.

28.6 PLANT SHUTDOWNS FOR VACATION—The Company may at its option close the plant or any portion thereof, for a vacation period which will be announced not later than March 1 of any year.

28.61 Subordinate to production requirements, regular employees entitled to vacation with pay exceeding the period of the vacation plant shutdown, will have a choice of dates for the additional time for which they are eligible in order of seniority by department and by job. As determined by the Company, whenever practicable regular employees will be granted such additional vacation time in conjunction with the period of the vacation plant shutdown.

28.7 SCHEDULING OF INDIVIDUAL VACATIONS—In the event there is no vacation plant shutdown, regular employees will have a choice of vacation time by seniority within their department by job. Such choice must be subordinate to production requirements

as determined by the Company.

- 28.8 WORK DURING VACATIONS—Regular employees who by mutual agreement work during their vacation period shall receive their vacation pay in addition to their regular rate of pay for time worked.
- 28.9 EFFECT OF RETIREMENT ON VACATION PAY—Regular employees who retire shall have vacation pay computed by using the number of paychecks received during the period from the preceding June 1 to the date of retirement, in accordance with Section 28.3 hereof.
- 28.10 EFFECT OF DEATH ON VACATION PAY—If an employee dies while in the company's employment, his right to any vacation pay for which he is eligible at the date of his death shall survive his death and his vacation pay shall be computed by using the number of paychecks received during the period from the preceding June 1 to the date of death, in accordance with Section 28.3 hereof.
- 28.11 EFFECT OF DOWNGRADING ON VACATION PAY—An employee, who as of June 1 is on a downgraded job due to a reduction in force and has worked in a higher classification for 3 months or more during the 12 months immediately preceding such June 1, will receive vacation pay based on such higher classification, provided he files written notification to the Company within the first 15 days of June of such year on forms available in the Personnel Office.

ELIGIBILITY REQUIREMENTS		VACATION BENEFITS	
(1)	(2)	(3)	(4)
Seniority as of June 1	Paychecks received during the period from the preceding June 1st to June 1st	Length of Vacation	Hours of vacation pay
(a) Six (6) months or more, but less than one (1) year.	Twenty (20) or more.	One-Half (½) week.	Twenty (20) Hours.
(b) One (1) year or more, but less than two (2) years.	Forty (40) or more.	One (1) week.	Forty (40) Hours.
(c) Two (2) years or more, but less than five (5) years.	Forty (40) or more.	Two (2) weeks.	Eighty (80) Hours.
(d) Five (5) years or more, but less than ten (10) years.	Thirty (30) or more.	Two (2) weeks.	Eighty (80) Hours.
(e) Ten (10) years or more, but less than twenty (20) years.	Thirty (30) or more.	Three (3) weeks.	One Hundred Twenty (120) Hours.
(f) Twenty (20) years or more, but less than twenty-five (25) years.	Thirty (30) or more.	Four (4) weeks.	One Hundred Sixty (160) Hours.
(g) Twenty-five years or more.	Twenty-six (26) or more but less than thirty (30)	Four (4) weeks.	One Hundred Sixty (160) Hours.
(h) Twenty-five years or more.	Thirty (30) or more.	Twenty-two (22) working days	One Hundred Seventy-Six (176) Hours.
(i) Twenty-five (25) years or more.	Thirty (30) or more.	Five (5) weeks.	Two Hundred (200) Hours.

For those employees having seniority of six (6) to nine (9) years, inclusive, one additional day will be added to the designated length of vacation for each full year of seniority in excess of five (5) years.

Paragraph (i) shall become effective June 1, 1973, and shall supercede paragraph (g) and (h).

ARTICLE 29. Armed Services.

- 29.1 It is understood and agreed that this contract, together with the rights and benefits accruing hereunder to the employees, is and shall be expressly subject to the Selective Training and Service Act of 1940, the Selective Service Act of 1948, and any other applicable statute, and all rules and regulations issued pursuant thereto, so long as said Acts, or any of them, shall continue in effect.
- 29.2 An Employee required to serve in an annual U.S. Armed Forces Reserve summer training camp, will be paid an amount equal to the difference between the amount he would have earned for work during this period, based on his regular straight time hourly rate and his gross military pay, including special allowances, provided such employee has a minimum of two years continuous service at the time of such training camp. Such compensation shall be payable only if the employee gives the Company prior notice of such training period and presents proper evidence as to the gross military pay received and the length of time spent in service. Employees shall not be eligible to receive such pay from the Company after they have completed their compulsory tour of duty.

ARTICLE 30. Filling Job Vacancies or New Classifications.

- 30.1 When a vacancy occurs or a new classification is created in Grade Level five (5) and above, the Company agrees to select an employee for such vacancy who, on the basis of seniority, fitness and ability, is, in the

opinion of the Company, best qualified for the job. In determining fitness and ability, the Company may consider physical condition, related work experience (whether with the Company or not) work attitude, punctuality, attendance, prior disciplinary action and any other relevant factors.

- 30.11 Fitness and ability to perform the job being equal, seniority will be the deciding factor in making the selection.
- 30.12 The Company shall be required to post bulletin board notices of job vacancies if the job vacancy has not been posted in the preceding thirty (30) days. Such notices will remain on the bulletin boards for a minimum of three (3) working days. If the job vacancy had been posted within the preceding thirty (30) days, the Company will consider those applicants who had applied for the previous posting before attempting to fill the opening by other means. The Company will send notices to the Union Office of job vacancies, as posted.
- 30.13 For job vacancies in Labor Grade 10 and above, notices will be posted for a minimum of three (3) work days in the plant where the vacancy exists. If during such period an applicant has not been selected to fill the job, the vacancy will be posted in the remaining plants covered by this Agreement for a like period. By virtue of the plant seniority provisions of this Agreement, it is understood that the term "seniority" as used in paragraphs 30.11 and 30.2 hereof shall continue to mean seniority only in the plant where the vacancy or job assignment exists.

- 30.2 In the event that the Company shall select an employee not having the highest seniority rating, the Union, after investigation, shall have the right to take up the matter as a grievance for the purpose of establishing, if

possible, that the employee with the highest seniority rating has equal fitness and ability to perform the job as the one selected by the Company.

30.21 Upon request by the Union, the Company will furnish information concerning the qualifications of the employee selected.

- 30.3 Any employee having been accepted for promotion, may be allowed up to thirty (30) work days in which to qualify. In the event the employee is unable to qualify, he will be entitled to return to his former classification.

ARTICLE 31. Production Standards.

- 31.1 The Company, wherever it is practical to do so, shall establish production standards, and employees shall be expected to meet established quality standards and production standards as authorized for use by the Company Industrial Engineering Department. The Union reserves the right to question any standards set by the Company. All matters pertaining to production standards and wage incentives shall be governed by the Zenith Production Standards and Wage Incentive Plan booklet, dated May, 1972, or as may be mutually amended, unless contrary to this contract. The Zenith Production Standards and Wage Incentive Plan booklet, dated May, 1972 is hereby incorporated into and made a part of this contract.

ARTICLE 32. Rules.

- 32.1 Employees shall abide by all rules and regulations of the Company as covered in Exhibit "D" and as amended from time to

time. Such rules and regulations shall not conflict with the terms of this Agreement.

ARTICLE 33. Bulletin Boards.

- 33.1 In view of the Company's policy of not attempting to interfere with its employees' privilege to join any particular Union, it will not agree to the use of its bulletin boards for any purpose which might be interpreted as solicitation for Union purposes. Bulletin boards will be made available to the Union by the Company for the posting of Union notices relating to meetings, dues, entertainments, health and safety. All notices are to be submitted to the Industrial Relations Department for approval before being posted.
- 33.2 Notices, bulletins, or other indications of individual accuracy or efficiency, may be posted in departments, provided, however, that if any individual employee affected registers objection with the supervisor, such employee will be excluded from the posting.

ARTICLE 34. Strikes and Lockouts.

- 34.1 During the term of this Agreement, the Company agrees that there shall be no lockout and the Union agrees that there shall be no strike, picketing, slowdown or stoppage of work.

ARTICLE 35. General Provisions.

- 35.1 Wash-up Time. In the machining and riveting departments and other departments where it is deemed necessary, by agreement between the Company and the Union, immediately prior to the scheduled quitting time for each shift a five (5) minute period shall be

provided for the purpose of allowing employees to wash up, and to clean up their work positions. Such employees shall return to their work positions and shall be at their work positions at the time the bell is sounded to designate quitting time.

- 35.2 Clean-up Time. In departments other than those covered by paragraph 35.1, employees will be permitted two (2) minutes immediately prior to the scheduled quitting time of their shift to clean up their work positions. A signal bell will be sounded to designate this period. Employees other than those covered by paragraph 35.1 shall not leave their work positions prior to the time the bell is sounded to designate quitting time.
- 35.3 Trainees. The employment of the following persons shall not be governed by seniority requirements or other provisions of this Agreement: Students and graduates of technical or professional schools and special employees receiving training as a part of a formal training program, with a view to other assignments or for some purpose other than ultimate regular employment within the bargaining unit. Such employment shall not cause any employee of the bargaining unit to be placed on layoff, deprive any such employee of overtime work he would otherwise be assigned, or restrict his normal opportunity for promotion. At any particular time, the total of the exemptions under this section shall be limited to twenty-five (25) with no more than three (3) trainees assigned to work in any one department, and any one such assignment shall not exceed a period of thirty (30) work days.

- 35.4 Normal Retirement Date. The normal retirement date of an employee shall be the first day of the month following his sixty-fifth (65th) birthday. Any employee may be retired by the Company on or at any time after his normal retirement date. An employee may remain actively employed after his normal retirement date upon mutual agreement by the Company and the Union. Should an employee be continued in active employment for any period beyond such normal retirement date, the Company shall have the right to reclassify the employee at any time and transfer him to such duties as in its opinion he is capable of performing satisfactorily, as well as the right to retire the employee at any time thereafter. For purposes of the vacation provision referred to in paragraph 28.9 of this Agreement the word "retire" shall be construed to include any employee who retires on or after having attained age fifty-five (55).
- 35.5 Training Programs. The Company and the Union agree to cooperate in establishing training programs from time to time for employees covered by this Agreement, as a means of affording employees opportunities for future promotion.
- 35.6 Safety. The Company will continue to arrange systematic safety inspections periodically of all plants covered by this Agreement and shall include duly elected safety representatives of the Union to participate.
- 35.7 Certain benefits will be paid to employees entitled to seniority rights who qualify under the conditions set forth in this paragraph. Where absence from regular work is

necessary, in the opinion of the Medical Department, due solely to accidental injury sustained by an employee, arising out of and in the course of his employment, the employee will be compensated on the basis of one-half ($\frac{1}{2}$) of his hourly base rate during the time absent, up to a maximum of the first four (4) work days immediately following the date of the accident, provided such payment is to be made after the employee's return to work and that he shall not be so compensated for any day during such four (4) day work period for which he is entitled to receive benefits under the Illinois Workmen's Compensation Act. It is agreed that the Medical Department is to be the sole judge of whether an absence qualifies under this paragraph and the time necessary to be absent. The Medical Department's decision shall be final and binding.

- 35.8 A warning or reprimand issued to an employee for less serious infractions will not be considered for inclusion in subsequent disciplinary action or in evaluating promotion opportunities after one (1) year has elapsed since the date of issuance, provided the problem causing the warning or reprimand has been satisfactorily corrected.

ARTICLE 36. No Discrimination.

- 36.1 There shall be no discrimination in wages, hours, or other terms or conditions of employment by the Company or the Union on account of religion, race, color, creed, sex, age, ancestry or national origin.

ARTICLE 37. Term of Agreement.

- 37.1 This Agreement shall be effective as of May

11, 1972, and shall remain in full force and effect to and including June 30, 1975, and shall be continued from year to year thereafter unless not less than sixty (60) days prior to the end of the then current term of the Agreement either party shall notify the other in writing of its intention to terminate the Agreement. It is agreed, however, that either party hereto may reopen for negotiation the question of wages and fringe benefits by serving a written notice on the other party of its intention so to do not later than sixty (60) days prior to July 1, 1975, and thereafter, by serving similar written notice not later than sixty (60) days prior to the first day of July of any year while this Agreement shall be in existence; provided also, that upon the serving of such notice the party so doing shall offer to open up and start such negotiations promptly at the beginning of the sixty (60) day period immediately prior to such first day of July and shall do everything within its power to expedite the completion of such negotiations. However, the question of changes in wages and fringe benefits shall not be the subject of arbitration procedure. It is understood and agreed that Article 8 of this Agreement provides the procedure for resolving questions of changes in wage rates for individual classifications, and that the negotiation of wage rates for individual classifications is specifically excluded from reopening negotiations as outlined in this paragraph.

- 37.2 If any such notice shall be given in the manner above provided for at least sixty

- (60) days prior to July 1, 1975, and as a result of the negotiations following the giving of such notice, the parties shall agree either upon an increase or a decrease in wages, such increase or decrease shall in no event be retroactive beyond July 1, 1975; and similarly, if as a result of such sixty (60) day notice given thereafter the parties shall agree upon an increase or a decrease in wages, the same shall in no event be retroactive beyond the July 1 which immediately follows the date of such notice.
- 37.3 In the event of failure to agree within the said sixty (60) day periods, either party may terminate the contract at any time during the first ten (10) scheduled work days of July by notifying the other party in writing of its intention so to do.
- 37.4 Any notice referred to in this Article 37 shall be served by mailing the same by United States registered mail addressed to the Company at its main office at 1900 North Austin Avenue, Chicago, Illinois and to the Union at its office at 5812 West Grand Avenue, Chicago, Illinois unless either party shall notify the other in writing of a change in such mailing address.
- 37.5 This Agreement represents complete collective bargaining and full agreement by the parties in respect to rates of pay, wages, hours of employment or other conditions of employment which shall prevail during the term hereof. Any subject matter not mentioned herein is hereby specifically waived and it is agreed that neither party will present any demands or claims not included herein during the life of this Agreement,

unless it is agreed by both parties that changes in or amendments to this Agreement are desirable. However, it is agreed that demands or claims may be presented for negotiation in any instance involving the subject of the reduction of any of the following employee benefits in effect as of the date of this contract: Group Life, Sickness and Accident Insurance, Blue Cross Plan for Hospital Care, Group Surgical Fee Benefits and In-Hospital Doctor Calls.

37.51 Any past practice that is a deviation from the contract, whether the inception of such practice was prior to or after the effective date of this contract, shall not control and shall not be taken into account in construing the contract. Only the provisions of the contract shall control.

37.6 In the event that the official National Consumer Price Index published by the Bureau of Labor Statistics, United States Department of Labor (1967 = 100) (B.L.S. Consumer Price Index) for the month of April, 1973 shall exceed the B.L.S. Consumer Price Index for the month of April, 1972 by more than four per cent (4%), then the rates in Exhibits B and C of this agreement shall be increased in the following manner:

37.61 For each one half point (.5) increase in the B.L.S. Consumer Price Index above four per cent (4%), such rates shall be increased by one cent (1 cent) per hour.

37.62 In no event shall any such increases under this paragraph exceed five cents (5 cents) per hour.

37.7 In the event that the official National Consumer Price Index published by the Bureau of Labor Statistics, United States Depart-

ment of Labor (1967 = 100) (B.L.S. Consumer Price Index) for the month of April, 1974 shall exceed the B.L.S. Consumer Price Index for the month of April, 1973 by more than four per cent (4%), then the rates in Exhibit C of this agreement shall be increased in the following manner:

37.71 For each one half point (.5) increase in the B.L.S. Consumer Price Index above four per cent (4%), such rates shall be increased by one cent (1 cent) per hour.

37.72 In no event shall any such increases under this paragraph exceed five cents (5 cents) per hour.

Made and entered into this 11th day of May, 1972.

ZENITH RADIO CORPORATION

By Michael Kaplan

Director Industrial Relations

Bargaining Committeemen

Michael Kaplan

James Kinal

Martin Richmond

James Vito

INDEPENDENT RADIONIC WORKERS
OF AMERICA

By Martin Vaagen

President

Attest: Frank Wojek

Bargaining Committeemen

Martin Vaagen Richard Higgs

Laura Bailey Tom Kitchen

Fred Darden Sylvester Mesi

Luis Davila James Weil

Frank Wojek

EXHIBIT "A"
Wage Schedule
Effective Monday May 15, 1972

Labor Grade	Hiring Rate	Promotional Starting Rate	Step 1 3 Months	Step 2 6 Months	Step 3 9 Months
1.	\$2.54	\$2.59	\$2.64	\$2.69	\$2.75
2.	2.59	2.64	2.69	2.75	2.78
3.	2.64	2.69	2.75	2.78	2.81
4.	2.69	2.75	2.78	2.81	2.93
5.	2.75	2.78	2.81	2.93	3.06
6.	2.78	2.81	2.93	3.06	3.13
7.	2.81	2.93	3.06	3.13	3.29
8.	2.93	3.06	3.13	3.29	3.44
9.	3.06	3.13	3.29	3.44	3.59
10.	3.13	3.29	3.44	3.59	3.70
11.	3.29	3.44	3.59	3.70	3.82
12.	3.44	3.59	3.70	3.82	4.10
13.	3.59	3.70	3.82	4.10	4.27
14.	3.70	3.82	4.10	4.27	4.43
15.	3.82	4.10	4.27	4.43	4.58
16.	4.10	4.27	4.43	4.58	4.71
17.	4.27	4.43	4.58	4.71	4.84

**Classification Numbers and Titles for All
Hourly Rated Classifications**

102	Sub-Assembly Operator
124	Trans. Sub-Assembly Operator
130	Resistor Cutting Mach. Oper.
201	Eyeletter/Riveter (Light)
205	Final Assembler (Light)
206	Coil Winder
210	Line Assembly Operator
210-03	Line Solderer
217	Packer (Light)
223	Sub-Assembly Inspector
231	Sorter and Counter "A"
232	Coil Winder, H.A.
240	Janitor
242	Checker and Packager
248	Inspector, Ceramic Conf. Prts. and Assem.
249	Visual Ceramics Insp.
251	Kiln Tender, Ceramics
253	Resistor Silk Screener
255	Transformer Tester
257	Lead Feeder
258	Housing Dipper
259	Condenser Testing Mach. Op.
260	Soldering Mach. Op.
262	Matron
263	Transformer Coil Winder
264	Special Product Assem.
265	Transducer Assembler
266	Ceramic Disc. Inserter

302	Mechanical Adjuster
305	Coil Balancer
307	Machine and Bench Staker
309	Solder Tip Repairman
314	Laminator Transformer
320	Channel Strip Peaker
336	Wire Mach. Tender and Tinner
337	Transformer Tester, Line
340	Eyeletter Riveter and Staker
342	Wire Dept. Insp.
345	H.A. Assembler
346	Production Checker
347	Dept. Stockchaser (Light)
349	H.A. Physical Checker
41-A	Relief of Grade 1 Classifications
41-B	Group Leader of Grade 1 Classifications
413	Material Handler
418	Salvage Reclaim Worker
424	Machine Op. Light Drill and Tap
427	Turret Peaker
429	Dept. Stockchaser
435	Parts Packer
437	Auto. Strip Soldering Mach. Tender
438	Wax Dipper
440	Material and Coil Cutter
444	Laminating Mach. Operator
446	Baler
447	Grinder Lapper, H.A.
448	Assembler/Packer
450	H.A. Order Filler
452	UHF Air/Noise Checker
455	Ceramic Mach. Clean Up
52-A	Relief of Grade 2 Classifications
52-B	Group Leader of Grade 2 Classifications

53-A	Relief of Grade 3 Classifications
53-B	Group Leader of Grade 3 Classifications
508	Visual Insp. Sub-Chassis Lines
517	Machine Operator (Heavy)
518	Plater's Helper
520	Punch Press Op.
521	Spot Welder
523	Scale Counter Checker
528	Auto. Coil Winding Mach. Op.
530	Mechanical Repairman H.A.
536	Receiver and Shipper
537	Ceramic Table Machine Operator
540	Chassis Parts Changer and Repair Operator
544	Stockman
546	Parts Order Filler
550	Stockroom Attendant—ZRDC
554	Baler—Saw Op.
558	Printed Circuit Inspector
561	Material Handler, Mfg.
562	Tuner Oscillator Peaker
564	Returned Parts Man
565	Tool Crib Attendant
567	H.A. Order Filler (Heavy)
570	CRT Sorter Counter
571	Line Quality Checker
573	IQC Inspector Tester
574	Tuner Test (Electrical)
64-A	Relief of Grade 4 Classifications
64-B	Group Leader of Grade 4 Classifications
603	Line Inspector
604	Grinder and Buffer
606	Mech. Rep. and Parts Changer
607	Oiler

610	Stripline Operator
616	Weigher and Shipper
621	Salvage Dispatch Man
625	Amplifier Checker
628	Line Repair Operator
629	IQC Carton/Cabt. Insp.
631	Parts Changer H.A.S
632	Record Player Inspector
633	Chassis Rep. and Relief Operator
634	Riveting Dept. Rpr. and Relief Operator
635	Receiving Clerk—Parts Dept.
636	Test Repair Oper.
637	Physical Checker, Final Assem. Lines
639	H.A. Inspector
640	Cabinet Dispatcher
641	Oil House Attendant
644	Material Count Checker
645	Ceramic Powder Mixer
646	Warehouseman, ZRDC
647	Carton Assem/Repairman
648	Stockroom Attendant H.A.
649	Special Product Insp.
651	Sales Display Room Attendant
652	Steel Handler
653	Chassis Visual Insp. (Standing)
654	Sound Module Repairman
655	IQC Tuner Tester (Electrical)
656	Cabinet Insp./Dispatcher
75-A	Relief of Grade 5 Classifications
75-B	Group Leader of Grade 5 Classifications
702	General Maintenance Man
707	Cabt. Patcher and Repairman
710	Parts Supplier and Salvage Man
713	Final Assem. Utility Man

715	Fork Truck Operator
715-05	Clamp Truck Operator
719	Service Parts Man
720	Test Equipment Parts Man
728	Misc. Merchandise Shipper
729	H.A. Special Order Filler/Shipper
731	TV Chassis Pre-Adjustor
732	Lite Up Tester
735	Prod. Utility Operator
738	Shortage Man
739	Prod. Utility Oper., Final Assembly
741	Craneman—Hooker
742	Die Clerk
743	SEE Control Stockman
86-A	Relief of Grade 6 Classifications
86-B	Group Leader of Grade 6 Classifications
8603A-05	Roving Relief Insp.
803	Plater "B"
804	Woodworker "A"
808	Cycle Counter
811	Window Washer
813	Final Assem. Sec. Leader
815	Coil Quality Technician
824	Transformer Impregnator
827	Special Export Packer
828	Packer and Shipper "A," Export
830	Visual Mech. Insp., In Process
97-A	Relief of Grade 7 Classifications
97-B	Group Leader of Grade 7 Classifications
901	Light Machine Set Up
902	Precision Floor Inspector
903	Power Tool Repairman
906	Cabinet Patcher and Repairman "A"

912	Service Man, Ceramics
916	Repair/Pre-Test Operator H.A.
918	Video IF Circuit Peaker
919	Picture Set Up Man
922	Instructor
925	TV Sub-Assem. Repairman
927	Radio Repairman
929	Shipping Lead Man
932	Record Changer Repair
934	Transformer/Yoke Tester
108-A	Relief of Grade 8 Classifications
108-B	Group Leader of Grade 8 Classifications
1001	Prod. Mach. Operator
1009	Parts and Service Counter Clerk
1011	Material Dispatch Man
1012	Coil Winding Mach. Set Up Man
1014	Potting Mach. Set Up Man
1015	Q.C. Load and Carton Checker
1016	Amplifier Radio Repairman
1017	Q.C. Insp. No. 10 Final Lines
1019	Service Sub-Assem. Repairman
1020	Environmental Inspector/Test
119-A	Relief of Grade 9 Classifications
119-B	Group Leader of Grade 9 Classifications
1109	Cabinet Finisher
1110	Cabinet Maker
1113	Final Tester
1114	Phaser "A"
1115	H.A. Final Test
1119	Maintenance Mechanic "B"
1120	Television Balancer Tester
1121	Trans. Dept. Utility Man "A"
1122	Trans. Coil Winding Mach. Set Up Man

1123	Q.C. Insp. (Cabinets)
1124	H.A. Final Repairman
1126	Coil Winding Dept. Utility Man
1127	Mfg. Dept. Set Up Man
1129	Wire Dept. Set Up Man
1130	Progressive Stereo Dept. Utility Man
1131	Q.C. In Process Inspector (Electrical)
1210-A	Relief of Grade 10 Classifications
1210-B	Group Leader of Grade 10 Classifications
1201	Maintenance Painter
1208	Cabinet Finisher, ZRDC
1214	H.A. Service Tech.
1216	Automatic Ceramic Condenser Assem. Machine Operator
1217	Die Setter
1219	Multi-Plex Final Radio Repairman
1222	Special Product Repairman
1223	Cabinet Repairman—Service Department
1224	Cabinet Finisher Utility Operator
1225	Final Quality Tester
1311-A	Relief of Grade 11 Classifications
1311-B	Group Leader of Grade 11 Classifications
1302	Maintenance Mechanic
1305	Carpenter "A"
1306	Precision Bench Inspector
1310	Test Equipment Mechanic
1311	Woodworking Specialist
1312	TV Final Repairman
1313	Multi-Band Radio Repairman
1314	TV Chassis Pre-Test Repairman
1315	Test Equipment Maintenance Man
1412-A	Relief of Grade 12 Classifications

1412-B	Group Leader of Grade 12 Classifications
1407	Service Dept. Tech.
1408	IQC Tech.
1409	H.A. Customer Service Dept.
1410	Power Truck Mechanic
1513-A	Relief of Grade 13 Classifications
1513-B	Group Leader of Grade 13 Classifications
1507	TV Repair Re-Analyzer
1508	Q.C. Technician
1509	Test Equipment Detailer
1510	Finish and Patch Section Leader
1511	Troubleshooter, Final Test and Inspection.
1514	Test Equipment Troubleshooter
1515	Special Product Q.C. Test Tech.
1516	Special Product Test Analyzer
1614-A	Relief of Grade 14 Classifications
1614-B	Group Leader of Grade 14 Classifications
1602	Woodworking Model Maker
1604	Carpenter Lead Man
1715-A	Relief of Grade 15 Classifications
1715-B	Group Leader of Grade 15 Classifications
1703	Signal Deck Control Technician
1704	TV Service Technician
01	Color TV Final
02	Color TV Chassis (Incl. Pre-Test)
03	Black & White TV Final
04	Black & White Chassis (Incl. Pre-Test)
05	Stereo Final
06	Stereo Chassis
07	Chromatic Assembly

08	Chromatic Assembly (Solder)
09	Package Tuners
10	Package Tuners (Solder)
11	Cabinet Shop
12	Radio Chassis
13	Radio Chassis (Solder)
14	Radio Final
15	Radio Tuners
16	Radio Tuners (Solder)
17	UHF Tuners
18	UHF Tuners (Solder)
19	Modules
20	Modules (Solder)
21	Ceramics
22	AFC Module
23	AFC Module (Solder)
24	Power Transformer
25	Power Transformer (Solder)
26	Sweep Transformer
27	Sweep Transformer (Solder)
28	Space Command
29	Space Command (Solder)
30	Cartridge
31	Coil Winding
32	Sub-Assemblies (Miscellaneous)
33	Sub-Assemblies (Miscellaneous-Solder)
34	Riveting
35	Plating
36	Punch Press
37	Stock (Lines)
38	Stock (Stores)
39	Stock (Vault)
40	Stock (Salvage)
41	Stock (Service and Repair)
42	Stock (Shipping and Receiving)

43	Stock (Staging)
44	Incoming Q.C.
45	Q.A. Life Test (TV)
46	Q.A. Life Test (Stereo)
47	Q.A. Life Test (Offshore)
48	Q.A. Packed Set
49	H.A. (In-the-ear)
50	H.A. (Behind-the-ear)
51	H.A. (Eyeglasses)
52	H.A. (Final)
53	H.A. (Body Aid)
54	Medical
55	Auditory
56	Special Products

EXHIBIT "B"
Wage Schedule
Effective July 2, 1973

Labor Grade	Hiring Rate	Promotional Starting Rate	Step 1 3 Months	Step 2 6 Months	Step 3 9 Months
1.	\$2.67	\$2.72	\$2.77	\$2.82	\$2.88
2.	2.72	2.77	2.82	2.88	2.91
3.	2.77	2.82	2.88	2.91	2.94
4.	2.82	2.88	2.91	2.94	3.06
5.	2.88	2.91	2.94	3.06	3.20
6.	2.91	2.94	3.06	3.20	3.27
7.	2.94	3.06	3.20	3.27	3.43
8.	3.06	3.20	3.27	3.43	3.58
9.	3.20	3.27	3.43	3.58	3.76
10.	3.27	3.43	3.58	3.76	3.87
11.	3.43	3.58	3.76	3.87	3.99
12.	3.58	3.76	3.87	3.99	4.27
13.	3.76	3.87	3.99	4.27	4.47
14.	3.87	3.99	4.27	4.47	4.63
15.	3.99	4.27	4.47	4.63	4.78
16.	4.27	4.47	4.63	4.78	4.91
17.	4.47	4.63	4.78	4.91	5.04

EXHIBIT "C"
Wage Schedule
Effective July 1, 1974

Labor Grade	Hiring Rate	Promotional Starting Rate	Step 1 3 Months	Step 2 6 Months	Step 3 9 Months
1.	\$2.80	\$2.85	\$2.90	\$2.95	\$3.01
2.	2.85	2.90	2.95	3.01	3.04
3.	2.90	2.95	3.01	3.04	3.07
4.	2.95	3.01	3.04	3.07	3.19
5.	3.01	3.04	3.07	3.19	3.35
6.	3.04	3.07	3.19	3.35	3.42
7.	3.07	3.19	3.35	3.42	3.58
8.	3.19	3.35	3.42	3.58	3.73
9.	3.35	3.42	3.58	3.73	3.94
10.	3.42	3.58	3.73	3.94	4.05
11.	3.58	3.73	3.94	4.05	4.17
12.	3.73	3.94	4.05	4.17	4.45
13.	3.94	4.05	4.17	4.45	4.68
14.	4.05	4.17	4.45	4.68	4.84
15.	4.17	4.45	4.68	4.84	4.99
16.	4.45	4.68	4.84	4.99	5.12
17.	4.68	4.84	4.99	5.12	5.25

EXHIBIT "D"
Rules and Regulations

The purpose of these rules is to promote the safety and welfare of all employees, to maintain necessary discipline, and to protect the mutual interest of the Employer and employees. They are not to restrict the right of anyone, but to define and protect the rights of all.

Violators of rules will be subject to disciplinary measures ranging from reprimand to immediate dismissal, depending upon the seriousness of the offense in the judgment of the management.

General

1. All Company property, such as tools, etc., which are charged to the employee must be accounted for when he leaves the employ of the Company. Employees will be charged at cost for missing articles.
2. Employees wishing to remove their personally owned tools or other personal property from the premises may do so by exhibiting such property together with a "Personal Property Pass" to the guard at the plant pass exit.
3. Plant guards have authority from the management to police all Company property. An employee must be willing, upon request, to allow any plant guard to inspect all packages, lunch boxes, etc., upon entering or leaving the premises.
4. Employees will not be permitted to enter the plant without an authorized regulation pass.
5. Absence for three (3) consecutive working days without permission, or without satisfactory ex-

planation, may be considered a voluntary quit or automatic resignation.

6. Employees will be expected to familiarize themselves with general plant safety rules as outlined in the safety handbook given to them at the time they are hired. Employees are also expected to know and practice the specific safety rules set for them from time to time for their particular occupation by their foreman. These will be posted in the department.
7. Bringing in cameras or taking pictures on Company premises is prohibited.
8. Tardiness: Employees who punch in after the regular starting time will be docked one-tenth (1/10) of an hour for each six (6) minutes or fraction thereof they are tardy.
9. Starting Time: A bell will be sounded three (3) minutes before starting time at the beginning of the shift, three (3) minutes before the end of each rest period and three (3) minutes before the end of the lunch period. Employees shall be at their places of work ready to start work when the final signal is sounded designating the resumption of work.
10. Clean-up Time: Employees will be permitted two (2) minutes before the end of their shift to clean up their work positions, except, where in the foreman's opinion a longer time is necessary. A signal bell will be sounded to designate this period.
11. Punching Out Early: Employees who punch out early will be docked one-tenth (1/10) of an hour for each six (6) minutes or fraction thereof.

12. Company Telephones: No employee, unless specifically authorized by his Foreman or Divisional Superintendent, may use a Company telephone for personal business.
13. Company Stationery and Supplies: No employee, unless authorized by his Foreman or Divisional Superintendent, may use Company stationery or supplies, postage, or the facilities of the Receiving or Shipping Department or the Mail Department for his own personal benefit.
14. Medical Examination: All employees may be required at the time of employment and as frequently thereafter as may be determined by Management, to submit to the Medical Department for examination and approval for work. This provision includes the approval of eyesight through visual examination.
15. Injury to Personal Articles: The Company expects its employees to be careful at all times and will not accept the full responsibility for broken glasses or injury to articles of wearing apparel unless definite negligence on the part of the Employer takes place.
16. Radio Playing: Employees are not permitted to play radios during working hours, except in the performance of their job.

**Violation of the Following Rules
May Be Cause for Disciplinary
Action Including Reprimand, Transfers,
Layoff or Discharge**

1. Knowingly ringing the clock card of another employee, arranging for another employee to punch your clock card, habitual failure to ring your clock card, or permitting another to use your pass to enter property.
2. Leaving the job during working hours without the permission of the supervisor; wasting time on Company property during working hours, or any other conduct interfering with harmonious and efficient operation.
3. Distracting the attention of others; causing confusion by unnecessary shouting; horseplay, scuffling, throwing objects; insolence or insubordination; running in the plant or to the clocks at quitting time, and crowding and pushing while in line; creating or contributing to unsanitary conditions.
4. The operation of machines, tools, or equipment to which you have not been specifically assigned by an accredited supervisor, or making scrap unnecessarily; or repeatedly producing poor quality work.
5. Distribution or circulation of literature or written or printed matter of any kind or description at any time in working areas (including adjacent aisles) without the specific authorization of management.
6. Garnishments or frequent assignment of wages.

7. Soliciting of any kind or collecting contributions for any purpose whatsoever on Company time (Company time to include the working hours of the solicitors or the working hours of the person or persons being solicited) without the specific authorization of management.
8. Each employee shall use the entrance and exit to the plant, the aisles to the locker room facility, the washroom, cafeteria, and other facilities designated by supervision for his or her use, and only those facilities, unless an emergency occurs.
9. Violation of or disregard of safety rules including creation of hazards of fire, such as smoking in prohibited and restricted areas; safety or health, and safety rules as set up by the foreman for specific departments.
10. Habitual absenteeism and tardiness; Regular attendance at work is expected. Tardiness and absenteeism may be subject to disciplinary actions.
11. Posting or removing notices, signs or writing in any form on bulletin boards or Company property at any time without the specific authorization of management.
12. Making or publishing any false, vicious or malicious statements concerning any employee, the Company or its products.

**Violation of the Following Rules
May Be Cause for Immediate Dismissal**

1. Falsification of personnel or any other records.
2. Possession of weapons on Company premises at any time (excluding members of plant protection).
3. Misuse or removal from the premises without proper authorization of employee lists, blueprints, Company records, or confidential information of any nature and abuse or deliberate destruction of Company property, tools, or equipment.
4. Gambling, conducting a lottery, or other games of chance, on Company premises at any time.
5. Sabotage, intentional destruction or breaking of Company tools, machines, products, or property, or deliberate restriction of the employee's output.
6. Immoral conduct or indecency, including the use of abusive, profane, lewd, or lascivious language to fellow employees.
7. Fighting or provoking fighting on the premises at any time, or threatening, intimidating, coercing or interfering with fellow employees on the premises at any time.
8. Possession of or drinking any alcoholic beverage on Company property at any time; reporting for work under the influence of liquor; possession of or use of illegal drugs.
9. Theft or unauthorized removal of Company property from Company premises.

SAFETY NOTICE

Maintaining safe working conditions is a joint effort between the Company and employees.

Zenith Radio Corporation accepts the responsibility of maintaining safe working conditions for its employees. It is the Company's responsibility to give immediate attention to any unsafe working condition. In turn, employees are urged to report to their supervisors any working condition that appears unsafe.

Employees are asked to cooperate in observing all of the safety rules toward the prevention and elimination of accidents. Each employee is requested to study the safety rules, and to follow those rules in practice so that they will become a part of the employee's working habits on the job—the right habits of being careful.

Special safety rules for your job may be made by your Foreman from time to time because of special hazards or differences in conditions. Be sure you know and understand these rules. If you do not know the safe way, ask your Foreman—remember—to be a good worker you must be a safe worker.

REPORTING ABSENCE FROM WORK

Regular attendance at work is important and is expected. Each individual employee is responsible for keeping the Company informed in case of unavoidable absence. Absence from work must be reported to the Employment office in the plant where you work on the 1st day of absence and the Company must be kept informed in case of continued absence thereafter. Unreported or unexcused absence may be considered as an automatic resignation, resulting in termination of employment.

The Number To Call:
Employment Offices

Plant 1 - 745-3222

Plant 2 & 3 - 745-3282

Plant 5 - 745-3238

Plant 6 - 745-3231



Exhibit No. 101

NARRATIVE STATEMENT PREPARED FOR
UNITED STATES COMMISSION ON CIVIL RIGHTS
PUBLIC HEARINGS, NOVEMBER 22, 1974

THE PRUDENTIAL INSURANCE COMPANY OF AMERICA

THE PRUDENTIAL INSURANCE COMPANY OF AMERICA IS AN EQUAL OPPORTUNITY EMPLOYER. PRUDENTIAL ANNOUNCED ITS POLICY OF EQUAL PAY FOR EQUAL WORK IN 1949, FIFTEEN YEARS BEFORE THE CIVIL RIGHTS ACT OF 1964. AS A FEDERAL GOVERNMENT CONTRACTOR, THE COMPANY IS MONITORED REGULARLY BY THE SOCIAL SECURITY ADMINISTRATION TO ENSURE COMPLIANCE WITH FEDERAL LAW CONCERNING EQUAL EMPLOYMENT OPPORTUNITY AND AFFIRMATIVE ACTION.

WOMEN ARE REPRESENTED AT ALL LEVELS IN THE COMPANY THROUGH VICE PRESIDENT. IN THE STATES OF ILLINOIS AND INDIANA, WHICH ARE THE STATES SERVED BY OUR MID-AMERICA HOME OFFICE IN CHICAGO, THERE ARE SEVENTEEN WOMEN IN EXECUTIVE, MANAGERIAL AND PROFESSIONAL POSITIONS WHOSE SALARY EXCEED \$10,000. THESE WOMEN REPRESENT NINE PERCENT OF THE TOTAL EMPLOYEES IN THESE CATEGORIES. OF 335 EMPLOYEES EARNING MORE THAN \$10,000 AS TECHNICIANS (WHICH INCLUDES UNDERWRITERS AND CLAIM ADJUSTORS), SUPERVISORS AND TRAINEES, 238 ARE WOMEN AND 117 ARE MEN; OF 236 EARNING LESS THAN \$10,000 IN THESE POSITIONS 210 ARE WOMEN AND 26 ARE MEN. IT SHOULD BE KEPT IN MIND THAT THERE ARE SEVERAL LEVELS IN THIS TYPE OF WORK, DEPENDING ON EXPERIENCE AND TRAINING. OF 1200 WOMEN AND FIFTY EIGHT MEN IN CLERICAL OR UNDERWRITING CLERKS' AND RELATED ASSISTANTS' POSITIONS, ELEVEN WOMEN AND NO MEN ARE EARNING MORE THAN \$10,000. OVERALL, APPROXIMATELY 10 PER CENT OF PRUDENTIAL EMPLOYEES IN ILLINOIS AND INDIANA WHO EARN MORE THAN \$10,000 PER YEAR ARE WOMEN, WHILE 37 PER CENT OF PRUDENTIAL EMPLOYEES IN THE STATES OF ILLINOIS AND INDIANA ARE FEMALE.

IN PRUDENTIAL'S MID-AMERICA HOME OFFICE IN CHICAGO, APPROXIMATELY A THIRD OF THE EMPLOYEES IN THE MANPOWER DEVELOPMENT PROGRAM, A TRAINING PROGRAM

-2-

FOR THOSE WITH MANAGEMENT POTENTIAL, ARE WOMEN. DURING CALENDAR 1973, NEARLY 40 PER CENT OF COLLEGE GRADUATES HIRED WERE WOMEN. SO FAR THIS YEAR, 50% OF OUR COLLEGE GRADUATES HIRED ARE WOMEN. WE DO NOT HIRE PEOPLE FOR "DEAD-END" JOBS. DETERMINING ADVANCEMENT POTENTIAL IS AN IMPORTANT PART OF OUR HIRING PROCESS.

WHILE THE NUMBER OF PRUDENTIAL AGENTS IN ILLINOIS AND INDIANA DECLINED SLIGHTLY FROM 1972 TO 1973, AND THE NUMBER OF NEW AGENTS WAS SMALLER IN 1973 THAN IN 1972, THE NUMBERS OF BOTH FEMALE AGENTS AND NEW FEMALE AGENTS INCREASED FROM 1972 TO 1973. EFFORTS HAVE BEEN UNDERWAY, OF COURSE, TO CONTINUE THESE TRENDS AS THEY APPLY TO FEMALE AGENTS IN 1974. WE PRESENTLY HAVE 28 FEMALE AGENTS IN ILLINOIS AND INDIANA.

PRUDENTIAL OFFERS EXCELLENT EMPLOYER BENEFITS TO ALL ITS EMPLOYEES. EVERY EMPLOYEE RECEIVES, FREE, LIFE INSURANCE IN THE AMOUNT OF TWICE HIS OR HER ANNUAL PRUDENTIAL INCOME. LONG TERM DISABILITY COVERAGE IS PROVIDED, ALSO AT NO COST, TO ALL EMPLOYEES. SHORT TERM DISABILITY COVERAGE IS FREE TO ALL EMPLOYEES EXCEPT SPECIAL AGENTS. A MAJOR MEDICAL EXPENSE PLAN PAYS, ESSENTIALLY, 80 PER CENT OF MOST MEDICAL COSTS. THE COVERAGE PROVIDED UNDER THESE PLANS IS THE SAME, OF COURSE, FOR FAMILIES OF MALE AND FEMALE EMPLOYEES.

WHILE MATERNITY IS NOT TREATED AS DISABILITY, A SIX MONTH MATERNITY LEAVE IS OFFERED TO FEMALE EMPLOYEES; AND THE EMPLOYEE RETURNS WITH HER SENIORITY, SALARY, AND BENEFITS AS BEFORE.

THE COMPANY'S TUITION REFUND PLAN ASSISTS EMPLOYEES SEEKING HIGH SCHOOL DIPLOMAS, AND ASSOCIATE, BACHELOR, AND ADVANCE DEGREES IN REASONABLY JOB RELATED FIELDS. THE PLAN PAYS 100 PER CENT OF NORMAL STUDENT FEES AND 80 PER CENT TUITION UP TO A TOTAL OF \$2,000 IN ANY CALENDAR YEAR. TO ENCOURAGE

WOMEN TO FURTHER THEIR EDUCATION, WE HELD A CAREER POTENTIAL WORKSHOP FOR WOMEN CONDUCTED BY PROFESSIONAL COUNSELORS FROM A LOCAL COLLEGE. THE WORKSHOP WAS DESIGNED TO HELP WOMEN TO IDENTIFY THEIR GOALS AND OPPORTUNITIES, AND THE MEANS FOR ATTAINING THEM. PRESENTLY, THERE ARE 44 WOMEN AND 38 MEN PARTICIPATING IN THE TUITION REFUND PLAN.

FRUDENTIAL OFFERS OVER 17 TRAINING PROGRAMS FOR EMPLOYEES AND SUPPORTS PARTICIPATION IN INDUSTRY-WIDE PROGRAMS SUCH AS L.O.M.A., C.L.U., AND C.P.C.U. TO DATE, 306 MEN AND 952 WOMEN HAVE PARTICIPATED IN ALL TRAINING PROGRAMS.

IN ADDITION TO COMPANY AND INDUSTRY TRAINING AND EDUCATIONAL SUPPORT, FRUDENTIAL USES TWO PARTICULARLY VALUABLE PROCEDURES TO ENCOURAGE ADVANCEMENT AND TO IDENTIFY EMPLOYEES WITH POTENTIAL TO ADVANCE. FIRST, COUNSELING SESSIONS ARE HELD WITH EMPLOYEES AS PART OF A WORK REVIEW AND PLANNING PROGRAM. THE DEVELOPMENTAL VALUE OF THIS PROGRAM IS EMPHASIZED. THE SECOND IMPORTANT PROGRAM IS A REGULAR REVIEW OF EACH UNIT TO IDENTIFY THOSE EMPLOYEES WHO ARE FELT CAPABLE TO HANDLING INCREASED RESPONSIBILITY. AFTER DETERMINING THIS POTENTIAL TO GROW WITHIN THE COMPANY, THE MANAGER PREPARES AN EMPLOYEE DEVELOPMENTAL GUIDELINE TO HELP THE EMPLOYEE ACHIEVE WHAT IS VIEWED AS HIS OR HER POTENTIAL THROUGH TRAINING, JOB ROTATION, TRANSFER, OR OTHER MEANS. THE MANAGER REVIEWS REGULARLY ALL EMPLOYEES COVERED BY THIS PROGRAM TO ENSURE THAT NO EMPLOYEE COULD BE EXCLUDED ONCE AND THEN IGNORED. AS AN EXPENSION TO THIS PROGRAM, THE COMPANY HAS DEVELOPED A "SEMINAR FOR WOMEN IN MANAGEMENT." IT'S OBJECTIVE IS TO PROVIDE POTENTIAL FEMALE MANAGERS WITH INFORMATION TO MAKE SOUND CAREER DEVELOPMENT DECISIONS.

FRUDENTIAL IS ALSO BEGINNING TO USE A CAREER ASSESSMENT PROGRAM AS AN AID IN IDENTIFYING POTENTIAL FOR ADVANCEMENT AND THEN PLANNING INDIVIDUAL DEVELOPMENT.

~~-4-~~

THIS PROGRAM IS VALUABLE IN THAT EMPLOYEES FROM VARIOUS AREAS ARE OBSERVED BY PERSONS WHO ARE NOT IN THEIR PARTICULAR CHAINS OF COMMAND WHILE THEY PERFORM A NUMBER OF EXERCISES UNDER NEUTRAL, OFF-SITE CONDITIONS.

OF ALL PERSONS PROMOTED IN PRUDENTIAL'S MID-AMERICA HOME OFFICE IN CHICAGO LAST YEAR, 474, OR, 81%, WERE WOMEN. IN THIS OFFICE, 65% OF EMPLOYEES ARE WOMEN.

A STUDY WAS MADE RECENTLY TO ENSURE THAT THERE IS NOT A DIFFERENCE BETWEEN MALE AND FEMALE EMPLOYEES' SALARIES IN THE MID-AMERICA HOME OFFICE. WHILE AVERAGE SALARIES PAID MALES AND FEMALES IN EACH LEVEL WERE VERY CLOSE, THE FEMALES' SALARIES WERE HIGHER IN 75% OF THE JOB LEVELS.

PRUDENTIAL IS CONSTANTLY STRIVING TO PREVENT DISCRIMINATION ON ANY BASIS, AND TO ENSURE THAT BOTH THE ORGANIZATIONAL STRUCTURE AND PERSONNEL PRACTICES ARE SUCH THAT DISCRIMINATION DOES NOT OCCUR.

Exhibit No. 102

This exhibit was not available
for publication.

Exhibit No. 103

INSURANCE COMPLIANCE STAFF EXPECTATIONS FOR 1975

Address by Everett M. Friedman, Chief, Insurance Compliance Staff, Social Security Administration, at EEO Workshop for Insurance Industry, held in Baltimore, Maryland, November 6-8, 1974.

I. Introduction

Many important events impacting on contractor and subcontractor Equal Employment Opportunity obligations have occurred in 1974. Among the most important events are three actions that have been taken by the Federal Government so far this year.

(1) Firstly — the change in Revised Order 4 which requires "goals and timetables * * * to achieve prompt and full utilization of minorities and women at all levels and in all segments of the employer's workforce where deficiencies exist." (Section 60-2.10) *

(2) Secondly, the OFCC's issuance of standardized evaluation procedures for all Compliance Agencies to utilize in their reviews of contractors and subcontractors subject to the requirements of Revised Order 4. This is Revised Order 14.

(3) Thirdly, the issuance of a new Memorandum of Understanding between the Equal Employment Opportunity Commission (EEOC) and the Office of Federal Contract Compliance (OFCC), designed to maximize efforts to increase employment of minorities and women through coordination of activities of the EEOC, the OFCC, and Federal Contract Compliance Agencies.

(4) In addition to these key actions impacting on all Federal contractors and subcontractors, an action of special importance to the insurance industry has taken place this year. The Social Security Administration's Insurance Compliance Staff's jurisdiction has been broadened to cover all insurance companies holding Federal contracts or subcontracts whereas previously the Insurance Compliance Staff reviewed only those companies holding Medicare contracts or subcontracts, or companies identified by the Civil Service Commission as holding contracts or subcontracts under the Federal Employees Health Benefits or Federal Employees Government Life Insurance Programs. In outline, my presentation will analyze the key Government actions in 1974 and related significant activities in the area of Equal Employment Opportunity. Then my presentation will cover five key questions:

1. What are the crucial Equal Employment Opportunity problems?
2. What is expected of you as Government Contractors and Subcontractors to solve Equal Employment Opportunity problems?
3. What are the Insurance Compliance Staff's compliance activity expectations and objectives for 1975?

* Minorities consist of Blacks, Orientals, American Indians and Spanish heritage persons.

4. Why are you being called on as Government Contractors and Subcontractors to solve Equal Employment Opportunity problems?

5. Can we expect you to meet the challenge?

II. Analysis of Key Federal Actions in 1974

(1) Revised Order No. 4

In earlier workshop sessions this week, the latest changes in Revised Order 4 were analyzed and discussed in detail, particularly in connection with your preparation of acceptable Affirmative Action Plans (AAP's). My purpose here is to highlight the key changes; firstly the changes in Section 60-2.10 Purpose of an AAP, and Section 60-2.11 Required Utilization Analysis.

The latest revision of 60-2.10 left unchanged most of the existing section, but introduced a crucially significant change requiring goals and timetables to achieve prompt and full utilization of minorities and women. As before the section states in direct and businesslike terms:

An AAP is a set of specific and result oriented procedures to which a contractor commits himself to apply every good faith effort. The objective of those procedures plus such efforts is Equal Employment Opportunity. Procedures without effort to make them work are meaningless; and effort, undirected by specific and meaningful procedures is inadequate.

The next sentence—the fourth in the paragraph, contains the key change; whereas the previous wording stated that, "the contractor's good faith efforts must be directed to correct the deficiencies and, thus to increase materially the utilization of minorities and women **," the current revision requires that the contractor's efforts be directed, "to achieve prompt and full utilization of minorities and women, at all levels and in all segments of his workforce ***"

Section 211(a) requires for all departments (and smaller organizational units) a listing of all job titles in order of salary ranges, including employee data according to sex and race.

In summary, the latest revisions step up the pace and extent of the contractors obligation to utilize minorities and women in positions where few or none had been employed. This is facilitated through a required penetrating analysis of the workforce, which should enable all EEO coordinators, with management and supervisors, to focus on those jobs where substantial underutilization still exists.

Revised Order 14

The issuance of Revised Order 14 and its publication in the Federal Register are especially important to contractors because the Order not only establishes standardized evaluation procedures that compliance agency representatives are required to implement, but also gives the contractor or subcontractor advance information of what to expect to be covered in the compliance review.

Revised Order 14 provides specific guidelines to identify affected class situations which require corrective action. While this regulation is designed primarily for Compliance Agency representatives your understanding of it is vitally necessary.

EEOC/OFCC Memorandum of Understanding

The new Memorandum of Understanding between the EEOC and the OFCC aimed at eliminating duplication and promoting efficiency—provides for the exchange of information regarding specific cases and contractors, and the coordination of planning and onsite review activities by the two agencies.

The latest Memorandum of Understanding is perhaps of unique importance because it requires coordination by two agencies that, by design, have used two different and differing approaches to solving EEO problems. Whereas OFCC requires employers to take affirmative action simply as a part of a contractual obligation, the EEOC cannot require an employer to take affirmative action until after there has been a finding of a violation of the Civil Rights Act, Title VII, based on a specific complaint of employment discrimination.

Recognizing, firstly, the historically different approaches of Executive Order 11246 and Title VII of the Civil Rights Act of 1964, and, secondly, the recent agreement to coordinate OFCC and EEOC activities, it is fair to state that there is a new element in the area of EEO that affects not only the subject Government Agencies, but is also likely to impact on Federal Government contractors in new and stronger ways than ever before.

III. What are the Crucial EEO Problems?

A. Background and Perspective

1. Before discussing the crucial EEO issues now confronting you, I believe it is worthwhile to put the subject in perspective. Since January 1966—the year in which the ICS assumed compliance agency responsibility—minority employment by subject contractors has increased substantially. Overall, minority employment increased from 5.3 percent, to 17.5 percent at the start of 1974. During that period, minority employment by the commercial insurance companies with Medicare and Civil Service Commission contracts subject to review by the Insurance Compliance Staff, increased from 4.5 percent to 13.8 percent at the start of 1974.

2. Historically, women have comprised a major part if not the majority of the employees in the insurance industry. Federal Executive Orders did not prohibit discrimination on the basis of sex until 1967, and not until 1972 were contractors required to set goals to increase the utilization of women in jobs from which they traditionally had been excluded.

B. Minority and Female Utilization: 3 Phases

1. The Insurance Compliance Staff has identified minority and female utilization in the insurance industry as taking place in essentially

three stages. Phase I consists of employing minorities in substantial numbers in white collar office and clerical jobs which they had not held in the past. Generally, this phase has been achieved in most of the larger installations of subject contractors especially those located in urban centers.

2. In essence, Phase II is the employment of minorities and women in positions above the clerical level such as technical, first line supervisory and sales jobs. Movement of minorities and women into technical and first line supervisory positions is substantially on its way among Federal contractors reviewed by the ICS up to now, especially at larger locations. As for sales jobs, there has been limited progress in the employment of Blacks and other minorities, and negligible growth in the employment of women in sales positions.

3. We are now moving into Phase III, where the critical issue is the employment of minorities and women in key positions and the pipelines leading to them; positions where they are making policy and decisions—as executives, managers, professionals and marketing officials.

C. EEO Problems in Insurance Industry: 3 Broad Categories

Employment opportunities and problem areas in the insurance industry may be grouped in three broad categories:

(1) In the first category there are factors outside of the company (or at least the company so believes) that could result in resistance to dealing with a minority group employee or female employee. Typically, this is a sales or other public contact position involving business activities which the company fears may be jeopardized because of the bias (supposed or otherwise) of the prospective or current policy holder, or of a broker or independent agent. Some companies have been making substantial progress in solving this long recognized problem. According to a recently published book, "Corporate Power and Social Change," an insurance company (—currently a Federal contractor—), "in 1965 shocked the industry by running ads in the trade press and in Ebony showing a black insurance salesman selling to a white couple" (Footnote, p. 91). That was almost ten years ago but the underutilization of Blacks and other minorities in sales positions continues as a major problem area. This situation is also coming to the fore with regard to women, who historically have been viewed as not suitable for individual or group insurance sales positions because the jobs involve night work at individual prospects' home or business lunches with male executives.

(2) The second employment problem category is practically the opposite from the first; thus in the second category are positions for which an insurance company has a built-in business incentive to employ a person from a particular minority group. For example, there are increasing efforts to sell to specific minority-group markets. This situation presents new opportunities to employ persons of specific-minority groups, but such hiring or placement practices may result in violations of

the EEO clause if persons are segregated or restricted to a special market based on race, color, national origin, religion or sex.'

(3) The third category covers work involving no external factors militating for or against the employment of a woman or a person from a minority group. Basically this category includes office, administrative, professional, technical, management and executive employees. Management has control of the working environment, a situation presenting substantial opportunities to employ and promote available minorities. Until recently, with most home offices and larger regional offices being located in urban centers, minorities have been available for employment in increasing numbers. However, there has been a recent development in which certain operations historically performed at the home office, have been transferred to newly created "satellite" units located beyond or on the outskirts of metropolitan areas, where minorities usually compose a small part of the population. This trend presents a serious problem requiring well-planned affirmative or corrective action.

The third category also includes units in which mostly females are employed. Although in the last two or three years there has been some limited progress by women in professional, managerial and executive jobs, they remain disproportionately concentrated in office and clerical positions. Home offices and large regional offices present a situation where past practices, lingering resistance to change and limited job openings constitute a special problem area regarding the employment of women and minorities. Most importantly, such situations contain a potential for a number of "affected class" cases. An "affected class" as defined in Section 60-2.1 of Revised Order 4, is one in which, "employees who by virtue of past discrimination, continue to suffer the present effects of that discrimination." Relief to members of an affected class is available under both the Civil Rights Act and Revised Order No. 4.

C. Rising Expectations

1. Minority Groups

a. The first EEO objective for minority groups was to gain entry into mass operation jobs. In the insurance industry, this has been largely office and clerical operations. The initial pressure was for employment of Blacks — the largest minority group in the United States; this has been followed by extra efforts to increase employment of persons of Spanish-Heritage — particularly Puerto Ricans and Mexican American "Chicanos".

b. Now pressures are building for the advancement of other minority groups; persons classified as "Orientals", who now oppose the very term itself, demanding to be called Asian-Americans, or more specifically Chinese, Japanese and Filipinos. Another group of historically silent Americans is now speaking up for its rights, the American Indians.

c. While the plight of these minority groups undoubtedly has been a factor in their drives for greater opportunities, another factor—perhaps the key — is the rising expectations of all minority groups, each learning from and seeking to capitalize on the gains made by others. In essence, their pressures are to rise within the established system rather than to reject it.

2. Women

As for women, the employment pattern has been different, but the objective is basically the same. Historically, women have composed a major part of the insurance industry's workforce, but they were confined largely to stereotype office and clerical jobs. Now women are pressing to higher ranks. Moreover, remember this, women having been employed in insurance companies all along; they know the "system", many of them are highly articulate; they know what "buttons to press" to get results.

3. The rising rate of expectations has quickened and broadened in many parts of the country. Women's groups, non-existent or just starting a year ago, are becoming of increasing importance in pressing for equality. And recently, minority groups, such as Chinese and Philipinos on the West Coast, have become active in initiating broad discrimination law suits. All this in addition to increased actions by the predominant minority groups — Blacks and those of Spanish-Heritage.

D. Government EEO Agencies

Along with the increasing pressures from minority groups and women, Government action during the past year has expanded and intensified. EEOC Litigation Centers just getting started last year, are initiating an increasing number of legal actions. The OFCC has issued its latest revisions of Orders 4 and 14 requiring contractors to set ultimate EEO goals, and compliance agencies to conduct penetrating reviews according to prescribed guidelines. On September 11, 1974, the OFCC and EEOC announced the previously described Memorandum of Understanding requiring close coordination of activities of the affected agencies.

E. Multiplier Effect

Put all these factors together, there is a kind of multiplier effect. In sum, rising levels of expectations and more rigorous compliance enforcement are the outlook as we head into 1975. And the focus of these activities is most likely to be the larger employers and Government contractors. Both because of high concern for corporate image and the positive obligation of Government contractors to take affirmative action, we can expect that they will be the focal points of crucial EEO problems in 1975 and the future.

IV. What is Expected of You as Government Contractors to Solve EEO Problems?

A. We have summarized the major Equal Employment Opportunity underutilization problems confronting employers in the insurance industry.

In general we expect that, in conformance with the requirements of Revised Order 4, each subject contractor and subcontractor will have a current written Affirmative Action Program at and for each of its establishments; that such Affirmative Action Program will have all of the contents required by Subpart B, of Revised Order 4, and further that all of the Methods of Implementing the Requirements of Subpart B are reviewed and applied as appropriate in the Affirmative Action Program.

B. Following is a summary of Insurance Compliance Staff expectations of insurance industry contractors and subcontractors with the Federal Government:

1. Develop goals and timetables for the prompt and full utilization of minorities and women in positions in which they have not been employed or still have not made substantial progress, particularly in outside sales and public contact jobs; in field units and regional offices; and in professional, managerial and executive positions throughout each company.
2. Sophistication of training programs and of inventories of minorities and females to fully use their present skills, and to develop upward mobility throughout each company.
3. Strong EEO commitments from the top officials, not simply stereotype non-discrimination statements.
4. Establish accountability of executives, managers and supervisors for implementation of their Equal Employment Opportunity obligations; include Equal Employment Opportunity implementation as an element in performance ratings.
5. Ensure that the EEO Coordinator has open access to top management for candid identification, discussion and resolution of EEO deficiencies.
6. In developing and effectuating Affirmative Action Programs, establish a system of coordinating "inputs" throughout the organization - from both the "bottom up" and "top down".
7. Establish long range and interim goals with timely updating of Affirmative Action Programs, so as to eliminate gaps in annual planning; periodically, measure effectiveness of your Affirmative Action Programs, especially in regard to achievement of goals and objectives.
8. Provide an effective system for giving notice of job openings to insure that there is equal employment opportunity for positions throughout the company.
9. Establish a system for monitoring all employment agency recruiting for technical, professional, managerial, and executive jobs to ensure that minorities and women are included in their referrals.

10. Make implementation of the Equal Employment Opportunity clause a factor in determining the location of facilities; where lack of access to suitable housing or reasonable transportation to newly established facilities inhibits minority employment, develop goals to overcome these problems.

V. Insurance Compliance Staff's Expectations and Objectives

Taking into account the large number of contractors and subcontractors assigned to the Insurance Compliance Staff, and the fact that many of them conduct large and widely dispersed operations through the United States, we expect to fulfill our compliance agency responsibilities through a combination of activities, consisting firstly, of Revised Order 14 reviews, supplemented by (2) span-of-control reviews; (3) a monitoring system and (4) technical assistance, consultation and negotiation.

A. Revised Order 14 Reviews

Priority for Revised Order 14 reviews will be given to (a) establishments with records showing the most substantial deficiencies in the utilization of minorities and/or females, and the greatest potential for increased utilization; (b) pre-award reviews; (c) reviews in conjunction with discrimination complaint investigations.

B. Span-of-Control Reviews

In order to attain a greater penetration of each multi-facility contractor than could otherwise be secured through Revised Order 14 onsite reviews of a necessarily limited number of individual establishments, we plan to conduct reviews with officials exercising control over a large number of field facilities, such as a region or a division or an entire operation, if appropriate. These span-of-control reviews will supplement Revised Order 14 reviews. The purposes of the span-of-control reviews are to present findings regarding the field units under the officials's jurisdiction and also to seek:

(1) resolution of deficiencies of a general nature in the subject field units;

(2) disposition of specific deficiencies in a particular unit or units that have resisted change or otherwise failed to improve;

(3) plans for future improvements in methods and results throughout the units within the officials's jurisdiction; particularly the span-of-control official's plans to ensure that the managers of the subordinate field units actually implement the Affirmative Action Programs for their respective establishments.

C. Monitoring System

The monitoring system will consist of essentially a three step process:

(1) Insurance Compliance Staff notification to the contractor corporate headquarters of the field establishments that have minority and/or female employment records that indicate utilization substantially below minimally acceptable EEO performance levels;

(2) Contractor response to Insurance Compliance Staff regarding actions corporate headquarters is taking to have the identified field establishments increase promptly minority and/or female employment to at least minimally acceptable performance levels;

(3) periodic notification by contractor of status of identified units until they have actually improved performance; in the absence of necessary timely improvement, the Insurance Compliance Staff will take appropriate action to secure compliance.

It may be worthwhile at this point to touch on the ICS enforcement process. Our primary objective is not confrontation, but rather "results" in terms of increased utilization of minorities or women. Our policy is to issue show cause notices where necessary and appropriate; for example, if a contractor fails to submit a requested AAP, or submits one that is patently incomplete, a show cause notice will be issued. On the other hand, following an onsite review, the compliance specialist and team leader may recommend sending a pre-show cause letter to the corporate home office, advising that if the problems are not remedied, a show cause notice will be necessary. Another approach we have followed, where the occasion warrants, is to write to the chief executive officer, advising that the matter is of such urgency as to require direct attention. Our experience has been that in the corporate image-conscious insurance industry, these pre-show cause notices usually secure effective results, and avoid time-consuming legalistic, entanglements.

D. Technical Assistance, Consultation, Negotiation

The Insurance Compliance Staff's primary responsibility is to conduct onsite reviews of selected establishments pursuant to Revised Orders 4 and 14. As supportive actions, we will provide technical assistance to contractors and subcontractors where it is clear that doing so will serve to improve the overall results in the company's utilization of minorities and women. In this connection, we plan to continue conducting orientation visits with new contractors and subcontractors for us to gain quickly a goodly knowledge of the company's operations, and also for us to provide the contractor with information that will enhance EEO compliance by the company. Where appropriate, we will negotiate agreements with contractors on nationwide Affirmative Action Program formats or on frequency of updating statistics. This will be done pursuant to Section 60-60.3 of Revised Order 14.

If you are interested in negotiating an agreement or seeking technical assistance, please write to me. To facilitate matters, please state in the caption-line of your letter: the subject of your request, for example: "Negotiated AAP Format".

VI. Why Are You Being Called on as Government Contractors and Subcontractors to Solve EEO Problems?

A. On occasion the question has been raised as to why Government contractors and subcontractors have been singled out to take special actions—affirmative actions and corrective actions — to solve EEO problems.

1. Firstly, it is a matter of national policy. As you know, subject Government contracts and subcontracts must contain an equal opportunity clause. This is required by Presidential Executive Order 11246, as amended, which is one of a long series of Executive Orders going back to Order 8802, issued in 1941 by President Franklin D. Roosevelt.

2. The underlying premises of these Executive Orders are that the Government must make certain not to do business with employers engaged in racial, sexual or other non-bona fide discrimination, and also to utilize Government contracts as instruments for helping to bring about change in the traditional patterns of employing minorities and women. As such, the Government's contract procurement process is being utilized to advance a vitally important national policy, namely, equal employment opportunity for all, regardless of race, color, sex, religion or national origin.

3. As part of the bargain to obtain a Government contract, companies are required to commit themselves to take affirmative action to increase the utilization of groups traditionally excluded from many employments. Although the term affirmative action has become increasingly associated with programs to increase employment opportunities for minorities and women, the concept of affirmative action has been applied to many other groups, for example military service families through CHAMPUS, Federal employees through FEHBA, and Social Security beneficiaries under the Medicare Program.

4. The fundamental purpose of Affirmative Action, including affirmative action in EEO, is to provide protection to groups generally recognized to be in need of such protection because otherwise they would not be adequately protected.

In summary, the EEO clause is not simply an irrelevant "rider" in Government contracts, but rather an element of an allied strategy aimed at eradicating problems of inadequate income, poor housing, education and health.

VII. Can We Expect You to Meet the Challenge?

Can we expect you to meet the challenge of providing prompt and full employment opportunity for minorities and women? (1) There is probably no reasonable alternative but to meet the challenge. It is evident that even without a contractual obligation to take affirmative action to ensure EEO, there are other compelling factors to do so.

Principal among these are the Civil Rights Laws, which are likely to be enforced with increasing scope and vigor. Also there is the all but inevitable movement to equality by minorities and women. This movement is part and parcel of the great American tradition to participate fully in securing the right to life, liberty and pursuit of happiness.

(2) Additionally, the insurance industry has come increasingly to recognize its responsibilities as a corporate citizen, to work for orderly and positive, social change. This has been manifested in a variety of ways, including investment activities to redevelop decayed urban areas; support of minority business enterprise; training of unskilled to equip them for employment. Certainly attaining prompt and full utilization of minorities and women within their own establishments would be in line with fulfilling corporate social responsibilities.

(3) The insurance industry has demonstrated an outstanding ability to adjust to the needs of the situation when it has seen it as important to do so. In size and scope, one might say that the insurance industry has risen to and grown with each occasion that it has perceived to be of sufficient importance to make changes. Recognizing the insurance industry's declared broad social objectives, the challenge of EEO appears to be an appropriate and necessary objective. As to the ultimate question of whether we can expect you to meet the challenge of achieving prompt and full utilization of minorities and women in all segments and levels of the work force, that is a matter of how you set your priorities, determine and attain your goals. In a phrase, ladies and gentlemen, the answer rests with you! Thank you.

Exhibit No. 104

This exhibit is on file at the
U.S. Commission on Civil Rights.

Exhibit No. 105

A REPORT ON SEX DISCRIMINATION
PRACTICED BY EMPLOYMENT AGENCIES

BY

SANDRA ZWERLING AND BETH ROCKE
EMPLOYMENT COMMITTEE, NEW YORK CHAPTER,
NATIONAL ORGANIZATION FOR WOMEN

BASED ON A SURVEY CONDUCTED BY THE NATIONAL ORGANIZATION FOR WOMEN AND
THE AMERICAN JEWISH CONGRESS NATIONAL WOMEN'S DIVISION

FEBRUARY 1973

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* Copies available upon request. Contact: American Jewish Congress
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I. INTRODUCTION AND SUMMARY OF FINDINGS

In a survey of employment agencies in four cities, conducted jointly by the National Organization for Women and the American Jewish Congress National Women's Division, 82% of all agencies interviewed accepted a job order specifying a male applicant in defiance of existing laws against sex discrimination.

Of 459 employment agencies contacted during the spring and summer of 1972, only 13 refused to accept a job order because they recognized that the order was discriminatory, in that men were clearly and specifically requested.

Seventeen agencies acknowledged the discriminatory nature of the job order, but accepted it anyway. In the case of 51 interviews, the replies were so varied and indefinite that they could not be considered either an acceptance or a refusal.

Included in the survey were employment agencies in New York, Philadelphia, Chicago, and Los Angeles. The job orders were for the positions of management trainee, systems analyst, and merchandise manager of a retail store...job categories for which there are large numbers of available women candidates.

This survey was originated by the New York Chapter of N.O.W. and the American Jewish Congress Women's Division as part of a program to combat discriminatory practices by employment agencies. The survey findings in New York were so dramatic that the investigation was extended to other cities. Chapters of N.O.W. and the American Jewish Congress Women's Divisions in Philadelphia, Chicago, and Los Angeles conducted separate investigations and reported their findings to New York for tabulating and reporting. In each city an individual action program, based on this report, will be initiated by the local chapters.

The following table summarizes combined findings in all four cities:

<u>BREAKDOWN OF REPLIES TO TELEPHONE INTERVIEWS</u>		<u>NUMBER</u>	<u>PERCENT</u>
(1)	Agencies who refused job order because it was discriminatory.	13	2.83
(2)	Agencies who requested further information	30	6.54
* (3)	Agencies who refused job order because they did not handle the job category.	*78	0
(4)	Agencies who acknowledged discriminatory nature of job order, but accepted it anyway.	17	3.70
(5)	Agencies who accepted job order without qualification.	378	82.36
* (6)	Agencies not included in survey because they were found to be "out of business", because of "disconnected telephone service", or because no contact was made with placement counselor.	*134	0
(7)	Agencies whose answer was not clear in the interviewer's report.	20	4.36
(8)	Agencies who were not sure whether or not they handled the job category.	<u>1</u>	<u>.21</u>
	TOTAL CALLS	671	
	*NOT COUNTED	<u>-212</u>	
	TOTAL INTERVIEWS COUNTED	459	100%

* These calls were not counted because either the agency did not handle the job category, or there was no telephone response.

** See Appendix A and B for national and individual tables.

The following replies are typical of employment agencies who accepted discriminatory job orders:

(For Systems Analysts)

"Yes, they are being swallowed up now ... if you want a good guy, the salary is \$15-20,000."

(N.Y.)

"Yes, I have some excellent men available."

(L.A.)

"Let me make your job easier for you; we're the largest agency handling data-processors in the city..... and when I say 20 men, I mean 20 exceptionally well-qualified, trained men."

(L.A.)

(For Merchandise Manager)

... He's sure that.. "with my three years in this business, I can find you the right man for the job."

(N.Y.)

On the other hand, the agencies who refused the job order because it was discriminatory made statements such as:

(For Management Trainee)

"Don't you know it's against the law to discriminate against women?"

(N.Y.)

(For Merchandise Manager)

"Sorry, I cannot take an order specifying either a man or woman; ... it is against Federal and Illinois State laws; the law is very strict..... cannot distinguish between men and women. I can only take an order for a merchandise manager, person."

(Chicago)

"You could get in trouble, my dear!"

(N.Y.)

Some agencies tentatively acknowledged the law, but appeared reluctant to risk the loss of a placement fee. In these cases, the following replies were typical:

(Management Trainee)

"Yes... of course. Men? That puts us in a bad spot; we're not allowed to discriminate." When asked whether or not the agency contact could fill the job order as specified by interviewer, the answer was "Yes, we can get men."

(N.Y.)

Why not women? You ought to be ashamed of yourself! We can fill the order if we have more specifications."

(N.Y.)

II. BACKGROUND INFORMATION

A. FUNCTIONS OF AN EMPLOYMENT AGENCY

Employment agencies claim to offer a unique service in the job market. Their functions is to save the employer and the job seeker both time and money. By engaging an employment agency, the employer does not have to interview as many people for each job opening. The job seeker, on the other hand, does not have to contact every company individually in order to determine where job openings exist.

The method used by employment agencies to fill employers' job orders is called "screening the applicants". Agencies attempt to refer only the best qualified applicants for each job, in the hope that one of its applicants will be hired, and the agency will receive a fee for its services. The fee may be paid either by the employer or the person hired, depending on a previous arrangement with the agency.

B. EMPLOYMENT AGENCY CODE*

The code of The Association of Personnel Agencies of New York (APANY) states on Page 8 of the members' booklet that APANY has undertaken.

"In House Training Programs"

"A hard-hitting educational program for all employment agency licensees and placement counselors covering understanding of minority group applicants, Civil Rights Laws concerning discrimination, how to refuse discriminatory job orders, etc...."

The APANY code was widely publicized when that organization ran a full page advertisement in the New York Times, Sunday, September 19, 1971 with the headline... "PRIVATE EMPLOYMENT AGENCIES ARE PLEDGED TO PROMOTE EQUAL JOB OPPORTUNITIES."

* See Appendix C for complete text of APANY ad.

Survey interviewers found, however, that employment agencies were willing partners in the exclusion of women from professional and managerial jobs solely by virtue of gender.

C. U.S. EQUAL EMPLOYMENT OPPORTUNITY COMMISSION

On the Federal level, the practices of employment agencies in the area of sex discrimination are regulated by the equal Employment Opportunity Commission.*

GUIDELINES, TITLE 29, CHAPTER XIV, 1604.6 - CODE OF FEDERAL REGULATIONS EMPLOYMENT AGENCIES (b)

"An employment agency that receives a job order containing an unlawful sex specification will share responsibility with the employer placing the job order if the agency fills the order knowing that the sex specification is not based upon a bona fide occupational qualification. However, an employment agency will not be deemed to be in violation of the law, regardless of the determination as to the employer, if the agency does not have reason to believe that the employer's claim of bona fide occupational qualification is without substance and the agency makes and maintains a written record available to the Commission of each such job order. Such record shall include the name of the employer, the description of the job and the basis for the employer's claim of bona fide occupational qualification."

* See Appendix D for individual state and city laws dealing with discrimination.

III. INTEREST OF N.O.W. AND AJCONGRESS WOMEN'S DIVISION

A. INTEREST OF N.O.W.- N.Y.

This survey was motivated by the large number of individual experiences of discrimination brought to the attention of the Employment Committee of the New York Chapter of the National Organization For Women. Many of the women who sought help from N.O.W. were qualified for professional positions but were referred only for clerical or secretarial positions. Others were doing supervisory work but could not upgrade their salaries or their job category to the equivalent level of the work performed. Still others had reached a ceiling in their careers and were denied access to higher executive positions.

Women have come to N.O.W. to obtain information about laws and agencies dealing with sex discrimination. Many women come for help because they are unable to deal on an individual basis with the barriers set up by the employment agencies which prevent them from learning about job openings that are available to men.

B. INTEREST OF AMERICAN JEWISH CONGRESS

The American Jewish Congress has a long-standing interest in equal rights and equal opportunities for all people. Between the years 1946 and 1955 the American Jewish Congress conducted four series of surveys of New York Employment Agencies in an attempt to assess the extent to which employment agencies were willing to take order for "white, Protestant stenographers" after the 1945 enactment of the New York State law against discrimination.

The American Jewish Congress, by resolution at its National Biennial Convention in May, 1972, confirmed its support of Equal Rights for Women. Members of its Women's Division worked closely with N.O.W. members in each of the cities involved, in planning and implementing this survey to determine compliance with laws prohibiting discrimination on account of sex.

IV. ORGANIZATION AND METHODS

Various approaches were considered, and it was decided that the best way on getting an overall view of employment agency practices was by means of a telephone survey.

A. SELECTION OF JOB CATEGORIES

Three job categories were selected for the survey because of the known availability of qualified female and male candidates for all of them. Each was specifically included for additional reasons.

1) MANAGEMENT TRAINEE:

This position requires only that the candidate have a B.A. or B.S. degree, as well as an interest in a future business management position.

2) SYSTEM ANALYST:

Because of the newness and needs of computer technology, earlier hiring practices in this job area were non-discriminatory. As a result, there are many skilled women in programming and systems analysis.

3) MERCHANDISE MANAGER (Women's Ready-To-Wear):

This position is reached as a result of promotion from a job as a buyer for a retail store. In the overwhelming majority of cases, buyers' job in department and chain stores are held by women.

B. SELECTION OF EMPLOYMENT AGENCIES*

New York agencies were selected from listings in the APANY Guide, dated April, 1971. APANY coding enabled us to make an initial determination as to which agencies handled each of the selected job categories. All agencies which could be considered as handling the job category in question were included.

In Philadelphia, Chicago, and Los Angeles the agency names were obtained mostly from the Yellow Pages, or newspaper advertisements.

C. TELEPHONE INTERVIEWS

The scripts for the telephone interviews on all jobs included specific similarities:

1) The interviewer asked to be referred to the employment counselor or the particular person who handled men for that job category.

2) The term "man", "men", "guy", or "fella" was included in each interview from three to five times during the conversation by the interviewer.

3) In all cases we indicated that this was a preliminary call. We did not use a company name during the interview.

The following pages give the telephone interviewer scripts used in the survey in all four cities.

* Names and addresses of all employment agencies involved in the survey in all four cities are available upon request. Apply to A.J. Congress, 15 East 84th Street, New York - Telephone: (212) TR.9-4500, Ext. 816.

TELEPHONE INTERVIEW SCRIPT: MANAGEMENT TRAINEE

- 1) OPENING STATEMENT: Will you put me through to the person who handles college men for management trainee positions.
- 2) WHEN PLUGGED THROUGH TO SOMEONE ELSE, SAY: We're a very diversified company, in the consumer product field, and we plan to open a New York office around June 15. We need a group of college men...current grads.... to interview for executive trainee positions. We'd be glad to pay whatever your fee is. Can you get together some resumes on those kinds of fellas for us?
- 3) IF ASKED FOR COMPANY NAME, SAY: We're the advance college recruiter and we don't want it publicly known that the company is coming to N.Y. We only want to work with a small number of agencies.
- 4) IF ASKED QUESTIONS ABOUT KIND OF DEGREE WANTED: We're getting more and more diversified, so we're looking for either a B.A. or B.S. degree.
- 5) IF ASKED SALARY: Can you give us an idea of what these men get in New York today, so we can establish a range.
- 6) WHEN TOLD A FIGURE: Thanks for your time. I'll check with my boss, and get right back to you.

TELEPHONE INTERVIEW SCRIPT: SYSTEMS ANALYST

- 1) OPENING STATEMENT: Will you put me through to the person who handles men for systems analyst positions.

- 2) WHEN PLUGGED THROUGH TO SOMEONE ELSE, SAY: I represent a national accounting firm that's opening a new office here in N.Y. We will need two--possibly three--men who know 360-DOS, guys with at least five years of experience, who know programming. Can you get us this kind of man? We'll be glad to pay whatever your fee is.

- 3) IF ASKED FOR COMPANY NAME, SAY: I'm sorry, but I've been asked not to give our name at this time. We don't want it publicly known that the company is coming to New York. We only want to work with a selected number of agencies.

- 4) IF ASKED SALARY: Can you give us the range for such men in New York at this time? We'll pay whatever the salary range is for such positions.

- 5) IF NOT ASKED ABOUT SALARY, SAY: Can you tell me what salary such men get in (New York) these days? Thank you for your time. I'll get back to you very soon.

TELEPHONE INTERVIEW SCRIPT: MERCHANDISE MANAGER

- 1) OPENING STATEMENT: Please let me speak to the person who handles retail executives.
- 2) IF THE RECEPTIONIST GIVES YOU TROUBLE: We have an executive position open in our chain, may I speak to the person who handles this.
- 3) IF PLACEMENT MANAGER IS NOT IN: I'm Mrs. _____, calling for Mr. _____. We'll call back later.
- 4) WHEN PLUGGED THROUGH SAY: We're a small women's ready-to wear chain in New Jersey. We desperately need a man with about 8 years chain buying experience who's ready to step into a merchandise manager's spot. We're willing to pay whatever your fee is. Do you have this kind of guy on hand?
- 5) IF ASKED NAME OF COMPANY I'd tell you in a minute, but in this case we have to be very careful not to. Our present merchandise manager is going to be fired and he doesn't know yet. That's why we're putting out feelers to just one or two agencies. We're trying to line up advance interviews, so could you get us a couple of guys from your files right away?
- 6) IF AGENCY INSIST ON KNOWING COMPANY NAME: I just told you the situation. We can't receive any resumes or telephone calls from agencies without suspicion. Mr. _____ plans to come to New York to interview your men. If you start lining up some resumes now, we'll get back to you by tomorrow morning.
- 7) SALARY DATA, TO CLOSE CALL: I think the salary would be commensurate with experience. I'll get back to you.

D. LIMITATIONS OF SURVEY

It was decided not to use the name of any actual companies in the telephone interviews. Instead the interviewers were told to state that they were secretaries who were making preliminary contact with the employment agencies. If it was determined that the agency was able to handle the job order, the agency's name would be given to the secretary's employer. This procedure partially explains why 30 agencies requested further information before they could either accept or refuse the job order.

Interviewers were also instructed not to leave a phone number where they could be reached by the agencies. Therefore, some phone calls resulted in "no contact" because the person who normally handled a particular job was not immediately available.

In addition, for the most part, interviewers made a single call to each agency. This also reduced the total number of completed interviews. All work on the survey was done by volunteers. Most interviewers in all four cities received personal training in telephone techniques, and all interviewers were given written instructions as well.

It is true that a substantial number of the calls did not result in completed interviews. Nevertheless, the overall validity of the survey is not affected. Responses were received from a large majority of the agencies contacted in each of the job categories, and there is no reason to believe that those not reached operate on a different basis.

V. IMPLEMENTATION OF EMPLOYMENT AGENCY PROJECT

The findings of this survey will be made available to all appropriate governmental agencies. A copy of this report will also be sent to APANY (Association of Personnel Agencies of New York) and personnel agency associations in Philadelphia, Chicago and Los Angeles. The report will be accompanied by a request for prompt action and an offer of assistance in developing

programs aimed at eliminating job discrimination against women.

VI. CONCLUSIONS AND RECOMMENDATIONS

Non-compliance with existing laws is clearly the practice of the majority of employment agencies in the cities surveyed.

There is no need for further legislation. The immediate need is for strict enforcement of women's rights under existing laws. Employment agencies are in fact handmaidens to corporate discrimination, but they cannot be excused from their responsibility to uphold the law. It is time for Federal, State and City governments to institute a stronger effort to force compliance with law.

When women are aware of the degree of discrimination practiced against them, such awareness must lead to action. Women must communicate to the employment agencies, in the most effective way possible, that they know anti-discrimination laws exist and that they apply to employment agency practices. They must be prepared to file sex discrimination complaints against employment agencies in order to help break the pattern and practice of these agencies of keeping women from positions at the professional and managerial levels. They must insist upon their full right to enter into fair and open competition with men on the job market.

Chicago Guide, August 1974**"Games agencies play"****Popular gambits of unscrupulous
employment firms****by Casey Kelly**

The "Employment Agencies" section of Chicago dailies may seem an oasis to the unemployed. Weekly, an average of 130 columns of classified ads describe 2,500 glamorous and lucrative job openings — and hint at thousands more.

But can Chicagoans really find jobs through local private employment agencies?

To figure the odds of winning at the agency game, I became an employment counselor briefly in June, 1973, and applied for dozens of jobs through private agencies during a fourteen month period. As an applicant, my disguises ranged from qualified professional to "mad housewife." Whatever my work history — or lack of it — I found abundant job offers. The pro-agency odds would seem excellent: they can find most employable persons a job.

But as to finding the job, and finding it pleasantly — the odds, alas, seem significantly diminished.

Chicago has dozens of very visible glamor-peddling job mills where counselors trading in human futures show more regard for cash than careers. Therein work hundreds of "flesh peddlers" (counselors interested only in getting a body in a job for the quickest possible commission). Their shoddy placemnt tactics are easily discerned.

The ad game

During my investigation flesh peddler-style counseling distinctly prevailed — but probably because I usually responded to the most sensational classified ads.

Come-ons such as, "Two young attorneys seek personable gal for posh Michigan Avenue offices — must be willing to travel to Jamaica twice annually," indicate the agency specializes in placing naive young women in non-career positions. Such teasers may omit the job's 99 percent stenographic requirement, its extremely undesirable location, or may be entirely fabricated. The rare glamorous position is almost always filled before its ad appears. Designed to draw heaviest female response are ads for pediatricians' and veterinarians' assistants, film producer's gal friday, models, traveling or modeling secretaries, and airline personnel.

For males, the bogus ad grabbag is filled with "management trainee" and "assistant to the president" positions. They are most suspect when neither higher education nor experience is required.

One agency has run an ad for pediatrician's or gynecologist's assistant for months. The doctor listed on the agency's job order is always the same — a gynecologist. By phone, his secretary insisted to me that his assistant had been employed there for six years.

Scores of complaints on fraudulent advertising have been filed at the Illinois Department of Labor, Division of Private Employment Agencies (192 in a recent eight-month period). About 30 percent of these were negated by letters of apology from all four Chicago dailies claiming that ad irregularities, such as inflated job salaries, were simple misprints or the ad-taker's error. (The dailies receive heavy revenues from classified advertising in their "Employment Agencies" sections. James Roberts, the *Tribune's* manager of recruitment advertising, says the *Tribune* receives a quarter-million dollars monthly from classified advertising by employment agencies.)

Bait and switch.

In agency lingo, this term refers to how to place ad-baited applicants. When job-seekers phone in, they find their every qualification perfect for the advertised position, which is *always* still open. They are pressured to come in immediately. Then begins the switching technique: An applicant living south learns the position is far north; for singles, that Saturday is a work night; that the job requires split shifts or extreme skills, such as accounting background or typing 90 w.p.m. (The technique is not my conjecture — I saw a counselor's training manual page which outlined "switching" in detail.)

To experience The Great Hustle I armed myself with an "inoperative" resume describing five years in the agency business — then procured a counseling position at an agency in June, 1973. The agency has a blemished reputation, dating back to the BGA's 1970 expose on agency abuses, which led to its temporary suspension among twelve local agencies (nicknamed "The Dirty Dozen" by the press).

During my hour-long interview with a co-owner, the phone rang incessantly, mostly with calls from women responding to overblown ads. He freely adopted pseudonyms depending on the nature of the call. My resume reported great success at switching (his preferred

term is "redirecting") applicants from their sought positions to actual jobs listed with the agency.

He commended my talent, and insisted I begin work immediately (although no positions were open). After eight years in the business, he quit, saying he felt the employment agency, was "not a sound business enterprise" because it "pressures counselors into pressuring people." Between interviews my office mate, who had adopted the name "Mark Wick," bragged that he could place almost anybody in any kind of job.

The waiting game

To prevent their contacting other agencies, applicants' time is tied up endlessly. They are instructed to arrive at the agency "first thing," given superfluous tests if they seem too bored. Applicants may wait several hours (or even days) under the illusion that a job interview may be scheduled at any moment. Actually, marketable applicants can receive full service without being present.

As an applicant at another agency, I waited with three young women at the direction of our mutual counselor. After almost two hours, I demanded to know exactly what we were waiting for. "For the sun to shine," he retorted. When I complained, he remarked to a fellow counselor, "Listen to this broad!"

At most agencies unmarketable applicants are "walked" — told no vacancy now exists, but that their files remain active, which is untrue. The over-educated and under-educated of both sexes are equally unmarketable, since low-level trainee and secretarial positions set the standard. Under an owner's direction, I walked two young black women (then guiltily followed them into the hall to suggest that they contact the state employment service.)

The ego deflators

The gee-you're-gonna-be-tough-to-place put-down is usually coupled with remarks deploring the job market. The Flesh Peddler knows a discouraged applicant is more likely to accept the first position offered — which means a fast commission for him!

I applied as "Carrie Ellis," a recent divorcee badly in need of employment to support my 9-year-old daughter. I claimed to be a top volunteer fund raiser for the American Cancer Society and suburban campaign director for Governor Walker (I was neither). Enthusiastically, I

sought a position in inside sales, working for commissions.

A counselor told me that my heavy volunteer experience did not count, and that I would have to settle for a \$450-\$475 clerical or secretarial position. He insisted I take a typing test, despite my protests that I hadn't typed for twelve years.

Little black lies

In pressuring applicants to accept positions they don't really want, unscrupulous counselors often misrepresent jobs, "sell" undesirable locations, and force job-seekers' qualifications into job descriptions. Stenographic scores are so frequently falsified that most employers routinely re-test agency-referred applicants.

The typing test I was given is outrageous. As applicant I was allowed to practice indefinitely on the testing material, drive about cats and dogs. Its short words, long sentences and repetitive material were designed to squeeze 400 words (instead of the usual 250) onto a page of pica type. I typed slowly — then encircled thirty-three errors.

Without computing my score, the counselor declared I typed seventy words a minute. He immediately called a prospective employer about his speedy applicant who "types seventy — but she's just a little rusty." He misrepresented the secretarial position, insisting it could lead to inside sales; the employer assured me it could not.

Another exercise clarified why many employers reject queries from agencies across the board. While being indoctrinated as a counselor, I was instructed to peddle a mythical applicant — one with fantastic secretarial skills, appearance, and breeding — to employers to uncover job openings. When employers disclosed openings, I was to fill in a job order form (whether or not the employer authorized it), then try to arrange a job interview for the non-existent Superwoman. Later, I was to phone back to explain she had been placed elsewhere, and to arrange an interview for an actual applicant.

Flesh peddlers may offer to rearrange their applicants' work history to assure speedy placement (and commission). "Just say you worked there a whole year," and "Don't admit that, or they'll think you won't stay," are commonly heard in Chicago meat markets.

Complaints filed with the state Department of Labor in January (through the National Organization for Women) claim that Esquire Personnel's Norm Baron had suggested to at least one applicant that she falsify her work record — then provided the card of a businessman "friend" who would substantiate a satisfactory work history for her.

In another counselor charade, applicants have been instructed to accept every job offered, even if they don't plan to show up. The strategy: An employer who thinks his position is filled will reject queries from other agencies (and even from counselors within the same agency) for several days; in the interim, only the unscrupulous counselor knows the job is not filled, and can continue his search for a suitable applicant.

Agency gender

Employment agencies are loosely divided along sexual lines — although perpetuating sex discrimination isn't the motivation. Counselors realize the same commission rate regardless of whether they place a male or a female in any one position. But the female job market (secretarial/clerical), being in constant flux, makes employment counseling in the women's market an easy-entry occupation. Unnecessary are the polish, dignity, and business world insights that an educated, management-level applicant would require of a counselor. Most women's market counselors just chance into their agencies as applicants for other work. (I had several such offers.)

The employment industry has a vested interest in limiting women to secretarial and clerical positions. Volume of job placements is highest at this level, turnover is rapid, and the demand for secretaries in 1974 is at an unprecedented high.

But female dream machine agencies are perpetuated equally by applicant and employer — by the “unliberated” young woman who seeks glamor rather than a career, and by the worried middle-aged boss who specifies attractive, young applicants only — employers willing to take lighter skills with better bodies. As counselor, I could hardly believe my ears when an employer asked of my candidate, “How are her legs?”

Male meat market agencies primarily place college-educated or experienced (non-clerical) men — and sometimes women — in low-level management or trainee positions. But their ads usually hint at executive authority. Women who chance into male agencies may be handled by a single female counselor, who counsels them toward lower-paying positions.

An applicant choosing an agency of the wrong sex is doomed to haphazard placement, as in the case of an experienced certified public accountant from Milwaukee who chanced into the female agency where I was employed. He was “deflated” by a young, uneducated aspiring reprobate who skillfully deflated the young man's ego (“Accountants in Chicago are a dime a dozen.”) — then bolstered himself (“But lucky for you I have

contacts in the financial world who might do you a favor.”). When I left, the babe-in-the-woods was considering accepting a sub-standard salary in a city which generally courts experienced CPA's.

An agency's sex is easily determined. Classified advertising is glamor-oriented for females, dynamic for males. An agency which advertises any clerical positions rarely makes placements at significantly higher levels.

Agency decor sometimes makes gender apparent: Male agencies are furnished in a tasteful Early Executive style and gaudy decor seems reserved for the female agencies — although many are merely bland. One offers a total

experience in psychedelia, from walls in screaming neon hues to foreground music by the Rolling Stones.

At one firm the gaudy resources have been poured into a single office for a diabolically handsome young man until recently titled Director of Women. The only private counselor's office, his den features sensual lighting, stereo mood music, hot orange carpeting, and low couches for a bedazzled female clientele.

Other male agencies play the Management Consultant Game. By adopting that genre, they are freed from Department of Labor regulation, which doesn't require licensing of agencies and counselors dealing exclusively in positions paying \$15,000 or more. The classic “management consultant” is not in the employment business; he conducts management studies for corporations. Although he may occasionally assist in an executive search, no fee is exacted from the applicant. (And don't call them — they'll call you.)

Proliferating in Illinois are “management consultants” which are actually garden variety employment agencies. Either employer or applicant may be liable for placement fees. Or, for fees ranging from \$100 to \$5,000, a client (job seeker) may purchase services of dubious value — preference and aptitude testing; job interview role playing, personality development exercises, and resume preparation. No job placement is guaranteed.

Sexual games

Some male flesh peddlers take advantage of their inevitable father-confessor role to entrap women for sexual purposes. (My own experience, plus those of former counselors and applicants convinces me the practice is not uncommon.)

Two Department of Labor complainants told me the aforementioned Director of Women had asked them for dates repeatedly and claimed to be single, although during his hearing he produced photos of his wife and children.

My only untoward offer came over lunch when I asked an owner about my becoming an employment counselor. He had trouble keeping to the subject.

If you think you've been had

Complaints regarding age, sex, or race discrimination should be filed with the Illinois Fair Employment Practices Commission, 189 West Madison (793-2240).

Other complaints against counselors or agencies may be filed with the Illinois Department of Labor's Division of Private Employment Agencies, 160 North La Salle, Suite 1422 (793-2810).

Defined illegal practices include: counselors inducing applicants they placed to resign for further placement; rebating employers or employes; enticement into prostitution or ill-famed places; misleading or false advertising, classified or otherwise; omitting identification as an employment agency on all advertising, circulars, and mailing; making false or misleading promises to applicants; sending applicants on job interviews without bona fide job orders; and others.

Additionally, the Illinois Employment Association's Ethics Committee wishes to receive carbons on complaints, especially against members (Suite E200, McDonald's Plaza, Oakbrook, Illinois 60521; phone 654-4103).

"What are you, about thirty-four?" he asked. Still adjusting to the Over Thirty Crisis, I replied tartly, "No, thirty-one."

"I meant your boobs."

An amazing dialog followed. Would I like to be a topless dancer and B-drinker for \$300 per week? Was I good in bed? Would I like a permanent arrangement with a wealthy older man ("You could float around on his yacht all day — and he's so old you probably wouldn't have to do it more than once a week."). He offered to refer me to friends at an agency which procures Rush Street B-drinkers, assuring me the police were well paid off. And by the way, could he drop by my apartment that evening?

Quiet discrimination

Minority applicants may be singled out for discrimination by an inconspicuous mark on their applications. Accepting discriminatory job orders is illegal — but Flesh Peddlers claim to be "forced" into sex, race, and age discrimination by employers.

In a recent study of the National Organization for Women and the American Jewish Congress' National Women's Division, 459 job orders specifying male applicants were telephoned to agencies in Chicago, New York, Philadelphia, and Los Angeles. While only thirteen discriminatory orders were rejected in compliance with federal law, 378 were accepted without qualification.

Unethical follow-up

A flesh peddler may play a lucrative game of musical jobs, beginning thirty to sixty days after a placement (when his commission has been realized). He courts applicants he placed to accept another position, thereby generating two additional fees: one for placing them a second time, another for filling the vacated positions.

At best, applicants may have to endure months, or even years, of chatty evening phone calls and illegal mailings from counselors. Irritating follow-up may extend to female applicants' friends, as most agencies ask for references, specifying girl friends and their places of employment. Friends will be solicited for job openings and the applicants' names used for referral.

My sister was harassed by chatty phone calls from counselors every few months after she applied at an agency. A year later an unmarked postal card arrived bearing the cryptic handwritten message, "Becky, I have an urgent matter to discuss with you. Please phone immediately. Roger", followed by a phone number. I located my vacationing sister who called the mysterious Roger — who turned out to be a counselor — long distance to hear, "Hi, Becky, I just called to see how you're doing."

Even after I pointed out to a counselor that such mailings are illegal, my own bogus application yielded yet another unmarked mailing. By phone, a counselor who worked for the outfit unwittingly told me management required counselors to mail out fifty such cards to be eligible for the Christmas pot.

(I finally had my sister stricken from several agencies' reactivation files by telling callers that she "has a \$15,000 secretarial position for an international airlines magnate — but she's always looking for something better.")

Contractual rip offs

Job seekers need never deal with "APF" (applicant pays fee) agencies, where placed applicants must agree to pay several hundred dollars to be placed (usually about 84 percent of first month's salary, or 10 percent of annual salary). In Chicago today, most employers pay placement fees; nationally APF placements account for about 30 percent of agency business. In economic hard times, APF placements increase dramatically.

The judgment note is another avoidable contractual rip-off. Few agencies use it, although the practice can be quite lucrative. Applicants sign contracts agreeing to pay the full placement fee (with liability between \$500 and \$1500) if thirty working days are not completed on the

new job. Since Department of Labor regulations allow these agencies to consider *acceptance* of a position (even if the applicant's mind changed within the hour) as the condition of employment, applicants become liable for fees without working five minutes. Judgment notes lead to abuse when counselors misrepresent the contract as a trivial formality, not worth reading. Locally, many have innocently signed themselves into lawsuits.

In another area, NOW is proposing legislation to halt use of judgment notes, which are subject to dangerous abuse. The organization's January judgment note action was against one of the few Chicago agencies demanding that applicants sign contracts. NOW investigators — and I, myself, earlier — had been told by counselors that the contract was "just a formality" and not to bother reading it. The fate of misled applicants — never satisfactorily placed — can be responsibility for fees from \$500-\$700 or higher.

But a vice-president (who once told me, "I would sue my own mother") explained that they are "always willing to make a settlement of \$200-\$300 in special cases" — such as in the case we discussed of a mature widow with no means of support.

He said he tries to work within the limit of the law, and has training sessions and weekly meetings to assure his counselors do not misrepresent the contract.

Counselors?

Currently, more than 700 private agencies and 3,000 counselors are licensed in the Chicago area. These "agencies" range from one-person operations to enormous employment factories, the largest employing about sixty counselors. Estimates of the number of "good" agencies among these range from "almost none" (the Better Government Association's assessment) to "almost all" (as per the Illinois Employment Association).

But Chicago agencies have proven only as "good" (professional) as their counselors. As an applicant through agencies of poor reputation, I occasionally found counselors with a commendable interest in my future. And even in agencies of excellent repute, I found flesh peddlers. The entire industry, which may not deserve wholesale indictment, becomes debased by their operations.

The flesh peddler-style counselor proliferates in Chicago for many reasons: Agency owners encourage easy entry into the field, counselors have difficulty earning a just wage, agencies are divided along sexual lines, and the State Department of Labor's unenforceable

regulations and difficult complaining process permit low standards of counselor conduct.

Agency owners frequently solicit regular job seekers for in-house counseling positions, often inflating the job's commission potential. A counselor salivating at the prospect of a quick buck is unlikely to care about his applicants' career preferences.

New counselors I spoke to, however, find the fast dollar elusive. The average female placement grosses about \$220 for the counselor and another \$500 for the agency (male placements generate about \$400 and \$800, respectively). Since the counselor is usually paid only a small weekly draw of about \$70 against his commission, he must place at least one applicant per week to meet basic living expenses. Because he generates additional income (about \$50) with each job opening he discovers which the agency fills, between applicants he must hustle job orders.

Were counselors salaried, many of the ills pockmarking the industry might cease. Agencies might demand integrity for salary paid, and counselors' moral sensibilities wouldn't be clouded by hunger pangs.

(Not that all counselors are immoral and/or starving in an industry which nationally grosses \$1.5 billion annually and exceeds three million job placements. Estimates of a seasoned counselor's income potential go as high as \$80,000 a year. But \$25,000 in commissions could be considered peak income for most career employment counselors.)

On June 29, the Illinois Employment Association suspended three Chicago employment agencies — Job Market, Inc., The Placement Center, and Career Counselors, Inc. — on charges that the agencies failed to uphold the association's code of ethics. The agencies were charged with placing false job ads in local newspapers.

(The Illinois Employment Association is an association of employment agencies that is supposed to be a watchdog for the entire industry.)

The suspension of the three agencies means very little. All are still in operation. All are still licensed by the state.

The employment agency business needs to be cleaned up. It has been four years since the corrupt practices that are so common in the business were first exposed by the media, and yet little has changed. Now perhaps Governor Walker's Office of Special Investigations will do something about the abuses, or maybe the driving force for

reform will be the federal department of labor. At this point, it seems safe to say that reform won't be instituted by the Illinois Department of Labor's Division of Private Employment Agencies, now headed by Samuel V. Colaizzi (see sidebar).

In the meantime, business as usual continues: The unmarketable are "walked," the naive are propositioned and forced into jobs they don't really want, and discrimination on the basis of age, sex, and race is the order of the day. Employers, job applicants, honest ad counselors, and legitimate, law-abiding employment agencies suffer.

Why the job agencies get away with it

Any job applicant who thinks a counselor is guilty of misconduct can seek justice through the Illinois Department of Labor's Division of Private Employment Agencies. Achieving that justice, however, may be another story.

In June, 1973, Casey Kelly, fresh from an experience with an employment counselor who had offered to "sell me into everything short of white slavery", made an informal complaint to Division Superintendent Samuel V. Colaizzi. Lacking hard evidence to support a morals charge, she suggested that Colaizzi withhold punitive action until after the next day, when an attractive woman friend of hers planned to make a similar application to the same counselor. Colaizzi allegedly agreed. But before the friend had had a chance to visit the counselor, he was suspended for thirty days — by Colaizzi.

Conviction on such a charge would be grounds to revoke the counselor's license — a piece of paper Ms. Kelly had found none too essential in the employment agency business. Earlier in her investigation, Kelly went through the motions of employment counseling with nothing more than a business card — provided by the agency co-owner — which said she was licensed. When she reported this anomaly to Colaizzi, he said, "You're the one who could get in trouble with this division — you didn't have the license."

Colaizzi's division licenses, regulates, and inspects 1031 agencies in 102 counties with only five investigators. The division's low annual budget of \$193,000 allows only \$4,000 for legal assistance. In 1970 and 1974, the Better Government Association found evidence of loafing and graft among inspectors, some of whom may feel it necessary to supplement their \$583-\$790 monthly incomes. Colaizzi, 45, an experienced former labor organizer, earns \$14,900 a year.

Colaizzi claims he is hamstrung by division regulations. Though guidelines for counselor conduct are clearly defined in the division's "Acts and rules," Colaizzi's enforcement powers are nebulous. When an agency's or counselor's li-

NOTE: As this article went to press, Governor Walker fired Samuel Colaizzi, Superintendent of the Illinois Department of Labor's Division of Private Employment Agencies, and Sam Indovina, an inspector in the division.

Colaizzi and Indovina allegedly threatened Zenith Associates, Inc., an employment agency based in Des Plaines, with state retaliation if Zenith did not drop embezzlement charges against one of its former employees, according to Walker's Office of Special Investigation.

According to the Office of Special Investigation, Zenith refused the offer, and Colaizzi then filed charges and held a number of hearings, acting as hearing officer. The charges were later dismissed.

Colaizzi claims the firing was political.

He has been replaced by John Riordan, operating director and former chief investigator of the Chicago Crime Commission, and a veteran of 26 years as an FBI agent.

cense is revoked, the licensee can immediately obtain an injunction against revocation. While a formal hearing is awaited, the division is prevented from inspecting any agency records — even if new charges arise. Colaizzi said the infamous Dirty Dozen won a fourteen month injunction against closure, during which time they went totally unregulated.

Colaizzi's solution is to mete out temporary suspensions, which are discretionary, and have licensees sign waiver-consent agreements for plea bargaining. When licensees waive their right to administrative review, the state saves money, and at least a short-term penalty becomes possible.

The division's general policy, according to one inspector, and supported by Kelly's experience, is to politely request errant counselors to end their abuses, rather than to impose fines or to suspend licenses.

In light of the Catch-22 aspects of revocation procedure, Colaizzi may have been

justified in simply suspending the solicitous counselor; he says he already had obtained enough evidence against the man involving employment techniques, without relying on difficult-to-prove morals charges. And not being a law enforcement officer — in the business card incident — probably did put Kelly on shaky legal ground.

Nevertheless, Kelly finds Colaizzi's techniques disconcerting. "If my own complaints — and others filed in January by the National Organization for Women [NOW] — are typical, the complaining job applicant may find her efforts bring little satisfaction and much frustration.

"My three complaints against the co-owner who supplied fake business cards — all clear violations of state regulations — went unacknowledged for nine weeks."

In February, Colaizzi told Kelly he was under no obligation to acknowledge the complaints or to report on their resolution to complainants, she claims.

"In March, when I phoned Colaizzi about their disposition he said, 'You stand to get yourself into a lot of trouble for filing those complaints. [He] has a good mind to sue you for slander and entrapment.'

"When I asked about the statement in June, [the co-owner] said Colaizzi never mentioned the charges to him at all. . . nor could Colaizzi remember the conversation with him. State records reflect that the agency was asked — politely — to end illegal practices and agreed — politely."

NOW charges that little incentive is left for the flesh peddler's victim to file a complaint. Striving to open complaint channels, NOW asked Governor Walker's office to investigate Colaizzi's competence, as well as recent BGA conflict-of-interest charges. Walker's Office of Special Investigations is conducting investigations into both charges.

The department's behavior, say its critics, fluctuates widely — from bumbling and forgetfulness, to near harassment. The hearing for *The State vs. Norman Baron* demonstrated that the division's problems go beyond "just Sam."

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In the Baron case, labeled "informal," Colaizzi acted as hearing officer, while the assistant superintendent presented the state's case; neither had any legal training. While the counselor/defendant was allowed a participating legal counsel, the complainant was not.

During the administrative hearing, Attorney Nicholas Etten, representing Baron, confused Colaizzi and assistant superintendent Robert Wolf by requiring rules of evidence and testimony which legally need not have applied to an informal information-gathering session, according to Kelly.

Wolf, a \$12,000 Civil Service employe who refers to himself as a "dedicated slob," admitted that it is "incumbent upon me to establish at least a *prima facie* case before a hearing." Yet in the four months before the Baron hearing, Kelly says, he neither questioned complainants nor subpoenaed documents.

One state's witness, Jo Ann Colliflower, never received a hearing notice. Mysteriously, one of the state's NOW files, with inspectors' notes, disappeared for more than two weeks shortly before the hearing...and magically reappeared after NOW President Ann Ladky sent a strong letter to Colaizzi's superior.

State's witness Libby Tessner said she felt harassed — by the state, rather

than by Baron's attorney — when Colaizzi spent part of his questioning time grilling Tessner and Colliflower about whether one had tricked the other into complaining. Kelly, too, feels she's been the victim of Colaizzi harassment.

"One afternoon, Inspector Sam Indovina delivered a subpoena — eight days after it was dated — demanding my appearance at the hearing the next morning bearing a totally irrelevant document Colaizzi and Wolf knew I did not possess. When I explained that a serious business conflict prohibited my appearance, Indovina said the division would send a police officer to my client meeting to arrest me — a power clearly outside its purview." Later, Colaizzi said Indovina made the threat without his authority.

Only one counselor has been charged as a result of the nineteen NOW complaints filed in January. Kelly regards this as something less than full pursuance, even considering the division's limited resources. Samuel Colaizzi's interpretation differs:

"Of the nineteen, I think only one of them really held water — and they were checked out. Now we're not answering every complaint that comes in... We've only got five investigators to cover 102 counties, basically nine people overall — but that includes licensing, regulating, checking the books and records, and so on. What CBS came

up with was twelve agencies; the IEA and their ethics committee found only four wrong, and, hell, we license 1031. There's 10,000 police on the street, and they've got burglaries and robberies every day; I think we've got a pretty commendable record."

In fact, Colaizzi says, the division has recently filed more complaints (389) and held more prehearings and hearings (69) than ever before in the department's 16-year history. "We try to work them as rapidly as possible," says Colaizzi, "but we're a bureaucratic organization." As an example of the seriousness of the problems encountered, Colaizzi points to two nurses' registries under investigation. "Conceivably a death is involved... We have documented that a nurses' registry sent out an individual allegedly as a nurse to administer medication and take care of a sick person when in fact she wasn't even licensed." Some agency owners applaud him as the most effective superintendent ever; yet NOW urges his removal for mismanagement of complaints and harassment of complainants.

Says Kelly: "Perhaps both might be satisfied by removing from Colaizzi's division the functions of (1) receiving complaints and (2) conducting hearings. These responsibilities could be relegated to the State's Attorney's Consumer Fraud Division, which has the investigatory and legal expertise Colaizzi's division lacks."