

# UNEMPLOYMENT AMONG OLDER WORKERS

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HEARINGS  
BEFORE THE  
SUBCOMMITTEE ON  
EMPLOYMENT AND RETIREMENT INCOMES  
OF THE  
SPECIAL COMMITTEE ON AGING  
UNITED STATES SENATE  
NINETY-SECOND CONGRESS  
FIRST SESSION

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PART 3—MIAMI, FLA.

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# UNEMPLOYMENT AMONG OLDER WORKERS

WEDNESDAY, AUGUST 11, 1971.

U.S. SENATE,  
SUBCOMMITTEE ON EMPLOYMENT AND RETIREMENT  
INCOMES, SPECIAL COMMITTEE ON AGING,  
*Miami, Fla.*

The subcommittee met pursuant to call, at 10 a.m., at Metropolitan Senior Center, Miami, Fla., Senator Jennings Randolph (chairman) presiding.

Present: Senators Randolph and Gurney.

Also present: Representative Claude Pepper.

Staff members present: David Affeldt, counsel; Bill Laughlin, professional staff member; John Guy Miller, minority staff director; Janet Neigh, clerk; and Betty Rose, clerk.

## OPENING STATEMENT BY SENATOR JENNINGS RANDOLPH, CHAIRMAN

Senator RANDOLPH. A pleasant good morning, ladies and gentlemen, to all of you who participate in the hearing in Miami and this area today.

I say you participate, because even though you are guests there are certain ones of you who shall testify. I want you to feel very much a part of this hearing.

We have arranged that at the rear of this room you will have the opportunity of filling in a card with your name and address, and then at the close of the hearing, perhaps even a week from now, you might want to forward it with your thoughts to the Committee on Aging in Washington, D.C.\* We think that many of you who will not actually testify today can contribute constructive suggestions and that is the reason we want the meeting to be yours, one in which you join those witnesses who will formally testify.

Ladies and gentlemen, we come to a metropolitan area of our country today. Yesterday we were holding a hearing in another section of the United States in rural America. We were in Roanoke, Ala.—a city of approximately 6,800 persons. Forgive me for saying it, the county is named Randolph. I felt very much at home with my cousins in Alabama, but their problems were somewhat different from the problems of urban areas. Two plants have closed in the last 7 or 8 months in that community. The Hadley Mills gave employment to approximately 900 men and women, many of them middle-aged and older workers. That plant closed last year.

\*See appendix 4, p. 189.

Rolane Manufacturing Co. closed in March of this year and there were an additional 400 persons who were unemployed when that operation ceased. So, we do have these very real problems. The impact is very great when 1,300 persons gainfully employed, in a community the size of the one I have just mentioned, are faced with unemployment.

With the State of Alabama the unemployment compensation payments were extended over a longer period of time. This helped to a degree. The Social Security benefits, of course, have been of assistance. But with the rising costs of living, even in rural America, and with the lack of jobs, many of the wives and husbands were working part-time in one situation or another. There was the opportunity for those people to have a very productive life, to rear their children and to participate in the activities of the area. You know, sometimes a job can really mean better health. You understand that because of the activity that is associated with it, not just the dollars that are involved in the payment for the work which is done.

Now we come to this city today, and, of course, the committee is gratified that Senator Gurney is approaching the platform, and that Representative Pepper is present.

These national legislators from your State, and one of the districts of Florida, are very diligent in their efforts to improve the conditions, working conditions, for the men and women who are employed in our economy.

#### CLOSE RELATIONSHIP BETWEEN IMPORTS AND UNEMPLOYMENT

Very frankly, I want to state to you here, Senator Gurney and Representative Pepper, and those perhaps in the State legislature, as well as all of the men and women, and this is not a subject of our hearing, but there is a very definite relationship between the closing of the two plants in Alabama to the importation of textile goods from other countries. This is not a philosophy. It is an actuality, and with the cost of labor less in other countries, the know-how now having been obtained, Senator Gurney, in these other parts of the world, they are able to produce these textiles, and import them into the United States of America. This causes a very real problem. I will not go into it further. I'm not here as a member of a political party per se, because certainly there should be no partisanship in the conduct of a hearing of this kind.

Senator Gurney and I have served on the Public Works Committee together. He knows, as do I, that we need, so very often, to move forward without thought of party, but I think it is a fact that there is a very considerable recession in many, many parts of the United States of America. You couple this situation, as I saw it in Alabama yesterday, with textile imports and soft business conditions from the standpoint of the sale of products, and you have a very real problem, and that adds to the unemployment of men and women in this country.

Now, most persons, ladies and gentlemen, think in terms of 65 or older when they consider the problems that are associated with advancing age. But in the case of employment, age may be a handicap 10, 20 or 25 years before the traditional period of retirement begins. Many individuals in their early fifties now find it increasingly difficult not only to advance on the occupational ladder, but to have any type of employment in this country, at least in particular sections.

Now, age discrimination continues to be a serious problem, even though by law we have attempted to stop such practices in the country as a whole. Once unemployed, older workers can expect to be without a job about 71 percent longer than younger persons can expect to be unemployed. There are hundreds and thousands of men and women in this country 45 and older who are finding themselves in a no-man's land with regard to employment. Too often they are shunted aside because the heads of our personnel departments in our business and manufacturing industries say these persons are too old to be hired, and yet we know that that is not really true. They say you are too old to be hired but too young to be retired. So, they are caught in a vicious situation. Yet, this is the time that these people are contributing to America. They are making payments hopefully on their residences. They are acquiring automobiles with which to pool perhaps four or five persons riding to and from their places of employment.

I found with the closing of these two plants in Alabama that there are many workers who are now traveling round trip 130 to 150 miles a day so that they may have employment, and these persons are trying to hold their homes together and to make the payments on them.

As Senator Gurney and Representative Pepper know, last Thursday we completed action in the U.S. Senate on a disaster relief bill—not a relief bill that has to do with a hurricane, a flood or tornado, but with the disaster that comes when the unemployment continues to rise in an area—and that is even more real. It is more complex. It is of longer duration.

I found yesterday that the unemployment rate now in Roanoke is above 17 percent. Now, it went above 17 percent in a rather quick period of time. One year ago the unemployment rate, ladies and gentlemen, was 4.2 percent and now it is 17.1 percent. So that is a disaster, isn't it? Unemployment is a disaster when plants close and businesses are unable to operate effectively.

#### LEGISLATION PENDING IN HOUSE

So, Senator Gurney and Representative Pepper, we passed this legislation. And I hope that the House of Representatives will pass it some time in the fall. It will help people with payments on their property so that they will not lose these properties. Additional assistance will also be given to them. There are many features of the legislation. I will not attempt to discuss them all, but we have one provision where a loan can be made up to \$1 million to refit a plant, for example, with other types of machinery and adapt it to some other operation, and so revive a plant that had closed. In many, many ways, this legislation would be very, very helpful. I think increasingly we must give attention to the disaster that comes with the high unemployment rate in this Nation.

There are certain areas already—Seattle, and a dozen others throughout the country—where the rates of unemployment are very, very high.

Now, as I have talked about these persons who are attempting to make payments, I think that it is also necessary to say that they have been helping their children, and sometimes their grandchildren in connection with education. If we continue to have a spiraling inflation in this country at an annual rate of almost 6 percent, I'm not sure how

much longer we can have a viable economy. This is not the place to discuss it, but I mention it as just my personal feeling.

For 3 years the Senator now speaking has attempted in every way that he could to impress upon the Congress and the administration that we must have wage and price controls in this country.

We can't do without them. Such controls should include profits and other considerations in our concept of what must be done.

#### SLOWDOWN OF PRODUCTION—HARDER ON ELDERLY

During the past years we have experienced in this country, frankly, a slowdown which has affected all sectors of our economy. Every region in our country, and every age group, has felt the sharp impact of what I am saying in one way or another. It could be mass layoffs. It could be shorter workweeks, smaller paychecks, or a business slowdown. What happens? Those that are especially hard hit in conditions that I mention are those older workers, these workers whom I say are skilled, diligent and productive. Since January 1969 unemployment, ladies and gentlemen, for persons 45 years and older has increased by 71 percent. Now, statistics do not always tell the whole story, because you must match the statistics with the human problems which arise. We have added, Senator Gurney and Representative Pepper, about 400,000 persons to the jobless rolls since 1969 in the category that I have just mentioned, 45 years and older. Today more than 1 million workers of this age bracket are unemployed. Of this total approximately 350,000 persons have actually been out of work, many, many of them searching for work, for nearly 4 months.

So, we have a grim story. There is the human consequence which must be considered, and that is why the Senate Committee on Aging is in Miami today. We want to go beyond just these statistics. We want to talk about the human values and the strength of the country, because we want to know what it means to be unemployed for several months when prices are going up and up, and the salary or wage of a person has been reduced, or even reached rock bottom.

What kind of psychological impacts come with the loss of job security, especially to older persons who have worked most of their lives? How does an unemployed family meet the costs in the inflationary period in which we live? We want to know what can be done to bring America, especially the older population, back into gainful employment.

I think most of the people who are able to work want to work. They want to produce. They want to be a part of our society. Yesterday, for example, three older workers told me during our hearing in Roanoke, Ala.: "Senator, we want to work. We want to work. We want to work part time. We want to work, and we think we can work." I could see that they were alert.

#### WORKFARE INSTEAD OF WELFARE

I said to them, "Well, really, you are interested in workfare instead of welfare." They said that's exactly what they wanted: "We want to fare well in this country and we want to work."

So, today we are not discussing other programs. We are talking about employment programs, because that is, of course, the thrust

of our hearing. At the present time, ladies and gentlemen, older workers account for only 4 percent of all of the enrollees that we have in our manpower and training programs in this country. However, these people in the United States represent 22 percent of the unemployment in the country, 30 percent of the joblessness for 15 weeks or longer, 37 percent of the unemployment for 27 weeks or longer, and 37 percent of the civilian labor force of the United States.

Now, we are going to consider a number of proposed solutions that have been offered for placing older workers on payrolls. One such measure, as you gentlemen in the Congress know, is the Middle Aged and Older Workers Employment Act which I have sponsored in the Congress. It would provide training and counseling and supportive services directed at what I believe to be the unique and growing unemployment problems of men and women who are 45 years and older.

We are going to examine with you the proposal for a National Senior Service Corps. I think an excellent type of demonstration project exists in Miami, and we are going to listen to some persons who are participants in that program.

So, our mission here today is not one of just holding another hearing, but we are thinking in terms of gainful employment for older Americans. I'm sure that is the thought of the members of the Congress who join me, and those who are guests and actually those who will participate with their testimony.

Now, we have some time limitations. Perhaps I have spoken too long, but I felt that I should set in a sense the stage for the discussions which will follow.

I have mentioned, you remember, the fact that you will have the opportunity of providing us with information and your suggestions which may come as a result of the testimony here today.

Now, we are very delighted, Senator Gurney, that here in your home State, and in a good State, that you have adjusted your schedule to be present at this time. Would you have a statement, Senator Gurney, that you would desire to give at the beginning of our hearing?

#### **STATEMENT BY SENATOR EDWARD J. GURNEY**

Senator GURNEY. Well, thank you, Mr. Chairman.

First of all, I want to explain why I was late, which I am sorry for. The hotel parking people lost my car.

And I might say, Mr. Chairman, I think if we had had one of these fine people out here either directing the parking lot or finding the car I would have been here on time.

I do want to join, I am sure, with my very able colleague, Representative Pepper from Florida, in welcoming you to our State. We are glad to have you here, and I would like to explain to the audience that Senator Randolph is one of the most able and distinguished Members of the U.S. Senate. He is chairman of the Public Works Committee, which is an extremely important committee in the Senate, and, of course, not only to the country, but to the people of Florida, because we have lots of public works down here. He is also a very key member of the Committee on Aging, and that is why he is chairman here today conducting hearings on this particular problem of employment. I know of no one in the Senate who is more concerned about the problems of aging than Senator Randolph.



Of course, I am extremely happy and glad and proud to be here this morning with my most able colleague in the Florida delegation, Representative Pepper, who represents this area of Dade County so well, and who also knows the problems of aging and does as much about it as anybody in the U.S. Congress.

As for myself, this certainly is an area, the one we are studying today, the employment of elderly people, that I feel very strongly about, and I have taken great satisfaction in joining you, Senator Randolph, in the sponsorship of the Senate bill 1307, which would provide a solution to this problem of employment for middle aged and elderly people in the United States. I hope we can get on with the passage of this bill before too long in the Congress.

I would like to compliment, too, at this time the staff of the Senior Aides program of the National Council of Senior Citizens. They prepared a working paper for the committee on this very problem which has done a tremendous job of analysis of the problem and will help the committee in its work.

#### PROBLEMS OF AGED, A NATIONAL TRAGEDY

I think, Mr. Chairman, and I know that you and Representative Pepper agree with me, that the problems of the older person in our society really have reached proportions of a national tragedy. Whether it is in the area of health care or housing, people that have built this country, really, the older citizens of this greatest Nation have often been shunted aside and relegated to the ash heap. I think part of the breakdown of the family life in the United States also has resulted in the isolation of older people in our society, and with this problem and also the preoccupation of youthfulness which we have in this country today, we have had a forced inactivity that has resulted in loss of income to older people and has certainly resulted in the lack of money to buy the necessities of life, something as basic as that. It also has resulted in something else. I think it hurts people's pride and makes them lose confidence in themselves. That is why the Committee on Aging of the U.S. Senate is so preoccupied with this problem and wants to do something about it. This is why we have this bill in the Congress, and why you and I have cosponsored it. That is why we are holding hearings on it now around the country and gathering facts and information so that we can go ahead with legislation to do something about this.

Some of the facts and figures are certainly discouraging. For example, 20 percent of all of the people 65 years of age and older in this country are living in poverty today in a nation that not only is supposed to be, but is, the wealthiest Nation in the world. There is something wrong here. It needs to be corrected. It doesn't have to exist. It doesn't have to happen and we must do something about it.

You mentioned the increase of unemployment of elderly people, or for that matter, people 45 years and older, and I would like to stress that, too.

It has increased since January of 1969 71 percent, a horrifying figure of \$1.8 million. These are cold hard facts that stare us in the face. That is why we are holding these hearings, to see what we can do about it.

Here in Dade County perhaps our problem is magnified. We do have a high proportion of elderly citizens here in Dade County, and it is one of the pockets of unemployment in the country. It is a good place to hold hearings, because here we do have the problem. We also have a special problem, of course, with our Latin American residents, people that come into this country from Cuba. They have a language problem which compounds the problem of age, and we need to consider that, too.

Certainly, Mr. Chairman, the time for action is now, and I am delighted that you have seen fit to bring this committee down here right where the problems are to hear the people and find out about them, so that we, all of us, you and Representative Pepper and I, can go back to Washington and come to grips with the problem. I'm glad to be here in Dade County today.

Senator RANDOLPH. Thank you very much, Ed.

I suppose for the record we should say to you that this is the Committee on Aging, but we are here in our capacity as members of a subcommittee. Senator Gurney is a member of the Subcommittee on Employment and Retirement Incomes, and that is the subcommittee holding these hearings throughout the United States of America. We will be in Idaho. We have already been in South Bend. We are attempting to find in urban and rural America some of the answers and hopefully to have the background for the passage of this legislation to which you have made reference.

#### THERE ARE 4.7 MILLION AGED LIVING BELOW POVERTY LEVEL

Ladies and gentlemen, Senator Gurney put his thought on a very sore point when he indicated the number of persons that are below the poverty line in the United States of America. I recall, and I quote the figure, there are 4.7 million persons 65 and older who live in poverty. Now, this is about a 100,000 increase in number of persons since 1968. Older Americans are perhaps twice as likely to be at that poverty line than younger Americans. I'm talking about the persons under 65.

I want to add that although it fluctuates somewhat, we have weighted the so-called poverty figure at about \$1,850 for a single person. That figure varies with an urban area or a rural area, and for a couple it is about \$2,350. These are low figures, but they do reflect what is considered to be the poverty line.

Now, Senator—I call him Senator because I knew him when he was a Senator, and he is a Member of Congress no matter on which side of the Capitol he is serving. Claude and I served in the House of Representatives together, then, of course, he has been, as I have said, a Senator, and a Member of the House as he is at the present time. His outlook is a broad, well reasoned one. We are very happy that you, Representative Pepper, are here to contribute your thoughts as we begin to listen to the participants who will be called very soon to testify.

Claude, will you speak at this time?

## STATEMENT BY REPRESENTATIVE CLAUDE PEPPER

Representative PEPPER. Mr. Chairman and Senator Gurney, I want to express my very great gratitude to you and Senator Gurney for your very kind and thoughtful invitation to me to join you here today at the hearing on this legislation, which is very important to most of our people, the people of our State and our country.

As Senator Randolph has said, he and I served together for many years in the Congress. He has been one of those Members of the Congress who has constantly fought to make things better for all of the people of this country, all working people, all older people, all younger people, women and men, the old or the young. He has had a broad vision and warm and compassionate heart, and you will find his name identified with all sorts of measures designed to build America into a stronger, healthier and happier citizenship than it is.

And we are very grateful that you and Senator Gurney, at a time when the Congress of the United States is in recess have concerned yourselves primarily about the people and have come here to try to propose and support measures that would make things better for so many of our people who make up the senior citizens of our area. I am especially pleased that our senior Senator, Senator Gurney, has come here for these hearings. When he was in the House of Representatives I had the honor to serve with him and since he has been in the Senate he has shown a very determined concern to make things better for the senior citizens of this State, indeed for all the people, that wherever there was a worthy cause that affected the people of Florida or America you could always go to Senator Gurney, and find that you would have his warmth and helpful cooperation.

It has been a great pleasure for me to serve with the Senator, though we are now on opposite sides of the Capitol, but we work together for the things that are best for Florida and for the people of Florida. We welcome him here where is so highly esteemed by our citizens.

Now, we were together here just a little bit ago on another occasion, and he shows constantly his concern for the well being of our people.

I am very grateful to these Senators for bringing this subcommittee here to talk about these bills, companion bills to which, in substance, I have introduced in the House of Representatives, to talk about the problem of unemployment among our senior citizens. I know we have the largest number of senior citizens that are to be found anywhere in Florida in any other county, and I believe we now have the largest percentage of senior citizens here. It was formerly in Pinellas County, but I believe we here in Dade County now have the largest percentage of senior citizens to be found anywhere in our State. The State of Florida has the largest percentage of senior citizens of any State in the country, I believe.

My distinguished colleagues here will recall that in 1946 Congress passed a bill called the Full Employment Act, in which we declared the policy of this country that everybody ready, willing and able to work could have an opportunity to get a decent job. Now, that is a proper policy for America. But we are not providing jobs for all of our people. We are not giving an opportunity to work to those ready, willing and able to work; we have not lived up to that commitment. We have not provided the economic climate where everybody could get a decent job, who was ready, willing and able to work.

## AGE DISCRIMINATION IN EMPLOYMENT

Then about 3 years ago, I believe it was, we passed a bill providing that there should be no discrimination on account of age from 45 to 65. Yet, that bill has not been effectively enforced. I feel there is still discrimination.

I believe we will find that as to those 45 to 65 years of age, and this is what the committee will be going into, and as has been so well pointed out by Senators Randolph and Gurney, the people in this country 45 years of age and older make up 30 percent of the total population, but they make up 33 percent of those in the poverty area. In other words, below the poverty line in this country. So, that shows that the senior citizens are suffering, suffering maybe unintentional discrimination in some cases, but they need help. I think most of them want to work, and I'm sure my distinguished colleagues have been doing what I have been doing for many, many years, trying to raise—I would like to eliminate any limit at all, and raise the level or earned income that a senior citizen may enjoy without the loss of any of his Social Security benefits. And that is what we are all working toward.

Now, I would add just one thing more. This matter of unemployment, as we see it, about 6-percent unemployment in our country today—we passed just a few days ago and the President has signed it and has announced that it will take effect about the first of September; that is, a bill that Congress has passed to provide about 150,000 jobs in public service employment.

I have written a letter to the mayor of our Dade County and the municipalities in our area, and I mention it here because Senator Gurney and I are very, very much interested in it for our area and for our State, that I hope the mayors and city managers and county managers will get some projects in as soon as possible to the Department of Labor so that they can be considered, and we hope to prove—and I am talking to Mr. McLoud, who does such a fine job for the senior centers. I am hoping, and Senator Gurney and I hope very much that for our State a lot of senior citizens are going to be able to get public service jobs under that program.

Mr. McLoud said he was going to tell the public authorities that he would be very glad to help them locate the senior citizens who would be ready, willing and able to work under that program. So, we are working in that direction.

I will add only this. A little bit ago I voted for the Government loan to be guaranteed to Lockheed Corp. I know on the face of it that looks like you are trying to bail out a big corporation, but 27,000 jobs were dependent upon that loan. I did it because I thought it was in the interest of trying to maintain the employment of our people as best we could, because every time you have one man unemployed that adversely affects the other people in our society. I have also advocated a resurrection of the Reconstruction Finance Corporation so that government assistance can be extended to other corporations or persons or firms that need help and can keep people employed and put people into jobs, just as these that have been recommended to receive this help.

Senator Randolph, and Senator Gurney, I'm very proud to be here with you. You have got some of the finest citizens in the world here before you today.

Senator RANDOLPH. Senator Kenneth Myers.

Ladies and gentlemen, before Senator Myers reads a statement I want to clarify that he is a State senator here in Florida. He, of course, could speak in his own right, but he will be presenting the thoughts of Senator Lawton Chiles, U.S. Senator from Florida, who is unable to join us to personally give a statement today.

Senator Myers, we are very happy to have you in the role of helping another senator.

#### STATEMENT BY FLORIDA STATE SENATOR KENNETH MYERS

Senator MYERS. Mr. Chairman, members of the committee, Senator Pepper, and all of you here today, I'm very pleased to be presenting this statement, which is the statement of Senator Lawton Chiles who, unfortunately, could not be with us today. He is out of the country. (The statement referred to follows:)

#### PREPARED STATEMENT OF SENATOR LAWTON CHILES

Mr. Chairman, members of the committee, George Bernard Shaw once said, "It is too bad that youth is wasted on the young." I think we all understand the meaning of these words, for as we grow older we only wish that we had the boundless energy of the young to channel into more productive and constructive outlets.

#### EXPERIENCE OF ELDERLY WASTED

Following Mr. Shaw's reasoning to its logical conclusion we can arrive at another thought:

It is too bad that the experience of the elderly is wasted. That, gentlemen, is why we are here today.

The obvious question is why waste this experience? Why indeed? Why allow our older citizens who have collected vast amounts of experience to be shoved into an existence where their talents are of no use? Surely we have done just this. If the energy of youth is sometimes misdirected we can also say that the experience of the elderly is often wasted, or even ignored.

The American citizen, the concerned citizen, knows that certain responsibilities accompany the freedoms that we all cherish. We have the responsibility to see that our new born infants are given immediate medical attention, to assist them in the critical first days of life. We have the responsibility to see that this child has the proper educational opportunities available to him. We have the responsibility to give this youth the opportunity to attend the college, vocational or technical school of his choice. In short, we all share the responsibility of providing each infant a chance to grow into his manhood prepared to accept the challenges he must face in our society. As lawmakers, as parents, as citizens, we are committed to this end.

However, our responsibilities do not end when the child becomes an adult. We must not forget or reject him when he reaches an elderly age. Old age assistance and Social Security are not the total answer, not by any means. To a man or woman who has worked hard for most of his life, a man or woman who takes pride in earning his own way in this world, a man or woman who more than anything else wants to maintain his dignity, to this person the blunt reality that his capabilities are no longer needed is devastating.

Logic dictates that the older, more experienced one is, the better equipped he is to work within our system. He can look back at the mistakes he has made and learn from them before moving ahead to meet the future with confidence, but to some, unfortunately too many, as Senator Randolph and Senator Gurney and Senator Pepper have indicated, this caution light signalling entrance into the elder community becomes an emphatic, unyielding red stop light that cuts them off completely, like a train that has gathered a full head of steam only to have the track yanked out from beneath it.

#### SENIORS SEEK CHANGE AT SELF-RELIANCE

More than 1 million men and women between the ages of 55 and 64 are absent from the workforce. Among the 20 million men and women

who are over 65, many of them are yearning for part-time employment. While there have been increases in Social Security benefits, and while other programs for the elderly have doubted in the past 5 years, instead of facing a future of financial security our older Americans see poverty staring them in the face.

As we have moved in the past to prepare our youth to face their future so we must move, really move, to help our older citizens. Eliminating their jobs and replacing them with less experienced workers, placing them on welfare rolls, cutting off all opportunities to earn their own way denies senior citizens their very own existence. It is most ironic that all they are asking is a chance to sustain themselves.

Presently there are several bills, Mr. Chairman, as you know, before this subcommittee that would give the Government the working tools to obtain jobs for the elderly. These include Senate bill 555, the Older Americans Community Service Employment Act, and Senate bill 1307, your own, the Middle Aged and Older Workers Employment Act. Both would provide training for new employment opportunities. Here in Miami and throughout the rest of Florida you will find a microcosm of the problem that is spread across the land.

We are feeding our poor, educating our young, tackling pollution, building great public monuments, sending man to the moon. Now let us undertake the moral task of properly caring for our elderly in a way that again injects them into the mainstream of life.

Senator MYERS. I wanted to add, Mr. Chairman, that these remarks, and although they are the remarks of Senator Lawton Chiles, also express my thoughts and views which I wholeheartedly endorse for this record.

I appreciate very much the opportunity to present this statement to the committee.

Thank you.

Representative PEPPER. Mr. Chairman, I would like also to have the privilege of welcoming you and Senator Gurney here, and my distinguished colleagues in the House of Representatives who are very much interested in this program, along with a man who has always been a gallant warrior for the cause of the senior citizens in every respect, my very able and devoted colleague Congressman Dante Fascell. He said that he is sorry that he cannot be here today, but he wishes to associate himself with what you are doing.

Senator RANDOLPH. Thank you, Senator Pepper.

The statement of Senator Chiles was, of course, helpful, and we thank State Senator Myers for presenting it today.

Some of you will remember that Senator Chiles referred to two legislative proposals which are now pending in the Congress that come to the very heart of this problem. I think it is important that I place in the record the summary of the major provisions of the Middle Aged and Older Workers Employment Act. That is S. 1307, and also the Older American Community Service Employment Act, S. 555.

Now, this gives me the opportunity to say to all of you that the hearing here today will be printed in a public document that will be available. So, when you are writing the committee with your suggestions, you might say that when the record is printed in a public document that you wish to have a copy of the proceedings.

So, without objection, Senator Gurney, I will ask you to be the chairman here and give me permission to include the summary of these two bills.

Senator GURNEY. The summaries of the two bills will be accepted and printed in the record.\*

\*See appendix 2, p. 182.

Senator RANDOLPH. At this point I would like to introduce a statement by Representative Fascell.

(The statement referred to follows:)

PREPARED STATEMENT OF REPRESENTATIVE DANTE B. FASCELL

Mr. Chairman and members of the subcommittee, it is a pleasure to welcome you to Miami. Your well-known efforts on behalf of older Americans reflect the understanding and genuine concern which you and the members of this distinguished subcommittee have brought to this critical national issue.

The subject of unemployment among older Americans is one which concerns me deeply. South Florida has a large proportion of senior citizens among its population. With its favorable climate and recreational opportunities, Florida offers older Americans the chance to realize their hopes for a comfortable and productive later life.

Unfortunately, for far too many senior citizens, those hopes have been cruelly shattered by an inflationary economy which strikes hardest at those on low and fixed incomes, as well as by the lack of employment opportunities. Along with age discrimination in employment and a Social Security restriction on income, older Americans must now also compete with millions of other Americans who are looking for a job.

As the studies of this subcommittee have shown, technological and economic forces have caused widespread dislocations in the labor force of the United States. More than one million Americans aged 45 or older are now unemployed, and their periods of unemployment last longer than in any other age group.

"The Golden Years—A Tarnished Myth" was the title of a report prepared for the office of Economic Opportunity by the National Council on the Aging on the results of Project FIND (friendless, isolated, needy, and disabled).

Project FIND data supported the position of the National Council on the Aging, that middle aged and older workers are an important source of unused manpower, and that inability to continue work is a primary road to poverty.

Of the older Americans surveyed by Project FIND, only 25 percent indicated they retired because they wanted to. Of the other 75 percent, most retired because of compulsory age requirements, the difficulty of the work, or because of illness or disability. The evidence is that many would have returned to work if a job had been offered to them.

These facts point to the need for legislation of the kind under study by this subcommittee. The Middle Aged and Older Workers Employment Act and the Older American Community Service Employment Act offer constructive approaches to the solutions of these problems by applying a presently wasted human resource to needed public service. I have sponsored similar legislation in previous Congresses and I will continue to support worthwhile legislation directed toward bettering the lives of older Americans.

A review of the potential success of the programs for employment of older Americans presently being considered by the Congress exists here in Dade County, Fla. Dade County is one of the several areas of the country which are benefiting from the National Council of Senior Citizens AIDES projects. The project in Dade County is sponsored by the Senior Centers of Dade County, Inc., a United Fund agency.

The primary service of Senior Aides (alert, industrious, dedicated, energetic, service) has been to bring programs and assistance to the isolated elderly by home visits, delivery of surplus food, transportation of the elderly to and from medical services, and distribution of clothing.

In addition, Senior Aides assist elderly Cuban refugees by teaching them English and informing them of the activities of the senior centers of Dade County, and provide care and assistance to elderly migrant farm workers in a variety of ways.

AIDES are, themselves, senior citizens, so that the program provides job opportunities and access to skills, talents, and useful service, for this group of Americans.

The success of the AIDES program demonstrates the potential for public service by older Americans who would otherwise be unemployed. This experience, combined with that of the Foster Grandparents program, Project Green Thumb, and the senior community service projects sponsored by NCOA, should convince

us that older Americans can provide valuable community services and, at the same time, improve their own standard of living.

Mr. Chairman, I am confident that your experience here in Miami will affirm your already strong commitment to the needs of older Americans and the solution of their lack of gainful and productive employment. You may be sure of my strong support for these efforts in the Congress of the United States.

Senator RANDOLPH. We will move along very quickly. We have a panel. We have a very able news correspondent.

Richard, would you come, please, with Catherine Bowles, and she will be accompanied by Nancy Stolfi and also John Stanier and Mrs. Keltz.

**STATEMENT BY RICHARD WHITCOMB, REPORTER, STATION WCKT,  
MIAMI, FLA., ACCOMPANIED BY PANEL OF WITNESSES**

Mr. WHITCOMB. Mr. Chairman, Senator Gurney, Senator Pepper, and all of our friends today that are with us, my name is Richard Whitcomb. I am a news reporter for a local television station here in Miami and I welcome the opportunity to talk to you today about particular problems faced by the middle aged and older Americans. My testimony will differ somewhat from that that you have heard earlier, in that the panel that you see before you will testify as to the guts issue facing people today, and that is how they can find their way through the maze of bureaucracy that prevents them from finding jobs that they need. They want to work. They do not want charity.

While I haven't reached that category commonly referred to as "middle age", yet I do feel that the very nature of my profession will help give you an insight as to the "grassroots" feeling of many people that I come into contact with and who have become frustrated by these Government ineptitudes that I have spoken of.

Senator RANDOLPH. Mr. Whitcomb, you will remember there are just three ages of a man, and the first is youth. The second is middle age, and then the third is, "My, but you are looking well". [Laughter.]

Mr. WHITCOMB. I yield to the Senator. [Laughter.]

Mr. Chairman, in recent years, my station, WCKT, in Miami, has engaged in bringing before the public the shortcomings that I have mentioned. Through our reports we find that the citizen today is questioning the priorities of Government programs. Now, this, in itself, is nothing new. But there is a belief on the part of the average citizen today that government is unfeeling, uncaring, and not responsive to human needs.

Many taxpayers feel removed from their government today, which to them has become too large, too technical, and too remote. The citizen can no longer identify with the process. A bureaucracy, supported by his tax dollars, grows fatter each year. He comes to resent the fact that his ballot in the voting booth has, in his opinion, only bolstered the bureaucracy that he has now come to resent. So, consequently he withdraws from the system.

I do not presume to pronounce an overall indictment of the bureaucracy, for our government is certainly the best system that has ever been devised by man. There is room for improvement.



## ELIMINATE REDTAPE

Government must redesign the process that has shut people out. I don't feel that new laws, or even newly elected representatives are the total answers. My response, while overly simplified, would be to alter the bureaucracy and eliminate the negative, which in this case is redtape. In order to function properly and to respond when it is called upon to respond, government, local and Federal, must find ways to eliminate duplication of services and unnecessary functions.

It means consolidation, centralization. It means a general government house cleaning of agencies that are not doing the job they were established for. The fact is, Mr. Chairman, there are too many agencies within our governmental system in the United States today so that the average citizen cannot understand them, understand all of them. Some of the agencies have no knowledge of what the other agencies are doing.

It has been our experience, those of us that report in the field, that 90 percent of the failing of these agencies is a direct result of the attitude of the people who operate them. There exists a cold attitude, coupled with the feeling that all those seeking aid and assistance and employment are looking for the welfare handout. Some civil service employees are young, inexperienced individuals who have somehow graduated from a clerical status to judges of human qualifications. [Applause.]

Mr. WHITCOMB. Instead of trying to help those who come before them and directing them to the proper agency they send these people back to a world of despair. Now, for the most part this will be their only contact with government. If this agency is not responsive, if the people who *operate* it are unyielding, impolite, cynical, well then, that is the lasting impression the citizen will be left with. As reporters we have seen the story again and again, Mr. Chairman. There are variations upon the theme, but always the result is the same. I think this is one of the crux issues here on this unemployment problem.

Senator RANDOLPH. Now, I want to interrupt for just a moment, Richard, nowise to be differing with your viewpoint, because I do feel that there is much substance in what you have said on this matter. You know, as you attempt to contact newspapers you find the same thing, the same situation. In your attempts to contact television and radio you often find the same situation. Is that not true?

Mr. WHITCOMB. I don't think that you can draw an analogy there, if you will, sir.

Senator RANDOLPH. Well, if you try to talk to the circulation department of the newspaper about the delivery of your newspaper and you will talk 25 or 30 times asking that the newspaper be placed at the door and the newspaper will continue to be placed 30 or 40 feet from the door.

Mr. WHITCOMB. One does have the option of buying another newspaper.

Senator RANDOLPH. If it is the same with both newspapers? [Laughter.] I'm only saying that you talk there and you find an attitude, "Well, so what". I am just mentioning it.

Mr. WHITCOMB. All right, sir. May I continue?

Senator RANDOLPH. Yes, sir.

## CENTRAL AGENCIES NEEDED

Mr. WHITCOMB. It is my feeling that there should be some kind of central agency to help the citizen as he attempts to find employment.

Mr. Chairman, you are going to hear testimony today from people who have tried to go through the system, the very system that I have spoken of, and you will hear in human terms what they have encountered. I think this will tend to support what I have said this morning.

In short, anyone seeking welfare, employment, health care, training, they should have some sort of central starting point, because unemployed and elderly people do not have the stamina or the motivation to spend weeks thrashing about the bureaucracy to find the agency that can help them.

It is my feeling that we must eliminate those agencies and programs that are performing basically the same function. County agencies should not attempt to carry out the same functions as Federal programs. Federal, State and local governments must now begin to recognize this problem.

Now, this problem is especially felt by persons 45 and older. Unemployed, with little or no income, and divorced from the system, they come to be confronted at each turn with a hopeless jungle, and in many cases double talk.

You will hear from three people with me today who can testify to the frustrations and disappointments I have alluded to. Persons over the age of 45 have unique problems within the working force. In many cases they are unskilled. They have been removed from the system for a number of years.

Mr. Chairman, you have correctly pointed to a number of the problem areas. Your remarks from the Congressional Record on March 19, this year, stated that at the age of 45 unemployment begins to rise and long-term joblessness increases sharply. You have stated again correctly that early retirement also means an acceptance of a life of poverty. I would like to add that it is my observation that these individuals are in many cases emotionally and psychologically handicapped as a result of being outside the system and out of the employment field. They are unprepared as they attempt to reenter the pressures, to face the pressures of the modern world, and they have great difficulty coping with these changes.

The inability of persons 45 and older to find jobs is reflected in the latest figures available to us on unemployment. We have heard already testimony to that effect today. Nationwide unemployment among middle aged and older workers amounted to more than 1 million last month, and that, as was stated here earlier, reflects an increase of 71 percent, a 71-percent increase from the same period 2 years ago. More than a third of these individuals were out of work for periods of 15 weeks or longer. We find that persons 45 and older tend to be out of work longer than other people who are out of work. Despite these facts middle aged and older workers accounted for only 4 percent of all enrollees in the manpower and training programs.

## UNEMPLOYMENT COMPENSATION PAYMENTS INCREASE 97 PERCENT

Now, in this area, Mr. Chairman, Dade County's population in regard to age groups is especially revealing. Thirty-seven percent of the

people in Miami are over the age of 45. Our senior citizen population here is nearly double the national average, and the State of Florida has the highest percentage of persons 65 and over in the Nation. Half the population of Miami Beach is over the age of 60. In June the working force in Dade County amounted to 644,000 persons, by far the largest in the State. Dade County's unemployment rate for that period totaled nearly seven percent, which was above the national average. Unemployment statewide in Florida reached its highest level in 10 years last month. Translating these figures into the local Dade County picture we are treated to some rather startling percentages. Of all of the people out of work in Dade County it is estimated, Mr. Chairman, that 57 percent of the people out of work in Dade County were 45 or older. In June persons in the middle aged and older category filed the majority of the unemployment claims. Perhaps, gentlemen, more startling of all is the fact that in fiscal year 1971 unemployment compensation payments in this county alone went up to \$12 million, and that is an increase of 97 percent in 1 year. Now, by looking at the figures we can see a particular problem that is worsening with the passage of time.

Job opportunities for middle aged and older Americans in this area are limited. Our job market here centers around two major industries; tourism and agriculture. Tourism does not provide the large scale employment opportunity for the older American. Agriculture employs the migrant worker who, as we know, works for substandard wages and endures equally substandard living conditions.

Dade County has now generated the heavy and light industry so prevalent in many northern cities. Without these industries job opportunities for the older American are limited here. Consequently, those who are unemployed tend to remain unemployed in Dade County. In addition, the heavy influx of the Cuban refugee has further altered the job market here.

We are told that an estimated 70 percent of the exiles brought to this country eventually resettled in the Dade County area. So, a heavy concentration of exiles competing for jobs has resulted. [Applause.]

Mr. WHITCOMB. So, Mr. Chairman, we must turn to new job opportunities. There must be new emphasis toward employing the older American that may not be in existence today. With new emphasis on the environment, the ecology, and the many social problems facing us today, an entirely new job market could be created. Middle aged and older Americans through training and placement could operate these environmental, social, ecology programs. It would be a way for them to escape the system that you have said, Mr. Chairman, leaves them too old to hire but too young to retire.

We know also that when older Americans go to seek a job they are faced with age discrimination. Their age has become their handicap. They fill out a form and they are told, "We'll call you," and, of course, they never hear from them.

#### INCENTIVE TO HIRE ELDERLY

To overcome age discrimination perhaps what we might look to is some kind of incentive to the businessman to hire the elderly. Now,

these incentives might take several forms. A small percentage of funds channeled into welfare could be transferred to the businessman in exchange for hiring of older Americans, a bonus, if you will. Businessmen might also be offered some form of tax relief in exchange for maintaining a portion of a work force comprised of people over the age of 45. Perhaps this could be a sliding scale that the older the person, perhaps he might get some form of relief if he is a businessman. In short, I believe that incentives to get around this problem of age discrimination could greatly alter the age discrimination hiring practices that we see today. These incentives might generate a new working force of working Americans who, I believe, prefer working to welfare.

Gentlemen, that concludes my statement. Thank you very much. [Applause.]

Senator RANDOLPH. Thank you very much, Mr. Whitcomb. It is demonstrated here that you keep very close to these people, and not just in your testimony today but on a continuing basis. You have been very, very helpful. You have been very definitive in a discussion of these many problems.

Now, you spoke several times of redtape. I will take the time to put a statement on redtape into the record.

From the Talmud (definition of redtape) :

If all the seas were ink ;  
 If all the skies were parchment ;  
 If all the wreaths were pens,  
 And all men could write,  
 They still would not match the redtape of this Government.

They were complaining about governmental redtape 2,000 years ago. So, they had smaller units of government then than we have now. It was a constant subject for discussion.

I would want to ask if it would not be good because of the figures that Mr. Whitcomb has given that we place the key facts—he has given most of them—in the record——\*

Senator GURNEY. Yes, indeed.

Senator RANDOLPH. We shall add to what you have said, simply perhaps not clarification, but additional information.

We have had legislation, Mr. Whitcomb, that has recently received approval of the Labor and Public Welfare Committee to expand the concept of day care centers for children of working mothers. A major provision in this proposal encourages the employment of older persons. We have had several demonstration projects, such as the Foster Grandparent program, with which you are familiar. I think we have had a very substantial demonstration that there is an effectiveness among aged persons who provide supportive services for young children.

Now, in the area of Miami do you believe that there is an urgent need for more day care centers? Would you discuss that?

Mr. WHITCOMB. Yes, I would, Mr. Chairman.

I have before me some figures that reflect the need, the great need here for day care centers. There are over 100,000 children in Dade

\*See appendix 2, p. 152.

County under the age of 6. Obviously there are a great many mothers of these children who could use jobs, but because of their home situation they are tied to the home. Now, of this 100,000 figure that I have just given you of children under the age of 6 in Dade County we have 40,000 to 50,000 working mothers with children under 6. Nearly half of these children under 6 reside in disadvantaged areas of the county. However, the day care centers serve only 9,000 of this 50,000 figure of the disadvantaged area. So, there are full day licensed facilities in the program only to serve 15,000 children of the 50,000 children throughout the entire county, keeping in mind that there are 116,000 children, and we have facilities today to serve only 50,000. So, obviously there is a great need for more day care centers to relieve this problem.

Senator RANDOLPH. Thank you very much, Mr. Whitcomb.

You have indicated that those who sit with you on the panel are the persons who have felt the impact of unemployment. They understand its reality. Would you indicate how you desire, Richard, these persons to be heard? I'm going to leave that to your discretion.

Mr. WHITCOMB. Thank you, Mr. Chairman.

I have on my right a woman who was the subject of a series of recent reports by my television station. Her name is Catherine Bowles, and we believe that Miss Bowles demonstrates in the most classical sense the individual who tried unsuccessfully to penetrate the bureaucracy that I have spoken to you about today.

Miss Bowles, I believe, is 57—

Miss BOWLES (interposing). I am 58 now. I have had a birthday, just last month.

Mr. WHITCOMB. And I hope you will forgive me for revealing your age, but I think it is important that we know that.

Her last job as a clerk, I believe, 20 years ago left her with little skills to reenter the employment field, but Miss Bowles recently tried. Her interest and desire took her to no less than four public agencies in Dade County, and here is what happened.

The State employment office dismissed her by saying she was unemployable.

County welfare said she didn't qualify for welfare.

The State welfare office offered little help.

When she went to apply for food stamps she was told that she must first have a job. [Laughter.]

Mr. WHITCOMB. Well, the question is, how can she get the food stamps if she doesn't have a job? She has just gone and tried to find a job. They said, "We don't want to hire you because you are unemployable."

Through a series of reports on my channel in Miami, WCKT took a look at the problem that would not give Catherine Bowles a chance. In the end it was a private agency, Mr. Chairman, not a public agency, but a private agency, the United Fund, that came to her aid.

I would like Miss Bowles to perhaps give you some sort of statement, and perhaps you would like to offer a few questions.

Senator RANDOLPH. Yes.

Now, Catherine, we would like for you to be very much at ease and just chat with us in your own way, giving your experience. It will be helpful to Senator Gurney and myself.

## STATEMENT OF CATHERINE BOWLES, MIAMI, FLA.

Miss BOWLES. Well—

Mr. WHITCOMB (interposing). Why don't you just relate your experience in trying to find a job?

Miss BOWLES. I went down to Florida State Employment Office first, and they told me—it was a special counsellor that I talked to, and he told me that I was too old. He said there was too many young people that were out for jobs and he wouldn't guarantee me any job whatsoever. He told me not to come back, that it would be a waste of time.

Mr. WHITCOMB. And then what happened, Miss Bowles?

Miss BOWLES. So, I never went back.

Mr. WHITCOMB. And then didn't you also go to some other agencies?

Miss BOWLES. Yes.

Mr. WHITCOMB. Tell us what happened after that.

Miss BOWLES. I went to the State welfare and they gave me an application. On the application, when I got home and read it, I discovered that it was—I didn't qualify because it was for the blind, for the disabled, and I knew I couldn't qualify for it because I didn't have a permanent disability that I couldn't work. So, I just had to leave that one off.

## GET ROOM FOR "\$5 A WEEK"

Then I went to county welfare for help, and the girl there told me that I should go and get a room for \$5 a week. She said I was paying too much rent because I was paying \$156 a month. They wouldn't do a thing to help me.

Senator GURNEY. Did she offer any suggestions where you could get a room for \$5 a week?

Miss BOWLES. No, sir; she did not. She didn't offer any suggestion whatsoever.

Senator GURNEY. And going back to the man at the State employment office, did he give you any reason why you were too old? Did he say anything about what age was too old for you to get a job?

Miss BOWLES. No, he didn't. He just asked me my age, and that was it.

Senator GURNEY. He took one look at you and said, "You are too old," and he couldn't help you?

Miss BOWLES. Yes, sir.

Senator GURNEY. That certainly is deplorable.

Senator RANDOLPH. Also, before you continue, Catherine, I want to make sure, as I am certain that our record must clarify this point, you were told that you were not eligible for food stamps or commodities because you did not have a job. Is that what you were told?

Miss BOWLES. Well, part.

Do you want me to go ahead and tell it from the beginning?

Senator RANDOLPH. Yes, because, you know, you don't have to have a job to have that assistance.

Miss BOWLES. I know you don't.

Senator RANDOLPH. You have to be searching for employment, looking for employment.

Miss BOWLES. Well, I went down in April when it was first started and I signed up. They told me I qualified. I got my stamps the first month.

Then when I went down the second month the man said to me, he says, "Are you working?"

I said, "No."

I said, "I have been trying to get work and I can't get it."

He hemmed and hawed about how much money I had on hand and how much my rent was, and he kept griping because I was paying too much rent. You can't get anything cheaper, and I told him.

He said, "You shouldn't be paying any more than \$50 a month for rent."

I said, "Well, you get it for me and I'll be glad to take it," and he didn't answer.

So, he hemmed and hawed around, and he got up and walked out of the office and he came back with a paper. He said, "We'll give them to you this time," but he says, "Next month," he says, "if you are not working," he says, "you are not going to get any."

Mr. WHITCOMB. Would you tell the committee what has happened to you since these experiences?

Miss BOWLES. Well, I've got nothing else. I get my stamps this month, I guess.

This month I went down—well, last month Dick Benedict from channel 7 took me down and made them recertify me, and then this month, the 2d of August I went down and they gave me a ticket and told me to come back on August 12. I was down there on August 2.

I said to the girl, "Well, what am I going to do between now and August 12 for some food?"

She said, "Well, I can't help that." She said, "That's your hard luck." [Laughter.]

Miss BOWLES. She said, "You come back on August 12."

So, I called Miss Stolfi at United Fund and she told me who to get in touch with, and the man took me down there the next day and they would not give me the stamps until—they said, "No, not until August 12," could I get them.

Senator RANDOLPH. Miss Bowles, what kind of work did you attempt to find to give you employment? Tell us where you went for work. Did you go to private industry or only to governmental agencies?

Miss BOWLES. I didn't catch quite all of that.

Senator RANDOLPH. Did you go to the employment offices in any of the plants or business organizations in the area?

Miss BOWLES. I watched the papers and I headed out and made telephone calls to different places. I got appointments and went, and I spent all of that money on bus fare. I even went to the temporary services, different ones. They just took the application and they never bothered to call me in.

I walked and walked. Many a time I walked 15, 20, 30 blocks a day besides riding buses.

Senator RANDOLPH. Well, Miss Bowles, I think you made a very diligent effort to secure employment and I congratulate you for trying very much to find employment.

I want to say, Senator and Representative, that we can't usually come into these cases on an individual basis, but we are going to run

this one down, Richard, because it is very important that it not be repeated. That is the value of a situation like we have heard here today.

Miss BOWLES. I do want to say this:

That channel 7, WCKT, was the one that came to my rescue, and I thank them very much.

Senator RANDOLPH. Fine.

Now, Richard, if you will come with the next witness.

Mr. WHITCOMB. Yes, Mr. Chairman.

The next witness represents the unemployment difficulties encountered by a professional man. These individuals have the training, the education and background, but still they find it difficult to secure employment.

The man you will hear testifying now is a graduate, a college graduate who was a lawyer, who was unemployed for 9 months. He now has a job with the Senior Aides program, but he has taken a cut in salary. His name is John Stanier.

#### STATEMENT BY JOHN R. STANIER, MIAMI, FLA.

Mr. STANIER. Thank you, Mr. Whitcomb.

Mr. Whitcomb, Senator Randolph, Senator Gurney, my old dear friend Senator Pepper, I appreciate very much the opportunity to appear before your committee on behalf of the professional unemployed 45 and older.

My name is John Stanier, and I have resided in the city of Miami since May 1971. I'm presently employed at senior centers of Dade County as a project coordinator. I'm 48 years of age.

I am a member of Florida bar and American Bar Association.

I was president of the Canaveral Chapter of the Federal Bar Association for the years 1968 and 1969.

From 1949 to 1964 I practiced law in Daytona Beach, Fla., having graduated from Stetson University in 1949.

From 1954 to 1961 I owned and operated a business.

In November of 1964 I was employed by NASA, the space agency, as legal advisor and executive director of the Project Stabilization Board for Cape Kennedy. In the month of February 1966, I transferred to the Canaveral District of the U.S. Corps of Engineers in the office of counsel.

During the summer and fall of the year 1969 the major construction at the Cape was completed. The Canaveral District of the Corps of Engineers started reducing its work force, and I then began actively seeking other employment. I was 46 years of age.

It was then I learned of the rule of thumb practiced by major law firms. They do not employ lawyers over 40 years of age unless there is a very special circumstance.

#### QUALIFIED—BUT TOO OLD

As an example, I have a good friend here in Miami who is a successful mortgage banker. This gentleman has known me well over 20



years. He could not believe that I was having a problem securing a position as an attorney. In my presence he phoned two law firms with whom he has a very fine connection, and he read them my resume. He expressed his personal endorsement of me, and each firm indicated interest until he told them I was 47 years of age. They told him there was no way.

I had acquired a specialty in the field of law of government contracts and the trial of contract dispute cases. My efforts during the summer and fall of 1969 produced an interview with an aerospace company which started a reduction of personnel right after my interview. I interviewed with Litton Industries in Pascagoula, Miss., which was a successful interview until I was preempted by an Air Force colonel who was a retired judge from the very board, the Armed Services Board of Contract Appeals, that I had been trying contract dispute cases.

At this time there was also an unsuccessful interview with a law firm in Melbourne. They were looking for an SEC experienced lawyer, and a younger man.

In October 1969, I was sent to the Jacksonville district of the Corps of Engineers on a temporary basis, which later was made permanent. In October of 1970 I resigned from the corps to take private employment, which was with the city of Jacksonville. The time between my interview and the expected appointment I was informed the position had been taken out of the budget. I was unemployed and 47 years of age. This was October 1970.

About this time Pratt-Whitney of West Palm Beach advertised in the American Bar Journal for a government contract lawyer that was licensed to practice in Florida. I clipped the ad to my resume and mailed it to Pratt-Whitney. I received a reply that they had no opening in my field. I don't know of any reason other than age for this rejection.

I revised and updated my resume to lessen the emphasis on government contract law to include many of the various fields of law that I had practiced as a practitioner.

Late 1970 and 1971 to date I have been checking the Florida and American Bar Journals, the Jacksonville Journal, the Miami Herald and the Miami Review for positions that I thought I would be qualified.

I have sent out between 30 and 40 resumes during this period. It has produced 13 legal interviews, two nonlegal interviews—one of the nonlegal was for assistant manager of a restaurant in Jacksonville. I had some restaurant experience. The other nonlegal was the senior centers of Dade County, where I am presently employed for \$4,000 less a year than I made with the Federal Government. Senior centers does not have a hang up about employing older Americans. [Applause.]

Mr. STANIER. I have interviewed with three professional employment agencies in the Miami area. One agency wanted 10 percent of the annual salary from the employee for a fee, and one-half of the fee before they would send the job seeker out for an interview. In my case the advance money amounted to \$750.

The 9 months that I was unemployed I lived on the \$3,800 I received back from the Federal retirement, and \$5,000 worth of stock

that I sold. I had about \$200 left when I secured my present position with senior centers of Dade County. This position is to terminate in September of this year as I am replacing a chap who is on educational leave.

It occurs to me that there is another consideration to the unemployed persons between the age of 45 and 55. A person my age could very likely be a veteran, as I am. Also it is conceivable a person my age who stayed in the service would be a veteran of three major wars, which is unprecedented in our country today. In the first instance, if the veteran of World War II took advantage of the GI bill for education, as I did, to become a professional, and who now finds himself unemployed, is having the same difficulty finding employment as the discharged veteran with 30 years of service.

I'm still sending out resumes. This afternoon I have another interview with a professional employment agency, still seeking a position in the field of law.

Thank you.

Senator RANDOLPH. Mr. Stanier, you had to adjust your budget, did you not? I can see that.

Mr. STANIER. Yes, sir, I did.

Senator RANDOLPH. And I realize how difficult it has been for you. There is a psychological impact. That you understand. You are a professional man, a man of culture, training, and background, and when you look for a job for months and are unable to find it there is a real problem that exists.

I, frankly, had a brother-in-law during the period of the great depression and he was living on Long Island, with his wife, my sister, and their little son, and he went out every morning at the same time so that there might be no feeling among the family that he wasn't working. He was searching for work. Day after day he went searching all over the New York area, and this went on for almost a year and a half. So, if someone asks the question, "What is the problem, Mr. Stanier, you should have found employment," I say to you that sometimes even though you make every effort, you just don't find it, and that was the position of my brother-in-law, who is now gone. But he was a fine gentleman, who was, as you are, educated and ready to do any kind of work, as you have indicated you have been desirous of doing. If you are an honorable kind of man—any kind of work is honorable, of course, if you fit yourself into such a program.

I want to say that I am very sympathetic, and that is perhaps not the best word, about a situation, not just in your personal life, but the general condition in which you find yourself.

#### STEPS TO ALLEVIATE UNEMPLOYMENT NEEDED NOW

I determined at a hearing that we had in Seattle how many thousands of persons are unemployed in that area who are college graduates, who are men and women of technical training and skills, and they are unable to find employment. The payments upon their properties, of course, are not being met. They are doing any kind of job, pumping gasoline and whatnot to try to hold their homes and their families together. It is a very real problem. It is not diminishing. It is increasing, and I think all of us have a very definite responsibility to

do something and to do it quickly. It is not enough to have rhetoric on the subject. We have really got to do the job. I know that our colleagues in the Congress want to help to bring about a condition in our economy whereby you will not be faced, and others like you, with this problem of unemployment.

You know, we will have a million members of our Armed Forces that will come back to the United States in the next year from overseas, not only Southeast Asia, but other sectors of the world in which we have men and women in uniform. This adds to the problem, as Senator Gurney and Representative Pepper know. We are multiplying, of course, the problem because of the returning veterans and it is a compounded problem.

As Mr. Whitcomb said, we had better try to cut away the redtape as much as we can and do this task very quickly, because, Richard, we do have a problem, very frankly, and we need to cut it to the bone so that we can perform our tasks. There is overlapping and there is a considerable amount of haphazard attention to the problem.

I don't want to wave any flag today, but of all of the priorities that we have in the Congress of the United States and in the administration of State and other political subdivisions, one of the greatest is the problem of gainful employment for the American people so that they and our economy, and our very Nation itself, will not deteriorate. That is what is happening in 1971.

Representative PEPPER. I have been a long-time friend of this gentleman. I call him Dick Stanier. Those of his old friends always knew him that way. I know he is an able lawyer and a fine gentleman.

Dick, I do believe that if I were you I would be on the alert to take advantage of this new program that we have just passed. President Nixon, I believe, signed it yesterday. He announced that the money would be available by the end of this month, by the first of September. There will be 150,000 public service jobs that will be available all over the country. That is not very many, but we will get some of them here. If I were you I would get in touch with the mayor, the employment office, or the manager of Dade County and the municipalities here. Your qualifications are outstanding for a public service job of some sort, and that may offer you the opportunity that you should have had a long time ago. Maybe there will be some others.

To Miss Bowles, we have also passed another program where if the rate of unemployment is above 4.5 percent, and we do have a rate of unemployment in excess of that here, that we will also get some money under that. Sixty percent of that money—it will be about \$2 million, as I recall. Sixty percent will be distributed in the ratio of unemployment of 4.5 percent that we have here in Dade County and Florida to the total number of unemployed in that category. Then there will be 40 percent that will be distributed on a formula to be devised by the Department of Labor but that will be an opportunity to pick up on these pockets of unemployment. We have several pockets of unemployment here in Dade County, and it should be people living in those areas that will have an opportunity to get a job.

As the Senator said, his committee, I am sure, is going to check up on your experience, Miss Bowles. You keep in touch with that employment office and we will see if we can't change their minds about your eligibility. [Applause.]

Senator RANDOLPH. Representative Pepper is correct about the signature of the President on the actual appropriation to carry out the public service employment bill. He signed that appropriation, which the Congress passed, and it is in the amount of \$1 billion. It is an effort that will have an impact here. There are certain types of public service jobs that are very, very much needed in this country. I think you do qualify, as do tens of thousands of other persons throughout the country on the basis of experience, training, and education to step forward and do this work.

Mr. Whitcomb.

Mr. WHITCOMB. Mr. Chairman, the next witness is a woman who lost a part-time job in January and has tried unsuccessfully to find a full-time job ever since then. Her search for employment has led her to encounters with age discrimination and 8 months of continual rejection has left her depressed and despondent. I would like for her to tell you in her own words her own experience. Her name is Mrs. Rose Keltz.

#### STATEMENT BY ROSE KELTZ, MIAMI, FLA.

Mrs. KELTZ. Thank you, Richard.

Honorable guests, Mr. Chairman, Senator Gurney, my name is Rose Keltz. I reside at 250 Michigan Avenue. I have been living in the State of Florida for the past 24 years. For the past 11 years I have been a widow and a part-time working mother. For the past 16 years I have been employed at the Miami Beach Kennel Club, in addition to several other jobs. This year after the track closed on January 2, I was unable to get work and have been getting \$34 a week of unemployment compensation.

I have a son who is a student. He has gone for the past 2 years to the University of Miami, and for the next 2 years he will attend the University of Florida. To continue his education we have asked for financial aid. The University has given us \$750 per term. Now I am in debt of \$1500. So far I have not received any aid from the University of Florida, but we are hoping to qualify. I have worked very hard to educate my son and I am proud of his record. He is an excellent student and has been on the dean's list each semester. He has 2 more years of school, and that is why I am so anxious to find steady employment so he can continue his education.

I am 56 years old. By the time my son graduates I will be 58. My son receives money from social security, the Veterans' Administration, and part of the civil service from his father. I only get half of the pension from civil service while my son attends school. Once he graduates there will be no financial aid, except my civil service widow's pension from the post office, which will be about \$50 a month. I must work because I will never be able to live on such a small income. At the present I find myself sacrificing to get along. While looking for steady employment I repeatedly found an age limit discrimination which emotionally depressed me.

I have been hoping that the age limit for widows' social security will be lowered to 55 years, and we could have a little more income to supplement our needs.

I have been working part time for the past 35 years and can't see why we have to wait to the age of 62 in order to collect Social Security

benefits. It has been hard to get a job at my age. I have tried many places and have made many applications again and again. I found my age was the reason for my unemployment.

I also inquired about civil service tests; city, county and State, and found age limits from ages 45 to 55 years old.

#### TOO PROUD TO ACCEPT CHARITY

I'm proud to be an American, but too proud to take charity. Above all I want to live in dignity, to find steady employment so that I can take care of my own needs.

Thank you.

Senator RANDOLPH. Thank you, very much, Mrs. Keltz. You feel that there has been discrimination against you because you were qualified to do a job. When those that made the decision about employment of a person for a particular task noted your age, and even though you had qualifications, background and experience, that age counter-balanced the other positive factors that would have been brought into the decision.

Mrs. KELTZ. Yes, Senator Randolph.

You will notice in the papers, "18, to 35, 25, young, or 18 to 25."

I had worked as a part-time cocktail waitress, and they are not taking a 56-year-old girl. They want them attractive, a beautiful body. That is all they are interested in. They don't want to know how old you are and what experience you have. [Applause.]

You know, they don't even go by experience. They just want you to have the youth, and your beautiful body to show around. Your work experience, it is not enough.

Senator RANDOLPH. I want the record to indicate for our guests and participants, and you perhaps have noted that Senator Gurney and Representative Pepper have been writing almost constantly. I have noted that, and I know what they are doing. They are not scribbling. They are taking down what you are saying in their own way, which indicates to me that they are going to be helpful insofar as possible, not only on the overall basis, but even perhaps when you point up a situation to address their attention to it.

Mrs. KELTZ. Thank you, very much, sir.

Senator RANDOLPH. Thank you, very much, Mrs. Keltz.

Mr. WHITCOMB. Mr. Chairman, we have one other person here to make a statement. Her name is Nancy Stolfi of the United Fund.

I would like to return just briefly to the Catherine Bowles issue which was expressed earlier. You will recall that I pointed out that it was in the end a private agency that came to the aid of Mrs. Bowles as opposed to a public agency. Perhaps Miss Stolfi will make a statement to the committee at this time.

#### STATEMENT BY MISS NANCY STOLFI, MIAMI, FLA.

Miss STOLFI. Mr. Chairman, when Mr. Benedict brought Catherine to our office for assistance, when he called us and told us the story about Catherine and brought her into the office for assistance we evaluated the situation, not knowing what the full story was. We talked to Catherine. We talked to Mr. Benedict and we talked with some of the agencies also.

Catherine does have a hearing problem. Therefore, she qualified for vocational rehabilitation, but none of the agencies ever recommended this to her. Consequently she wasn't aware that this service was available to her. I'm sure that Mr. Benedict also was not aware of this.

We contacted Mr. Doff of the Goodwill Industries, a United Fund agency, and made an appointment for him to speak with Catherine. They evaluated her. They ran a series of tests on her, which she passed very nicely.

We have been very successful in getting employment for Catherine at the Merchants Credit Association, where she is working part time.

We made arrangements for her to receive evaluation at the Jackson Memorial Hospital, the audiology clinic, where she is scheduled to go into surgery. After her surgery she will then be employed full time at the job she is now holding. Thank you. [Applause.]

Representative PEPPER. Mr. Chairman, if I may, I think this has brought up a very interesting suggestion.

There is a gentleman here today who was introduced to me this morning by Max Friedson, who is a representative of the State of Florida.

Is he here now? He is in this program that the State has, and since the unemployment office is under the State, I think the State authorities should instruct all of these employment offices to make full inquiry of these applicants and discover just what Mrs. Stolfi found out, and in that way be able to guide them.

Wouldn't you think that would be desirable, Senator Gurney?

Senator GURNEY. Yes; I do.

Representative PEPPER. I'm glad you called attention to that. I think we ought to urge the State authorities who have primary jurisdiction over the employment offices to see to it that they canvass the whole possibility, all of the range of possibilities for applicants.

#### QUALITY OF ADVICE POSES PROBLEMS

Senator GURNEY. I was going to ask you, Miss Stolfi, have you run across other instances of this where the person that you try to help did not receive full advice or received poor advice or wrong advice from the agencies that are supposedly helping them?

Miss STOLFI. Yes, I have.

Senator GURNEY. How many instances have you run into? Could you give us an example of some of these other problems?

Miss STOLFI. I run into a situation similar to this on the average of maybe once a week, elderly men and elderly women, also, who cannot qualify for any service and are turned away because of their age.

Senator GURNEY. And what about some of the information that you talked about, as in this case here, a hearing problem that wasn't discovered by the employment agency and no information was given on the special facilities that are available? Have you run into cases like that other than this one?

Miss STOLFI. Yes, we have.

Senator GURNEY. In other words, you really have a problem here with the people who run the agencies who are not giving a full and complete disclosure of what they have available.

Miss STOLFI. That is correct, sir.

Senator GURNEY. The committee is certainly glad to know this.

I might go back to this bureaucracy business that Mr. Whitcomb called to our attention in the first part of the hearing. We know it is a problem. Everyone of us who are sitting at this table, as well as all of those of us in the Congress know the problem. As a matter of fact, a great deal of the time of Senators, Congressmen and their staffs is occupied in cutting redtape, when we have a situation that is called to our attention, so that we can get through to the proper person, the proper agency who can do the job. It is a problem that we are constantly hacking away at and we will continue to do it.

As a matter of fact, we have some legislation now before the Congress providing for a complete reorganization of the Government. This was proposed by the President to consolidate a lot of these agencies and eliminate some of the duplication to operate more efficiently and effectively. We know this is a problem and we will work on it. We always do. This is part of our job.

Senator RANDOLPH. Thank you, Senator Gurney.

I don't want to be misunderstood in questioning Richard about the failure of people to respond. I don't want that to indicate that I don't realize the problem he is addressing himself to. All that I wanted Mr. Whitcomb to understand is that it exists in private industry, just as it exists in government structures. It exists all over the country. A callousness, very frankly, has grown up in this country that is bad. We need to be responsive. We must realize that there are these human problems that are very real, and we must attempt to counsel with people in a way that we encourage them to believe that we are truly interested in their problems.

I know that Senator Gurney and Representative Pepper and others are interested in doing what they can and doing it at the earliest opportunity. As you know, Mr. Whitcomb, we have run into the problem with the various agencies that are attempting to control air and water pollution and disposal of solid wastes in our country, and the Congress brought into being the Environmental Protection Agency. Now they are all under one umbrella as they should have been several years ago. So, it is necessary that we bring these programs into more effective relationship between government and people.

Thank you, Mr. Whitcomb.

Mr. WHITCOMB. Thank you, sir.

#### MORE COMPASSION FOR ELDERLY

I would like to make one request before we conclude our presentation, and that would be to direct a request to our representatives from Florida who are at the table with you today, that they use the influence of their offices to ask the State of Florida to somehow effectively streamline the operation of these agencies. Perhaps this might come in the form of a directive from the executive branch that the people who operate these agencies be properly trained, be properly compassionate so that when these people come before them they will have help and will not be sent away as Miss Bowles was.

Senator RANDOLPH. I agree with what you say. [Applause.]

Senator GURNEY. Let me assure you, Mr. Whitcomb, these are part of the notes I have been taking and some of what my questions are directed to find out about this problem. We will look into it.

Representative PEPPER. I want to give you the same assurance.

Mr. STANIER. I would like to make an announcement about the lunch to be served here upon the conclusion of the hearing.

May I work now? I am doing my job now.

Senator RANDOLPH. Ladies and gentlemen, for 10 minutes, and we will stay within the 10 minutes, we will have a short recess. We will be back in 10 minutes. Thank you very much.

(A short recess was taken.)

Senator RANDOLPH. Mr. Calender. You will give your name and the firm with which you are associated. Your testimony will be very helpful.

I hope that our guests, and I'm sure they want to be cooperative, will be ready to hear you at this time.

Mr. Calender.

#### STATEMENT BY KENNETH E. CALENDER, MIAMI, FLA.

Mr. CALENDER. Honorable Senator Randolph, Mr. Chairman, Senator Gurney, distinguished members of this committee and also distinguished fellow witnesses and interested and concerned citizens, thanks to all for being here, and very special thanks for my own privilege of making a few remarks in front of this group as Kenneth E. Calender, a concerned, and I hope thinking, citizen. I'm speaking only as a citizen with no other affiliation.

I became interested in this problem as a result of work with handicapped people and employers who employ the handicapped people of this community and this State, and Goodwill Industries.

#### NATIONAL WEALTH DISSIPATING

About 25 years ago when I was younger I realized that age was a handicap. So, I spent the ensuing time trying to protect my own future and that is really the basic reason of my concern here, with the second additional thought that I am a dyed in the wool conservationist. I hope a conservationist in the broadest sense of the term, because I am not involved with saving disappearing specie or flora or fauna. I am interested in trying to assist in conserving our total national wealth, because I see it being dissipated and dissipated wastefully. Human resources and manpower are part of our total national wealth.

For those of us who are not up in Washington and do not see the complicities and complications of our Government sometimes things become ridiculously simple. To bring a few thoughts on the broad picture of our unemployment problem I would like to tell you that my definition of total national wealth consists of three simple multipliers.

First, the national resources that exist in this Nation or any other nation—it doesn't make any difference what nation it is. We don't have too much control over the creation of those natural resources, only their conservation.

The second multiplier in this total national wealth of any nation is the manpower or the human resources that we have to shape these national resources into useable products that you and I want to buy, whether it be food, a television set or an automobile, or any other thing that you use, the rewards of your efforts. To purchase these, is part of our national wealth.



To me the third part of our national wealth is thriving markets for those national products, those products which we fashion from the natural resources. If we have no markets for them we have no wealth, because they do not create wealth when they lay on shelves.

Principally I am concerned here with multiplier number two of the three that make up this total national wealth, because that is the factor that involves employment. When we have unemployment we are wasting that multiplier, particularly when we have unemployment of that wonderful group over 45 that have experience, have knowledge, have know-how, have been one of the foundation groups of our Nation for a number of years, for two or three decades, have been paying taxes and want to continue to be taxpayers instead of tax users, as Goodwill Industries says.

We have had a lot of talk here today about the fact that people over 45 are not employed and sometimes not considered employable. I would like to bring a few thoughts to the committee, that they might keep in the back of their minds when legislation is being considered and means of being helpful are being thought about in Washington, that are of a broad scope. It might apply to every one of us and assist every one of us, not only in Dade County, but wherever we are in the future.

First, I think one of the reasons that employers are reluctant to employ people over 45 is the fear of the expense involved at time of retirement as the total period of active production is related to the expense of this retirement. This has been demonstrated time and time again, and particularly in our fine climate here that you do not have to fear either productivity or reliability of the older employee. So, what do you fear? Why don't you employ them?

#### PORTABILITY OF RETIREMENT BENEFITS

One of the things is pensions, or retirement and the expense of it. When you reemploy someone on a long-term basis at age over 45 I think we need to have well conceived, well considered legislative programs where we have some kind of reinsurance toward retirement for the over 45 employees. Also, we might be able to protect this situation by some type of carry forward retirement benefits from one employer to another employer so that the employer taking on the employee, or the unemployed over 45, is not handicapped by this additional expense. Let's do something to put the employer of the over 45 on at least an equal basis with the man that is employing the 25-year-old as regards unemployment insurance and as regards retirement and the other social benefits that go along and have to be borne by the employer.

The second of the four points that I want to make is that since World War II in this Nation we have been very fortunate in being able to keep most people employed on a 5-day 40-hour week, and this has become more or less of a standard. Anything that wasn't a 5-day 40-hour week was considered irregular, part time, and in some respects even abnormal. All of a sudden now we are finding that a four day 40-hour week has many, many unexpected benefits. It is my firm belief that everybody in this Nation having to do with employment should be working toward eliminating the stigma of the word "part-time em-

ployment." If a person is willing to work 10 hours a week at regular hours, and report regularly and faithfully, this isn't part-time employment. This is full-time employment for that individual's life pattern at his stage of life, and should be so designated. It should not carry this stigma of part-time employment.

I am hoping that every agency somewhere along the line will be instructed to stop talking about part-time employment and talk about platoons of workers, shifts of workers, if I may say so. Why aren't two shifts of 20 hours each making up a 40-hour week better than one of one shift of 40 hours, because, believe you me, they won't be as tired. They have the enthusiasm. They have the energy, and statistically we know that these older employees are reliable. That is the second of the four points.

### MAKE-WORK PROGRAMS

Now, I want to make this as brief as possible, because I know everybody is hungry, including myself. The third thing I would like to say is that I am a great believer in make-work programs. I talked about the stigma of part-time employment. I just don't think there should be any stigma attached to the employed in make-work programs, and I am glad the President signed this recent make-work legislation.

There have been thousands and millions of jokes made about WPA, but nobody has surveyed how many of the items, products, projects, buildings, structures, and programs accomplished under WPA are still functioning today, still doing a good job, still making living more gracious for a lot of people. Let's not shy away or attach any stigma to make-work programs in Government.

Furthermore, I think one of the places where we can start almost immediately with employment is improving Government-owned properties. The U.S. Government, the Federal Government alone, not including States, counties, municipalities, owns 860 million acres of land in this Nation. That is more than four acres of land for every man, woman and child in this Nation. Yet we talk about being out of land. We have wonderful parks, but we say we don't have parks enough for people. The parks are not developed. They are not opened to the people.

The Everglades National Park here at our door has 1,400,000 acres, but the total acreage available to anybody that doesn't own a boat and wants to use that park is less than one percent of the total area. I think it was Donna that went through here and washed out the road at Forty Mile Bend that went into the north entrance of the Everglades National Park. That road was closed for 6 or 7 years because they didn't have any funds to open it up. I'll guarantee you that in that time we paid unemployment insurance in the amount a thousand times the cost of repairing the road to able-bodied people in this county, and we didn't have the road opened. I am looking for direct ways to do this.

What is wrong with the park superintendent calling up the unemployment agency and saying, "How many able bodied people have you got that have made application for work that might work down here in the park? I've got an approved master plan project. I want to bring 200 of them down here and put them to work tomorrow."

I know the word redtape is really a terrible thing and terrible thought. So, I would like to say that we must find some direct method to utilize these people. It is just as simple as that. The park superintendent has authority to call and say, "I need 200 able-bodied people who are now drawing unemployment. Send them down to me and I'll put them to work. I have a master plan." They don't have to ask Washington. They don't have to ask Atlanta. They don't have to ask Tallahassee. They are park superintendents. They are given a responsible job and the people are unemployed. We stop paying them unemployment insurance. This is just an illustration.

The second thing now, and as a conservationist I am very conscious of this. We have all kinds of ecological problems. One of these agencies, the new Environmental Agency should be able to spot men around in these trouble spots and use this great reserve of talent, knowledge and know-how and willingness to solve or work on some of our environmental problems. Somebody at a higher level has to find the solution, but we have to accomplish the solution.

My fourth and last point to make before you hungry people is that I hope that the people who set up the procedures by which we spend our tax moneys in Washington, Tallahassee, and other people, will think in terms of not only reemployment of people where they presently exist, but also will think of dispersal of that employment pool. If you reemploy them in the same area under the same conditions and same environment the thing will very likely recycle and they will become unemployed again. This is historically demonstrative. This happens all the time.

#### NATION NOT OVERPOPULATED—IT'S UNDERDISTRIBUTED

Now, this Nation is not overpopulated. This Nation is under distributed. We hear a lot of things about having too many people. We've got all the land that we will need for a long time. I can tell you that we must have 3 billion people in this Nation to have the same density per acre or per square mile that exists in the nation of Japan today; 3 billion, 15 times as many as we have today. We just have not distributed our people. So, I hope that as a long-range plan and a long-range thought that the redistribution of the unemployed into new communities will be a consideration. In new communities people can live more graciously. They will have less taxes. They will have a better long-time outlook, and less competition. Some steps have been taken this way, but asking the chairman to forgive me, they seem to get bogged down in redtape.

We had the Housing Act, title IV in 1968. The thing struggled along 3 years, and in 2 years they approved three projects. Last year they approved one. On December 31, 1970 the President signed the New Communities Development Corporation Act, which should go a longways toward this dispersal. Knowing that I was going to be on this panel I checked Monday and found that the New Communities Development Corporation Act, title VII, has been approved for 8 months. We still don't have a general director. We still don't have an operations manual. There are 45 applications pending before this group and there is no board of directors and they can't process an application. I don't know whether redtape is the applicable word, apathy or just callousness, or as the Senator so correctly said, no compassion for helping these people.

I do believe that we should think not only in terms of reemployment on a long-term basis where the people are, but reemployment under more desirable, more gracious living conditions.

You have been attentive. I thank you, because I know you are hungry.

Thank you, Senator. [Applause.]

Senator RANDOLPH. It was my desire to have Mr. Calender testify today. He has not attempted in anyway to use even the name of the firm that he is associated with in the Miami area. I know Mr. Calender personally. I know that the company employs some 700 or 800 persons, both in the country and abroad. I know of his work as an engineer, architect and planner. What he is saying today is very important to this subcommittee, and I hope to the Congress and to all people.

Mr. Calender, we have a mutual friend, Phillip Moore, who is with the Small Business Administration. He is here at the hearing today. He is not attempting to inject himself into the hearing in anyway, except I would like to have the facts spread upon the record that Mr. Moore has told me that there are approximately 3,000 small or larger business firms in the Miami area. Is this correct?

Mr. CALENDER. Yes, sir, and I think they are an absolute perfect example of the 40-hour full-time week or the 10-hour full-time week that I am thinking of. Consequently, our community and our area, which we have to be mostly concerned about, is a fine place to think about this type approach to this thing so that we can produce more products and we can produce them better.

If I may, Senator, I would like to say that our overseas market is in a hell of a shape, and I don't say that inadvisedly. I have traveled about 4 million miles in 100 nations. I am alarmed, truly alarmed at the reception of our products in other nations now. I can remember when there was not a light bulb to be seen in a window or store except a GE light bulb, or a Westinghouse light bulb, or any other commercial name that I can think of to use. Maybe Sylvania is another that I should mention. Now because our bulbs burn out so quickly, we are not having our products accepted. Believe you me, if we don't have that foreign market we had better have this domestic market, and to have a domestic market you must have employment and for employment you must have growth.

I hope we won't get too enthralled about this zero growth situation, because that is not any answer to our problem.

Senator RANDOLPH. Well, thank you very much, Mr. Calender. Your comments are not only imaginative and creative, but are also very helpful. [Applause.]

Senator RANDOLPH. We will have the panel now of Senior Aides.

Mr. McLoud, would you come forward with your associates?

I will just comment while the panelists are coming to the table that I know of one firm here in the Miami area that hires many handicapped workers—about 8 percent of its work force. They have difficulties in hearing. They are handicapped physically in many, many ways, and yet the 150 or 200 persons employed in that firm, a manufacturing firm, supply assistance to automotive companies through products that are manufactured in the Miami area. He is employing handicapped people; not just elderly people, but handicapped people of all types. This indicates, Senator Gurney, and I know that you have studied the program, as have I, that there is a place for the handicapped worker

and for the older worker, that they are productive in our society. We must not allow this to not be known by people. [Applause.]

Senator RANDOLPH. Are we ready here now?

Mr. McLOUD, if you will proceed with your associates.

**STATEMENT OF CLIFFORD W. McLOUD, EXECUTIVE DIRECTOR OF  
SENIOR CENTERS OF DADE COUNTY**

Mr. McLOUD. Thank you, Senator.

First I would like to belatedly extend a welcome from the senior centers of this committee. We are very happy that the committee chose our senior center to conduct your hearing.

I am Clifford W. McLOUD, executive director of Senior Centers of Dade County, Inc., formerly chief of the Bureau on Aging, Division of Family Services, Department of Health and Rehabilitative Services, State of Florida. My testimony is given as a professional in the field of aging with several years of planning and administrative experience.

In addition to my credentials as a professional, I also hold credentials that establish beyond any doubt my expertise in another field, one that is shared by everyone here, and that is the expertise of being a taxpayer. Therefore, my concern is twofold, one as a professional and strong advocate for the older American, and the other as a taxpayer interested in the most efficient use of the tax dollar and the maximum utilization of the talents, knowledge, experience, and most of all, dependability of this Nation's 20 million older Americans.

Senator RANDOLPH. I like you when you say dependability, because these people are dependable.

Mr. McLOUD. Yes, sir. As a matter of fact, I think some of our Senior Aides can run circles around some of the younger workers that we have.

In recent months there has been a great deal of dialog on the national level regarding one of the most meaningful domestic programs available to this Nation's senior citizens, the Senior Aides program, sponsored by the National Council of the Senior Citizens, through the U.S. Department of Labor. However, as is the case in so many socially oriented programs, there are gaps that seriously impair the potential effectiveness of such programs.

I have examined this program as to the related costs, effectiveness, goals, objectives, criteria for participant eligibility and administration. Upon completion of this review there is only one observation I can make that is critical in nature, this being the lack of sufficient Senior Aides slots.

Senior Centers of Dade County, Inc., has participated in this program, the Senior Aides program, for more than 3 years; since July 1968. We have documented a total of 7,093 qualified applicants, for the 60 positions that we have available.

**SOUP FROM CHICKEN BONES**

You know, several weeks ago, or last week I watched with a great deal of pride as the crew of the Apollo 15 returned from their mission to the moon. I commented to myself, "What a tremendous achieve-

ment we have accomplished during these last few decades." However, despite the magnitude of this achievement I became confused, and not so much confused perhaps, but distressed, as I had witnessed a few days earlier one of our senior citizens in one of our lunch programs wrapping up some chicken bones, and I asked her why. She said, "I can make some soup from these chicken bones that will last me for a couple of days if I am careful."

I said to myself, "Where is the problem? What criteria do we as a Nation use in establishing priorities?" I think as a young man, and I am not even in the middle age group like Dick Whitcomb is yet—

Senator RANDOLPH (interposing). Dick is going to resent that.

Mr. McLOUD. Dick is a good friend of mine.

I am very conscious of the necessity for scientific advancement, I am 100 percent in favor of our space program and what we are doing. I think it is terribly exciting, but, you know, I happened to think that the cost of the two front tires of the Moon Rover probably equals the total amount of money that is spent in the Nation for our Senior Aides project.

This is a little ridiculous.

I am also concerned. As I mentioned, I was the chief of the Bureau on Aging for the State of Florida for several years. Miami is where the action is, and I came here. I can recall several years ago presenting a legislative budget before the Legislature of the State of Florida on behalf of the Florida Commission on Aging, and I had one of our State senators say to me, "Thank you, Mr. McLOUD, for the presentation you have made. You have done a good job, but we simply don't need to develop any more programs for our older Americans or senior citizens in the State." He said, "They come into the State of Florida by the hundreds and they become a burden on the taxpayer."

I said, "I beg your pardon, sir," and if we were not in a formal hearing I think I would have had a few other things to say. I pointed out that perhaps less than 8 percent of the total number of people that we have in the State of Florida, 65 and older are receiving public assistance, but yet, on the other hand, that same group of people represents an input into the economy of this State of \$2½ billion a year through social security payments, through annuities, through retirements. So, this group of senior citizens that we have are a very, very productive part of this community.

#### ELDERLY DESERVE SOMETHING BETTER

Mr. McLOUD. I wish I could get hold of the fellow, or whomever it was in this society who said so many years ago, or made the prediction or established the philosophy that if a person is 65 years of age, he is no longer productive, it is time for him to be put out to pasture. I think the people that we have in this country that are 65 years of age and older are the people who have made our country and they are the people that deserve something better.

Senator RANDOLPH. Mr. McLOUD, just a few days ago I journeyed to Harper's Ferry, W. Va., and we were to celebrate the 100th anniversary of a very, very wonderful young woman who lives in that area. She was so alert and active and enthusiastic. She has just organized a group of 10 people who are helping with the raising of

necessary funds for a program that is very worthwhile in her home county of Jefferson.

You know, I was really thrilled when the rural mail carrier came in and presented her with a new fishing pole and a can of worms. And I said, "What's happening here," and Bertie—that's her first name—said, "Senator, he knows that I try to fish here in the Shenandoah or Potomac River everyday." Isn't this wonderful? Really, I mean this is just an indication of people who are able to adjust themselves in the upper brackets of life and still enjoy, and I hope that she and millions of others can be looked upon as contributors not only to America as a place in which to work, but an America as place where people can be happy. [Applause.]

Mr. McLoud. I have sort of rambled on away from my prepared text.

The staff and board of directors of Senior Centers of Dade County join me in their total support of the Senior Aides program. As indicated earlier in my testimony, senior centers has sponsored a Senior Aides project in Dade County for 3 years. During a recent meeting in Washington we were asked to estimate how many additional Aides we could effectively use. Gentlemen, we presently employ 60 older workers in this program. We could very easily place an additional 2,400 people within the next 30 to 60 days if we had the funds to do so. I am not exaggerating when I say that, because I can see in the community the needs that we have. I can see in the community the opportunities not to replace people who are currently working, but to supplement the type work that is being done.

I think the case that was brought up earlier about the woman that had the difficulty with the employment, I believe we had a couple of Senior Aides that could take care of some of the administrative responsibilities that the professional workers have where they could spend more time out talking with the people that need their help.

When you multiply the number of both public and private agencies that we have in Dade County, and you take the number of personnel that they have working there and you assign to every three or four of them one Senior Aide, watch the difference that will take place; not only in the efficiency of the work, but in the attitude change in the people themselves. I think it would be the greatest thing we could do.

Dade County, located here in extreme southeast Florida, is the largest metropolitan area in the State with a population of 1.4 million persons, 19 percent of whom are 60 years of age or over, or approximately 250,000 persons. Many Senior Aide programs throughout the Nation work cooperatively with host agencies in the placement of the older worker. Senior centers, because of its broad comprehensive program of services, which include adult education, nutrition, group work—Senator, we are feeding about 1,000 people a day through our low-cost meals programs right here in Miami. Through our nutrition program, through our group work activity, through a very wonderful health maintenance program that we have, and through our case work service we are able to integrate the functions of our Aides into the total program. Each Aide is considered a member of our total staff. They are not considered as someone that is below on staff assignment. They are just as much of the staff as our caseworkers or nurse or myself. They are a complete part of our program.

As we look at this we have tried to determine the group of people that we are serving. Recently we did a screening test to determine if we could not adjust the price of our low-cost meals. We screened about 700 people that were participating in our low-cost meals, and out of that 700 people we found that 85 percent of them had incomes of \$200 a month, or less. So, I think that we have got a unique situation here. We have older people with limited incomes working with older people with limited incomes. This is what we are all about, to give an opportunity to senior citizens in Dade County, to do a job that they want to do if they were given an opportunity to do it.

In conclusion I must go on record in support of the Senate bill 1307, which is the Middle Aged and Older Workers Employment Act, and Senate bill 555, the Older Americans Community Service Employment Act.

Thank you, sir. [Applause.]

It gives me a great deal of pleasure, Senator, to introduce members of our panel that are with us, the Senior Aides. I would like to introduce you to a good friend of mine, as well as one of our best Senior Aides, a man of many, many talents, Fernando Cervantes. [Applause.]

#### STATEMENT OF FERNANDO CERVANTES, MIAMI, FLA.

Mr. CERVANTES. Honorable guests, my name is Fernando Cervantes. I am 84 years old, married for 60 years. We came to the United States as political exiles from Cuba 10 years ago. I was a captain in the Cuban National Army for 27 years. Then I came to work in the United States with the D. & C. Steamship Co., and afterwards at the Gulfstream Hotel in Fort Lauderdale. Later I went back to Havana, Cuba as Social Manager of the Comodoro Hotel. I did not work again until March 1968 when I became a Senior Aide.

I work with the staff of the centers as an interpreter, translator, typist, and assist at different centers in the Amigo Coffee program. Everyday I receive many telephone calls from the Spanish speaking tenants who have received letters in English from the management which I translate for them. Others ask me to go with them to the different offices where they have appointments and want me to be their interpreter.

#### VERY HAPPY TO BE HELPFUL

I don't think I make a mistake if I say that nearly 50 percent of the members are Spanish speaking people. Furthermore, the 26 percent of the population of Greater Miami is Spanish speaking. There are some 10,000 elderly Spanish people who are exiles from Cuba. They had to leave their country with very little money, and often with just the clothes on their backs. These elderly people were expelled by Castro because he did not want to take care of them or feed them. Therefore, they came here and had to adjust to a new way of life and even a new language. We help them to become a part of the community again. We tell them of all of the activities at the center, such as English classes, medical services, flu shots, X-rays, work shop, arts and crafts, intercenter orchestra, parties, Amigo Coffee, and especially of the low-cost meals program.

I am very happy to be useful to every one that needs my help. My present job is lunch cashier, and I am very contented in this position. Besides, it keeps me off welfare.



To finish, allow me to say that we really need more bilingual Senior Aides.

Thank you, sir.

Senator RANDOLPH. Thank you very much. You are a very vigorous man and a joy to see in action. Thank you very much.

Mr. McLOUD. I am going to turn the microphone over now to Mrs. Mellissa Harris.

Senator RANDOLPH. Mellissa, you speak now so we can all hear.

#### STATEMENT BY MELLISSA HARRIS, MIAMI, FLA.

Mrs. HARRIS. I'll try.

My name is Mellissa Harris. I am 61 years young. I live at 10044 West Jessamine Street, Perrine.

For many years I worked in a packing house, but for the past 15 years I have did domestic work. In 1967 I had a tragedy. First, my house burned down to a coal, losing everything that I had. Along with my husband we purchased another home. We started along about August. Then he drops sick along about December in 1967. Along in 1968 he left me, and not having enough insurance to pay for this house and he leaving, taking away his check—I mean passing, dying, taking away his check, that made it hard on me. After his death, 2 weeks later, I went to work and worked 2 days and I fell with another attack. By some means I had to sit for 1 year. After sitting for 1 year relaxing my nerves and all, then it finds me without a job. I was nervous and sick and couldn't go back to them jobs no more.

#### JOB AS SENIOR AIDE

So, I went to senior centers. One of the best things that ever happened was senior centers. I went there and I told them my problems, and they looked on me and had compassion. I am sure they did, because I got a job as Senior Aide.

I worked there. By working there caused me to keep up the payments on my home and eat a little food, not even talking to buy clothes, but to eat a little food. I am working now as Senior Aide. I am very happy working as Senior Aide, because I make elderly people happy. Since I've been working as Senior Aide I've found elderly people sitting along, lonely. Some of them has even lost their appetites because of being lonely and no one to talk to. You can believe it if you want to, but after you get a certain age your children forget you.

And that's what happened to some of our elderly. They have been forgotten, but the Senior Aide comes along and picks them up and comforts them by taking them to the center, to and fro.

On my route I have about five that really have to be taken care of by a Senior Aide, two of them in wheelchairs, two of them blind. One lady doesn't have legs. I also have one that don't talk. We have to talk for her, or dream up whatever she would like to have. It makes her happy. She enjoys us, and we enjoy making them happy. We take them to and from for their medicine. We shop for their groceries or whatever we can do to make them comfortable and happy. We take them down to the center. We give them coffee and what not, and we makes them happy.

I am very proud of this job, and very grateful for it. I am not complaining, but I do wish it was more Senior Aides. They could make more people happy. I do wish you would give longer hours to more of us because it would make the poor people like me who don't have any other help a better living, and then I would be able to give better service. Four hours a day is short, but, of course, I do the best I can in them 4 hours.

I'll admit that I'm in the in between age where I'm a little too young to draw my own social security, and by some means they taken my husband's social security and they don't think I should have it and they just won't give it to me. This little small salary I am so grateful for, but I do wish by some means somebody who is in power will look into this thing and see to it that when a lady is eligible for her husband's social security that she might be able to get it, because that bill that he left was mine and his and not mine alone. I have a very small income. I pay mortgage, light bill, taxes, other bills. For a better living, more hours are good. That will help other Aides and people's salary.

I want to say to you thanks again for my presence on this program, and I am grateful for making elderly people happy.

Senator GURNEY. Mrs. Harris, let me say as far as the social security problem is concerned I can assure you that here is one office that will track it down for you.

As far as your testimony and your work with the Senior Aides you have given this subcommittee a real inspiration. If anybody can cheer up elderly people I am sure it is you. You've got the right attitude.

Mr. McLoud. Our next witness is Mrs. Genesta Sweeting, who is senior citizen coordinator for the Dade County Community Action program.

Mrs. Sweeting.

#### STATEMENT BY GENESTA SWEETING, MIAMI, FLA.

Mrs. SWEETING. Thank you.

I, too, am here plugging away for our Senior Aides program. I am Genesta Sweeting. I live at 15771 NW 18th Court. That's in Opa Locka, what some of you may call the boondocks. I am coordinator of Senior Citizen program for the Dade County Community Action in the Opa Locka area.

The Senior Aides we now have are serving in many positions. They are serving as a liaison between the center and the community, visting the sick and the shut-ins, helping with transportation to and from the center, when we have the visiting nurse, the case worker and meetings of interest in our building. This is when we really need transportation. They help with the classes in the center and almost everything they need to have done.

We are now serving about 118 to 120 elderly persons in our area. We can use three to four more Aides in our center, if it is possible.

The senior citizen program and the Senior Aides program has certainly moved the older American out of the rocking chair and into activeness. They are now active American citizens. I do hope something can be done to make this program larger.

As the speaker before me said, we need so many more. I am sure that if it is possible to get more please see that Opa Locka, along with our other nine centers, get a little more help.

Senator Randolph's Older American Community Service Act, 555, can be very helpful to this program. The bill will provide more opportunities for the community and for the low income persons 55 and older, and will promote a basis for converting a demonstration program into a permanent on-going program. This program has made a great change in our elderly people who are now a part of the program. We hope to be able to serve more very soon.

It is not a direct part of my work, but I heard the gentleman this morning speak about the day-care program. I am not working directly, but indirectly with the day-care program. Please remember them, too, because half of our children live in the deprived area, and we as Senior Aides are all working. So, remember them, too, and do whatever you can for the Senior Aides. We need them, and it is a pleasure for them to make others happy. That is my most desire in life, making others happy. [Applause.]

Senator GURNEY. Thank you very much, Mrs. Sweeting, for your contribution here and a discussion of the Senior Aides program.

As you know, the program is about 3 years old nationwide, a little older here in Dade County. I think the program started in June 1968. One of the things that the subcommittee is always intensely interested in knowing is how these programs the Federal Government start actually work. So, you have made a major contribution here in telling us how it works here in Dade County. The fact that you are performing a most useful service for the senior citizens here, and also the fact that it does need extending and expanding in order for you to really do your work. Thank you for your testimony.

Mr. McLoud. We have one additional person here, Senator, who is to testify, Mr. Max Serchuk, who is the president of the Dade County Council for senior citizens.

#### STATEMENT OF MAX SERCHUK, MIAMI, FLA.

Mr. SERCHUK. Mr. Chairman, members of the panel, Senator Gurney, and I see a sign that says Congressman Claude Pepper. To us he is still a Senator.

My testimony will be on the basis of thousands of people who come into our senior center's office to relate their problems, and here is what we get.

At age 45 a worker begins to get worried. Shall he provide for his family or shall he provide for his future; that is, old age. If he decides on helping his children finish college or the last leg of their education his future security suffers. If he decides on his future as a priority his children's education and our country suffers.

That is why the man older than 45 years of age begins to worry and suffer as he approaches his years toward that day called retirement.

What is retirement day and when do we retire? It is about time we eliminated the word retirement as it applies to the worker. The accepted age of retirement is a false concept. For instance, the coal miner should be ready to retire at 40 years of age, the steel or heavy industry worker should retire at around 50, while the clerical worker may be able to work beyond 65 years of age. Let us eliminate the term retirement and say that at these ages these people should be allowed to make their contributions to society through some other form of

productiveness. The worker who is willing and able to work should not be penalized because of age.

### 800 MILLION YEARS OF EXPERIENCE

Twenty million Social Security recipients, with an average of 40 years work, have among them in our country 800 million years of experience. Can anybody tell me that in these 800 million years we can't find among them those who could make further contributions? No. They are told, "you are too old now. Retire!"

The young worker who is unemployed enters the ranks of retirees collecting a lesser Social Security check than his more fortunate brother who has worked more often and more years. This unfortunate worker joins the ranks of the retired with an income far below that called for by our rising standard of living. With the avenues of employment closed to people his age, he faces the reality of living on a 75-percent cut in income and a widening gap between his income and the income of those that work.

One can show how the need for greater income, lost through lack of employment, effects our whole community. Now the retiree has to sacrifice many necessities of life, including food or drugs or decent living accommodations, all of which effect the community, and on a national scale, our society.

The data has not been brought up to date to show how this lack of employment or the feeling of being needed, is effecting the health of our older people.

We know that there are people living in hovels and starving through lack of funds. We also know that many of these people are among the aged. Not dealing with this problem will not make it disappear. We must face this problem and face the realities of solutions.

Unfortunately, the attitude in recent years has been one that only considers our people as long as they are a productive force. The whole approach that considers it better to invest in the young than the old is a manifestation toward ignoring the older citizen. This is a social irresponsibility towards those who created our country for the young to grow up in.

I would suggest that a real approach would be to recognize the human values connected to a whole lifetime of our citizens, and not break it into productive or nonproductive forces, with the emphasis on caring for the productive forces only.

Gentlemen, this is the conclusion that we have arrived at in our office. I might also include here that I am also a member of the executive board of the organization that you referred to earlier as the National Council of Senior Citizens, and a vice-president of the State Florida Council of Senior Citizens. I think the emphasis here should be that a person lives a whole lifetime and that each person has a right to expect to be treated for his whole lifetime and not for only a certain period, and that, the productive period.

Thank you, gentlemen.

Senator GURNEY. Thank you, Mr. Serchuk. We all know of your long responsibility, leadership and concern in this area. We are certainly grateful, all of us in Florida, for the leadership you have taken.

I know Senator Pepper has known you much longer than I have

and has worked with you. I am going to turn the mike over to him.

Representative PEPPER. Thank you very much, Senator Gurney.

All of us recognize Mr. Serchuk as one of those who has been one of the gallant and hard working leaders of the senior citizens of our area. As president of the Dade County Council of Senior Citizens we have a quality of leadership among our senior citizens here that we can be very proud of, and we are very proud of. We know the great work they are doing. We have organizations all over the county. They are active. We are working through these various senior centers, as well as many other organizations, and they have done a good deal to make things better for the senior citizens. With the help of people like you, Senator Randolph, and others, things are going to be still better. I want to congratulate you.

Senator GURNEY. Do you have any other witnesses, Mr. McLoud?

Mr. McLoud. No, I do not, sir.

I know there are several very distinguished people here in the audience, but we have a new person with us today who has just assumed the role as chief of the Bureau on Aging for the State of Florida. Would it be in order to introduce him, sir?

Senator GURNEY. Certainly. Of course it would.

Mr. McLoud. Oliver Jernigan sitting back there. Would you stand? He is new chief of the Bureau on Aging for the State of Florida.

Senator GURNEY. Welcome aboard, Mr. Jernigan. We are very glad that you are here.

Thank you, Mr. McLoud, for your fine panel and the contribution you have made.

Mr. McLoud. Thank you, sir.

Senator GURNEY. Our next witnesses are Dr. Manolo Reyes and Dr. Manuel Marinas.

Now, if we may have the attention of the audience again. Our hearing is about to come to an end and we will get to that lunch very quickly.

We now have Dr. Manolo Reyes, whom I have known for a long time, one of the leaders of the Latin community.

[Applause.]

Senator GURNEY. The Doctor here certainly is as knowledgeable about affairs that go on in the Latin community as anyone I know. We are certainly glad to have you and Dr. Marinas here with us this morning.

#### STATEMENT BY DR. MANOLO REYES, LATIN AMERICAN NEWS EDITOR, WTVJ

Dr. REYES. Sentor Gurney, Senator Randolph, Senator Pepper, distinguished members of the U.S. Committee on Aging, ladies and gentlemen, first of all I would like to apologize myself about my English. I know that my English is limited, but sometimes when I watch myself on television I realize that my Spanish is worse.

[Laughter.]

Dr. REYES. Even though I work on a television station I come here today representing no one, but I come here as myself.

I would like to express my gratitude for the honor that is given to me by the U.S. Senate Committee on Aging presided over by the Honorable Jennings Randolph for asking me to come to testify before you.

I am not a citizen of the United States. I am a Cuban, but I will heartedly agree with the chairman of this committee that your main responsibility is to get jobs for the American people.

Precisely in my opening statement and for the record I would like to render a tribute of respect and gratefulness to the Government and the people of the United States for having welcomed us, the Cuban exiles, at a time we needed it most. But with this tribute I wish to make it special to the people and the government of Dade County and Miami, who with their spirit of understanding and help, have received us like brothers. By this they have excellently carried out the foreign policy of the United States.

Based upon the traditional friendship that has always existed between our countries I come here today to help you in your mission that brings you to Miami. Now you want to know about the situation of the Cuban exiles and also the Spanish speaking population above 40 years of age in this area. We don't want to aggravate the unemployment situation, but you call us to tell you the facts as an observer, and here are the facts on a personal analysis.

For 25 years the city of Miami has been advertising itself throughout Latin America as the gateway of the Americas. Twenty-five years ago this was only a slogan. Today it is a reality.

I must point out that the Latin population of Dade County numbers some 430,000 citizens, of whom nearly 320,000 are Cubans. The Puerto Rican population is some 40,000 citizens. The Columbians have a great number of their citizens in these areas, nearly 25,000, and there are different citizens of other nationalities of the Caribbean and Central and South America. For example, there are nearly a thousand Chileans residing in Miami, and this figure has been growing lately.

#### MIAMI—A BILINGUAL CITY

Arriving weekly at Miami's International Airport there are 485 flights from Latin America full of passengers. Some passengers continue their trip to other points of the United States. Others come as tourists, but there are others who stay here to reside in Dade County, to be permanent residents of this county. There is no doubt of the Latin flavor of the area. Miami has been officially declared a bilingual city.

For the first time in the United States there was established in Miami 6 years ago the first bilingual public school, Coral Way Elementary. Now there are several bilingual schools.

One essential problem that faces the adult Cuban exiles here as much as other Spanish speaking adults is the language barrier. We have to point out that English is one most difficult languages. It has 44 different sounds, without that many letters for the sounds. In California almost half of the educational time for the elementary school children is used to teach them how to read and write English. Imagine you, my dear friends, how difficult it is for an adult over 40 years to start studying English without it being his native language.

You could divide the Latins in the United States according to their English knowledge in three categories:

The ones who speak good English, the ones who speak broken English, and the ones who don't speak English. We believe that many Spanish speaking people over 40 years of age are in the second and

third categories above mentioned. English is basic for them in order to get a job, but essentially being over 40 years of age, as it is for the American people, it is also a decisive cause of unemployment for many Cubans and Spanish people.

Of course, they can find jobs in factories, or picking up tomatoes or carrying heavy equipment, but it is sad to know that a Spanish speaking person over 40 years of age with many great faculties, great knowledge and valuable experience has to go to a factory because he does not speak English, or he is not employed in a job suitable to his vocation or his preparation because he is over 40 years of age. That is why some Spanish speaking people have lowered their age to be able to get a job.

I think that Spanish residents in South Florida who are over 40 years of age should have more orientation and retraining centers in Spanish. Today some exist, but apparently they are not sufficient. There is technical vocation that could be taught in special courses in Spanish, such as auto mechanics, refrigeration mechanics, air condition, radio and television mechanics, electricians, plumbers, general technicians, et cetera.

There is already a Latin city within Dade County. It would be very interesting to have bilingual Federal aids for the different U.S. programs that are now related to Latins, or that could be brought into this area.

These are some of the suggestions and problems that we can deal with in the situation with those Spanish speaking citizens over 40 years of age in Dade County.

Again I thank you for this opportunity, and insist that new Federal programs in this area would be of a great help to the Americans and to those who speak only Spanish and have reached over 40 years of age.

Thank you very much.

Representative PEPPER. Dr. Reyes, is it your testimony that the people of Cuban or Spanish background who are in the age group above 45 present a special problem and they need special assistance in finding employment?

Dr. REYES. Some of them, yes, sir. This is a reality that we are facing in this area. Some of them have been employed in different American companies, Cuban companies, Latin companies, but there is not enough.

Representative PEPPER. Do you have a breakdown by age of the Cubans coming to the area of Miami, to the United States on the freedom flights?

Dr. REYES. The airlift, by the way, has been cut this week. We don't know yet the true reality.

As of June 30th there has come to this area 239,698 Cubans on the airlift. Seventy-five percent of them have been relocated outside of Dade County, and the breakdown in ages are these:

Zero to five years of age, 24 percent; 6 to 18 years of age, 24.2 percent; 19 to 29, 8.6; 30 to 39, 19.5; 40 to 49, 16.7; 50 to 60, 10.4; 61 to 65, 4 percent; 65 and older, 7.2 percent.

Which means that above 40 years of age on the Freedom Flights it is approximately 38 percent.

Representative PEPPER. Now, I would like to have you repeat the figure that you gave.

What percentage of the Cubans who come in by the airlife are relocated outside of Dade County, or outside of Florida?

Dr. REYES. According to the information I have, Senator Pepper, 75 percent of the Cubans arriving in Miami on the Freedom Flights are immediately relocated throughout the United States.

Representative PEPPER. I hear people say here that although they are located outside the State of Florida they come back here.

What percentage of those who are distributed outside of Florida come back here?

Dr. REYES. That is absolutely true, Senator. Many Cubans that have been relocated come back.

Representative PEPPER. Do you have any figures to give us as to the number?

Dr. REYES. Senator, I think that maybe Immigration, since they run the yearly alien card that has to be in in January, may they can give you the figure. We don't know exactly how many of them come back.

Representative PEPPER. Thank you very much, Dr. Reyes. Senator Gurney has said we all esteem you very highly for what you contribute to our country in advising us, warning us about the way the Russians are penetrating into Cuba.

Dr. REYES. I think that's right, sir.

Representative PEPPER. You know, the committee with which I am connected is going to hear your testimony sometime in the near future. Our country is grateful to you for the information that you are giving our Government as to the way the Russians are establishing bases down there and putting fleets into the Caribbean, and we think endangering our security.

Dr. REYES. Which is a real and actual threat, Senator.

Representative PEPPER. Thank you, sir.

Our next witness is Dr. Manuel Marinas. We will be glad to have you proceed, Dr. Marinas. If you like you may make your remarks in Spanish.

#### STATEMENT BY DR. MANUEL MARINAS, MIAMI, FLA.

Dr. MARINAS. (Translated by Dr. Monolo Reyes.) Congressman Pepper, Senators, and member of the committee for the Senate of the United States studying the problem of the aging people, I want to thank you for the high honor that you have bestowed upon me being here today to testify in front of all of you.

My name is Manuel Marinas, Cuban citizen of the black race.

We are here in the United States with a deep gratitude to the people of the United States and to the Government that has been so generous with all of us, but nevertheless I am very glad to say that we are not here willingly. We are immigrants. We are a fugitive [sic] of the Communist injustice.

We were in prison in Cuba for a whole year. We had to seek political asylum in the Argentine Embassy in Havana as a consequence of the Communist persecution by the Castro regime in Cuba.

We arrived in this country not with the idea of taking the job places of the Americans, but continued preparedness to get the freedom of our beloved country. We have that idea, because, you know, at the time of our fight in Cuba we participate in the struggle side by side



with North American people against the Castro regime. One of the examples was the Bay of Pigs in which the Government of the United States helped and inspired the Cubans to fight against the Communists.

#### DESIRES TO RETURN TO A FREE CUBA

Unfortunately our stay in this country has been prolonged very much. We beg to the American people and the Government to pardon us, excuse us. It is not our desire. Our desire is to go back to a free Cuba.

On many occasions in the past we were in the United States. On those occasions we were tourists. That is what we would like to do again, to be tourists in the United States, and not political refugees. We hope that God will help us to be tourists again in the United States.

The problem of now, today, that this committee is studying is the problem of the middle aged and senior citizens. It is a great idea for the Senate of the United States to study this problem. At this moment there are two criteria. The criteria of the people of the United States and the problem of the businessman, the technical people, the professionals of the United States. They only believe it important to hire the men that are young.

North American people do not make a selection by age. To prove this, when they select men for the most important duties of the nation, that of governing the people, they don't select them by age. They select them by experience and by their knowledge. That is why we are side by side with the criteria of the people of the United States, and we believe that the Senate of the United States is acting very good.

The Cubans, and that is the problem that I know the best, the middle aged and senior citizens, they are facing two important problems. The language barrier and the age. There are young Cubans who do not speak English, and there are senior Cubans that speak English but they are seniors. Both are helpful to the society and they want to contribute in some form to the greatness of the United States. They want to be useful, as useful as they can be, but they have the problem, the problem of the language barrier and the age to contribute to the development of this Nation.

I can give you an example. About 3 months ago I went to the Florida Employment Service and I took the test to be a social worker at the Cuban Refugee Center. I had 82 points in the examination. The authorities of the Cuban Refugee Center called on me. I had two interviews, 45 minutes on each one. After that I was notified that I could not be employed due to the conversation that I had with the interviewers. The United States Cuban Refugee program prefer young people and prefer the people that speak English fluently. Nevertheless, I should point out that the position that I was trying to get, it was a job that would not have relations with the American people. It was to get acquainted and have relations with the Cuban people in exile. I thought I was qualified for that position because I was a lawyer in Cuba. I was a newsman and a person that has a little knowledge of the human being. I thought being a Cuban I could deal with the Cuban refugees and help them to solve their problems. I think that a person 50 years or older and being a lawyer and knowing

a little bit of life is a person capable to deal with the Cuban refugees and their problems.

#### NEED DAY CARE CENTERS

Another problem that the Cubans are facing is, the Cuban women, they have to go out to work and they don't have a person with whom to leave the children. They are needing of day care centers.

That is this information. Thank you.

Representative PEPPER. Dr. Marinas, we are very grateful to you for the excellent statement which you prepared and have presented.

I will ask you this question: Do you know how many of the Cuban exiles who are in Dade County are unemployed?

Dr. REYES. He doesn't know exactly. He said that he doesn't know the number because his job is to work in a radio corporation assembling radios, so that he is not in contact with the official papers or the numbers. He is sorry he cannot answer your question, Senator.

Representative PEPPER. And you don't know the number in the age group above 45 years of age that are unemployed, do you?

Dr. REYES. He doesn't know, Senator, but he figures out, he believes that it is a high percentage, because he knows with his relatives and friends that Cubans being 44 or 45 years of age it is very difficult for them to get a job.

Representative PEPPER. Dr. Reyes, do you know the number of Cubans who are on relief in the Dade County area?

Dr. REYES. Senator Pepper, I can go back on my memory, and please excuse me if I don't give the correct figure. I was a witness of the Cuban exodus since it started. This month it will be 11 years that I am here, and I remember that when President Kennedy sent in 1961 \$72 million to Dade County in the form of relief to aid the Cuban refugees. In that time there were approximately 70,000 Cubans receiving \$100 per month on the welfare. Now, today—in that time we have approximately 320,000 Cubans only in Dade County, and the number has dropped to 16,000 on the Federal program.

There is also something that I have to notice, and I have been told that many Cubans that have received the welfare, the help of the Federal program, once they have had a job they have returned the money to the U.S. Government, the money they have received.

[Applause.]

Mr. MILLER. Senator, I would like to make a comment, and not just on your testimony, but on this entire hearing here today.

As a member of the staff of this committee I have had the privilege, I think, of attending all of the hearings on this subject, and they have been going back for a number of years. I would like to compliment Dave Affeldt and the members of the staff who worked particularly on this hearing, and all of the people that participated in it, including you gentlemen from Cuba, because I think in toto that this particular hearing on employment problems of the middle aged and older workers is unquestionably by all odds the finest that I have had the privilege of hearing, and I think I have attended all of the hearings of this committee on this subject since I have been here. Unquestionably the involvement of so many Cubans and the Dade County situation makes your contribution, gentlemen, extremely important.

Dr. REYES. Thank you, sir.

Representative PEPPER. The counsel for the Committee will now ask some questions.

Mr. AFFELDT. Dr. Reyes, I am sure you are aware that Senator Randolph has sponsored legislation calling for the establishment of a National Senior Service Corps. This is patterned after several outstanding demonstration programs that exist throughout the United States. A good example is the Senior Aides program in Miami.

My question to you is this: Do you think that many elderly Cubans might want to participate in community service employment programs, such as the Senior Aides program in Miami?

#### WOULD PARTICIPATE AS SENIOR AIDES

Dr. REYES. I am absolutely convinced that they would like to participate. In fact, I have to point out that in these senior centers, and the senior centers are truly an example of friendship and brotherhood in which Americans and Spanish speaking people join together. I can say it, because I have been visiting most of the time the Metropolitan Senior Center, and all of the centers in Dade County, that 15 to 20 percent of the population in each of these Centers are Latins. We can say they are Cubans, and let me say that in the morning the Cubans wake up and with their broken English they say, "Good morning," and maybe the Americans with their broken Spanish say, "Buenas dias. They are getting along fine. This is a wonderful example and I want to praise all of them.

I am sure that the Cubans would love to work in a program of this kind.

Mr. AFFELDT. You have pointed out quite aptly that language can be a very serious impediment with regard to obtaining employment. How do you think that this handicap can be overcome, and what should be instituted to meet this problem for elderly Cubans?

Dr. REYES. It is not so easy for an American to learn Spanish, and, of course, you are in your country. We are here and we have to learn English, but please bear with us, because the responsibility of learning English after you are 40, 45, or 50 years of age is absolutely difficult. I think that most of these programs should be conducted in Spanish trying to help these people in Spanish, because we have to face the fact that Miami is a different city, not only of the United States, but of the Western Hemisphere. I was saying at the beginning of the presentation that I feel it very heartedly, because Miami is the only city in the Western Hemisphere in which more than 20 different nationalities are blended with the American people, and now it is becoming a new reality, a new city in the Western Hemisphere. I think that Miami is something very special and we have to face it in that situation. That is why it has been declared a bilingual city.

Mr. AFFELDT. Let me compliment you. That is very well stated.

Now we will hear from Senator Gurney.

Senator GURNEY. Dr. Reyes and Dr. Marinas, we want to thank you very much for your testimony. I noticed when you started, Dr. Reyes, you said that you were not a citizen of the United States. I have known you for a long time. I will say this: I don't think there is a better American than you are around here, and what you believe in in this country and how you work for it. We have had personal contact and I know that for a fact.

One other thing I might say is that all of us, at least our ancestors, came to America as refugees a long time ago. My own came here as economic refugees from a couple of countries of Europe, and I think that is probably the case of a great many of us. We were not only economic refugees, but were refugees of all sorts of things we wanted to leave coming to America to seek a better life.

The last immigration, of course, is the Cuban immigration which you have talked about, and which we know here in Miami so well. I can say of my own personal knowledge that I think your people have made as great a contribution as any other nationality or any group that has ever come to this country, and we are grateful for what you have done for Dade County, Miami and America. We were certainly delighted with your testimony here. Thank you for coming and thank you for making your contribution.

Dr. REYES. Senator Gurney, can I say something?

As a Cuban from the bottom of my heart I can only say: This can only happen in America.

[Applause.]

Senator GURNEY. And with that the meeting is adjourned—

Representative PEPPER (interposing). Senator Gurney, I am sure you would like to hear today—I mean to have recognized here a very lovely and distinguished and able lady, a member of our Dade County Commission, Mrs. Joyce Goldberg.

Would you please stand?

[Applause.]

Senator GURNEY. Perhaps we can take one witness from the floor.

#### STATEMENT OF MR. WILLIAM E. SMITH, MIAMI, FLA.

Mr. SMITH. My name is William E. Smith. I am a resident here and a member of this organization.

I've had a plan in mind for many, many years. I am greatly concerned about the unemployment situation in this country, although I am not effected one way or the other. Thank heaven, but I am concerned for my fellow man. I feel a concern very deeply. I've had a plan in mind for many, many years. Mr. McLoud—I thought he was sitting there. He would bear me out. I have discussed it with Mr. McLoud and he thought it was practical and made sense.

I can't for the life of me understand why someone in Washington hasn't thought of it a long, long time ago.

But it is so practical and elementary. As a matter of fact, I don't think there is any reason for there to be any unemployment in this country at all. All it takes right now as far as I can determine, and I do not have at my disposal those figures. So, I cannot speak with real authority. However, I would like to set forth as speedily as I can and as briefly as I can what I have in mind, and I am sure, as one of the gentlemen who left—you and Mr. McLoud introduced me to him in the lobby. I explained it to him and he is the one that asked me to come up here and discuss it with you gentlemen and let you know what I have in mind.

Senator GURNEY. Go on.

Mr. SMITH. He said it is a sensational idea, and is practical, and I think our legislators should know about it. So, here I go.

No. 1, we have a law on the books that tells us we can retire at age 62. Fine. We say that out of one side of our mouth, and out of the other side we say, but if you do we'll bludgeon you to death. By that I mean the reduction in benefits. It is almost impossible for anyone, except someone in an extreme emergency to get by on that.

Now, let me digress for a moment to point out that we recently a 10-percent increase in Social Security. President Johnson gave us a 15-percent increase in Social Security. I have heard rumblings recently of an additional 5-percent increase in Social Security, which in my book adds up to 30 percent, continually throwing a bone to us, so to speak. Now, I am not ungrateful and I do not minimize the importance of these increases, but long before we get them prices have gone up so far that the increase doesn't even begin to catch up with prices. Why continue throwing us a bone? Wouldn't it make a great deal more sense, Senator, to give us, say a 35- or 40-percent increase, and then forget about increases for 10 years, or as long as possible, and only take up the matter of increases again in case of an extreme emergency, a national emergency of some kind? Forty percent is significant. It is helpful. It is meaningful, and people can do something with it, and do away with this silly ridiculous law that you can retire at 62, but don't you dare do it because if you do we will see to it that you won't be able to make a living and get by. I'll guarantee you, Senator Gurney and Senator Pepper, that if this were done there would be enough people leaving the labor market to take up the slack in unemployment almost completely.

If I should prove to be wrong, if only three or four million people go from the labor roles on Social Security at age 62, for example, it would be better to have 3-percent unemployment than 6 or 7. I have an idea there would be a lot more than two or three million people. If you considered it insufficient we would go a step forward. It is flexible. So, we lower the age limit another year, being careful not to lower it so much and run out of labor.

This is the basic idea. What's wrong with it? As I say, I don't have facts and figures at my disposal so I cannot speak with authority. If I am wrong I would like to be corrected.

Senator GURNEY. We appreciate your idea.

Mr. SMITH. Thank you for listening.

Senator GURNEY. I am delighted to hear you.

The subcommittee is adjourned.

(Whereupon, at 2:06 p.m., the hearing was adjourned.)

# APPENDIXES

## Appendix 1

PREPARED STATEMENT OF R. O. BECKMAN, FORMER MEMBER,  
FLORIDA COMMISSION; DIRECTOR, SENIOR SERVICE FOUNDATION

Your committee is to be complimented on its able working paper on employment of the elderly. With few reservations, it is a guide that should be studied by every member of Congress as a basis for prompt and constructive action.

My comment is perhaps an indictment of the Dade community in which I have spent 18 years of extensive but rather futile effort to enhance the status of retired citizens. In public apathy and indifference, the country is among the nation's leaders in its continued lack of interest and recognition and of support of projects in behalf of its 130,000 citizens over age 65. A large part of its population is afflicted with gerontophobia, a mild neurosis evidenced by dread of growing older and avoidance of older persons.

Florida boasts of being the No. 1 retirement State but lags behind at least half a dozen others in furthering retirement programs.

### THE DADE COUNTY RECORD

The 1957 older worker study for the U.S. Labor Department which I headed in the Miami area proved that job placements of the over 65 by the public employment service could be quadrupled when special service was provided. The finding of the surveys in seven cities was not followed up by the Labor Department.

In 1959-60 a committee of the Welfare Planning Council did excellent fact-gathering for the 1961 White House Conference on Aging. With the demise of the council and its committee, little has been done aside from most worthy achievement in public housing under Director Haley Sofge and the organization of senior centers.

In 1961, the Senior Service Foundation solicited wealthy firms and individuals for a minimum of \$20,000 to establish an employment and counseling center; contributions totaled only \$800.

The Florida Commission on Aging in 1967 appointed a Dade Council on Aging and granted funds for an information referral and employment center. A few of its members were informed about needs of the aging and active. But when the board was asked to raise local funds and the County failed to supply needed office space and supplies as promised, the members lost interest and the council wound up its operation.

Soon thereafter, the County Commission eliminated its \$250,000 appropriation, half of the senior centers budget; that agency has been embarrassed ever since.

More recently, the Congress of Senior Citizens has become Florida's elderly most active advocate. A small office, with support from volunteers of affiliated clubs, has provided social services and counsel to older individuals and urges legislation in Tallahassee. It demonstrates the value of the new Federal Retired Senior Volunteer program now placed under the ACTION agency.

Dade's record of indifferent neglect reflects the absorption of the community with tourism to boost the economy, with questionable population expansion and new industries—to the exclusion of the welfare and happiness of the older population. Millions are spent, for example, by the Miami Beach Tourist Development Authority compared to pennies for elderly residents.

### POPULAR ATTITUDE CHANGE ESSENTIAL

In the "Gold Coast" area and in much of Florida and other States, social justice for, and recognition of, the elderly is nonexistent. Age is discriminated

against not only in employment but in other social and economic roles. Efforts to enhance retirement are vitiated by the accent on youth, failure to admit that old age is a normal part of the life span, and widespread rejection of older persons. Popular bias places our elders in the dog house. Retirees are jostled through a door marked "This Way Out" into a sorry stage of life spuriously termed "the Golden Years." For those in pain and poverty, time does not progress: every day is like its brother. Spring is past and the harvest years unrewarded.

#### COORDINATED CONTROL NEEDED

Hope for part-time earnings by able-bodied oldsters and for their improved status should not be stalled by further wishful thinking. The issue is a challenge for action, not an unescapable impasse. Employment and other opportunities will result from adequate Federal control of senior programs and grants now confusingly scattered among the Administration on Aging, the Labor Department, The OEO, Action, and elsewhere. Overlapping and duplication is apparent. An Executive Office of Aging may be the answer to avoid the criticism resulting from the administration of the poverty program. Such an office would not directly control social security and health programs.

Some Federal grants on aging have been loosely allotted and irresponsibly administered. More importantly, specific benefits for the older population have not been thoroughly evaluated. Cost-benefit ratios have been largely ignored. My inquiry into the achievement of national and local programs discloses that appraisals of tangible results are negligible. Some evaluations were made for the Senior Opportunities and Services program of the OEO and of the senior Mainstream projects of the Labor Department but reported subjective opinions of supervisors and beneficiaries rather than specific figures about time and money in relation to demonstrated achievement. A number of AoA grants would be questioned if properly evaluated. Agencies and organizations receiving grants are inclined to publish glowing reports of activity in generalities that stress aging needs and serve as propaganda for additional funds. It should be noted that your working paper on employment also comments on the lack of proper criteria and reporting procedures for the Senior Aides programs.

## Appendix 2

### ITEM. 1.—SOME KEY FACTS ON UNEMPLOYMENT AMONG MIDDLE AGED AND OLDER WORKERS (AGED 45 AND OLDER)\*

*Unemployment (Seasonally Adjusted).*—1,020,000 in July 1971—up 71 percent from the January 1969 level of 596,000.

*Long-Term Joblessness (15 weeks or longer).*—353,000 in July 1971, up about 207 percent from the January 1969 figure of 115,000. Approximately one out of every three unemployed persons 45 and older—in contrast to one in four for younger individuals—has been looking for work for 15 weeks or longer.

*Unemployment 27 Weeks or Longer.*—223,000 in July 1971, up 365 percent from the January 1969 level of 48,000.

*Average Duration of Unemployment.*—Unemployed persons 45 and older—17 weeks. All other unemployed persons—10.3 weeks.

*Representation in Work and Training Programs.*—In fiscal year 1970, persons 45 and older accounted for 4 percent of all enrollees in manpower and training programs. Yet, according to the most recent data, persons 45 and older constitute about 22 percent of the total unemployment (seasonally adjusted) in the United States; they comprise about 30 percent of persons unemployed for 15 weeks or longer; they account for 37 percent of all individuals looking for work for 27 weeks or longer; and they represent 37 percent of our civilian labor force.

#### ENROLLEES IN MANPOWER PROGRAMS, BY AGE GROUP, FISCAL YEAR 1970

(Amounts in thousands)

Program	Total	First-time enrollments			
		Under age 22		Age 45 and over	
		Percent	Number	Percent	Number
Total all programs.....	1,051.4	68	716.8	4	46.3
<b>Manpower Development and Training Act:</b>					
Institutional.....	130.0	37	48.1	9	11.7
OJT.....	91.0	35	31.9	11	10.0
Job opportunities in the business section.....	86.8	47	40.8	4	3.5
Concentrated employment program.....	110.1	41	45.1	8	8.8
Work incentive program.....	92.7	23	21.3	6	5.6
Operation mainstream.....	12.5	4	5.0	51	6.4
New Careers.....	3.6	21	.8	7	.3
<b>Youth programs:</b>					
<b>Neighborhood Youth Corps:</b>					
In school.....	74.4	100	74.4	-----	-----
Out of school.....	46.2	98	45.3	-----	-----
Summer.....	361.5	100	361.5	-----	-----
Job Corps.....	42.6	100	42.6	-----	-----

*The "Drop outs".*—From 1960 to 1970, the number of men aged 45 to 64 who withdrew from the labor force increased from 1.4 million to 2.1 million, for a 50-percent jump. If current labor force participation trends continue, one out of every six males in the 55 to 59 age category will no longer be in the work force by the time he reaches his 64th birthday. Ten years ago, this ratio was only one out of eight. And the 1-in-8 is only for the short run. Unless major policy changes are made, that rate will accelerate during this decade.

*Poverty (1970).*—Persons 45 and older—8.5 million (Unchanged since 1969). Poverty for all age groups—25.5 million. Individuals 45 and older represent about 30 percent of our total population, but account for 33 percent of the poverty population.

\*Prepared by the staff, U.S. Senate Special Committee on Aging, August 1971.



## MAINSTREAM PROGRAMS

(Participation primarily by individuals 55 and older)

Sponsor	Enrollees	Funding
National Council of Senior Citizens .....	1, 148	\$3, 446, 912
National Council on the Aging .....	572	1, 350, 000
National Retired Teachers Association-American Association of Retired Persons.....	353	739, 011
National Farmers Union.....	2, 680	6, 960, 160
Virginia State.....	125	160, 947
Total Action Against Poverty in Roanoke Valley.....	70	300, 000

## ITEM 2.—KEY FACTS ON UNEMPLOYMENT IN DADE COUNTY

## UNEMPLOYMENT

	Number	Rate (percent)
June 1971 (Estimate) .....	44, 600	6.9 (U)
June 1970.....	29, 500	6.2 (A)
January 1969.....	20, 300	4.8 (U)
		3.5 (U)

Note: It is estimated that 57 percent (about 25,400) of the total unemployment in Dade County is 45 and older.

*Covered employees receiving unemployment compensation—11,300 as of June 1971*

Age:	Percent
45 to 54.....	26.2
55 to 64.....	19.4
65 plus.....	11.4

*Long-term unemployment (15 weeks or longer)*

June 1971: Covered employment total, 11,294; 15 weeks or longer, 2,337; 20.7 percent.

*Unemployment compensation*

Unemployment compensation payments increased from \$6.5 million in fiscal year 1970 to \$12.8 million in fiscal year 1971 in Dade County, for a 97-percent jump.

*Population characteristics Dade County*

Total population .....	1, 268, 000
45 plus (37 percent).....	465, 606
65 plus (14 percent) .....	173, 000

## ITEM 3.—SUMMARY OF MAJOR PROVISIONS IN THE MIDDLE AGED AND OLDER WORKERS EMPLOYMENT ACT (S. 1307) AND THE OLDER AMERICAN COMMUNITY SERVICE EMPLOYMENT ACT (S. 555)—JULY 1971

*Middle-Aged and Older Workers Employment Act*

Establishes a midcareer development services program in the Department of Labor to provide training, counseling and other supportive services to upgrade the work skills and capabilities of persons 45 and older.

Authorizes the Secretary of Labor to recruit and train personnel to provide recruitment and placement services in communities where there is large scale unemployment among middle aged and older workers because of a plant close-down or other permanent large-scale reduction in the work force.

Authorizes assistance, technical or financial, to nonprofit volunteer agencies to assist such employment offices in securing part time or temporary employment for older workers who desire such employment until a permanent job can be located.

Provides for training of persons to train and retrain middle aged and older workers in skills needed in the economy.

Authorizes the Secretary of Labor to conduct a wide variety of research and demonstration programs for the purpose of maximizing employment opportunities for mature workers. For example, the Secretary would be directed to make a report on the means of eliminating the lack of coverage and other inadequacies in workmen's compensation and disability insurance programs, health insurance, and pension plans—particularly as they affect adversely the employment of persons 45 and older.

Authorizes the Comptroller General to undertake a study to help increase job opportunities in the executive branch for older persons through part-time employment and job redesign.

Authorization of funding: \$140 million for fiscal year 1972 and \$210 million for fiscal year 1973.

#### OLDER AMERICAN COMMUNITY SERVICE EMPLOYMENT ACT

Would authorize the Secretary of Labor to enter into agreements with non-profit private organizations and State or local governments to pay up to 90 percent of the cost of community service employment projects for low-income persons 55 and older who have or would have difficulty in locating employment. Full funding would be authorized in economically depressed areas.

Would authorize the Secretary to consult with State and local governmental units with regard to: (1) localities where community service projects are most needed; (2) consideration of the employment situation and the types of skills possessed by eligible individuals; and (3) the number and percentage of eligible individuals in the local population.

Would authorize the Secretary to encourage agencies administering community service projects which would be eligible for funding under this act to coordinate their activities with agencies conducting existing programs of a related nature under the Economic Opportunity Act.

Would require the Secretary to establish criteria designed to achieve equitable distribution of assistance among the States and between urban and rural areas.

Authorization of funding: \$35 million for fiscal year 1972 and \$60 million for fiscal year 1973.

### Appendix 3

#### LETTERS FROM INDIVIDUALS AND ORGANIZATIONS

##### ITEM 1.—LETTER FROM CATHERINE O. BOWLES, MIAMI, FLA. TO SENATOR RANDOLPH

DEAR SENATOR RANDOLPH: This is just a little extra note thought you might be interested. Things are coming along little at a time.

I enter Cedars Hospital on Monday Labor Day Sept. 6th to have my ear operated on, and will come home Thursday morning Sept. 9th.

I just hope it is a success, D.V.R. is paying for it.

I will be off work for about three weeks. When I go back to work Mr. Milan my boss is going to put me on full time.

It is all phone work varifying peoples employment, personnel and credit references.

After I get another place and get settled again I hope to get started again on a hobby that I have writing stories on Fla. History, on the Cities and Towns of the State. I would like to be able to sell one once in a while, as a side line in the evenings.

I came to Lake Worth, Fla. in 1919 and lived there for 12 years. Then in 1931 came to Miami and have lived here for 40 years a total of 52 years in Fla.

I was a sales clerk and Dept. Manager in Red Cross Drug Store on Flagler St. which is now Jackson Byron's.

Please excuse the small paper. Have couple packs of the large paper packed in a box couldn't find it.

Any time in the future that I can be any assistance to you, I will be glad to help any time.

Sincerely yours,

CATHERINE O. BOWLES.

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##### ITEM 2.—LETTER TO MR. PHILLIPS MOORE, SMALL BUSINESS ADMINISTRATION, FROM PAUL R. CORNWALL, MARTIN MARIETTA CORP.

AUGUST 9, 1971.

MR. PHILLIPS MOORE,  
*Small Business Administration, Federal Office Bldg.,  
Miami, Fla.*

DEAR PHIL: In response to our discussion concerning the plight of retired senior citizens, I can offer a few conclusions of my own. I think I qualify to comment on the subject because I am about to retire for the second time. I am nearly sixty years old, and during World War II, I spent over 3 years in a Japanese prison camp where I became acutely aware of the basic wants of the human body and soul.

First of all, the human animal must have food and water and protection from the excess of nature, such as heat and cold. Social security and welfare programs meet to a large degree this requirement. However, what is gained if the human soul, the ego, the dignity of a human is left to wallow in a morass of indifference, lack of achievement and lack of contribution to anything? Day after day I watched young men die in prison camp, not so much from starvation, which is everpresent, but from the loss of hope of getting back to a challenging world again. Imagine what this does to an oldster.

I think it has been pretty well proved that the senior citizen who retires to his rocking chair, regardless of his adequate diet and medical attention, is soon retiring to his pine box. All of our social efforts to date have been directed to the animal needs of the senior citizen. These efforts were needed badly. But now lets enhance the human needs. We need to build the ego. Its a trite statement, but people do have a burning need to be needed. All people have to see a reason

for being—else they cease to be. Future programs need to be diverted towards retaining the dignity of the senior citizens or any other group dependent on social systems provided by their government, and paid for by the tax payers.

I think there has to be provided an opportunity for all senior citizens to maintain his dignity and usefulness to the world. I am suggesting that jobs or tasks be made available for every senior citizen that want them. Some may scoff and say how can we provide jobs for senior citizens when we can't even solve the unemployment problem of the masses.

There are many ways. First of all, a great deal of unemployment is caused by the fact that so many people have little or no capability, education, desire or living habits which would qualify them. Not so with most senior citizens. They have worked, have experience and certainly the desire to be useful.

Although programs like WPA and CCC during the thirties have come in for criticism with such expressions as "leaning on the shovel," they did retain some degree of dignity for the individual. He was "working" for his keep.

Why not take any funds available for welfare for the aged and apply them to work programs? Allow the senior citizens to sign up for whatever work they feel capable of doing and see they get an opportunity to do it.

For example, the great interest today in cleaning up our environment offers a magnitude of useful tasks for senior citizens. For those who have held executive type jobs, use their experience and ideas. Put them to work preparing studies of what can be done economically to clean up the air, streams, etc. Who knows but what a great idea might come from all this dormant intelligence and experience?

For those who have been active all their lives, let them put into practice the ideas of the thinkers. For example, who wants to maintain the many parks in our urban centers—do the gardening, pick up trash and keep benches clean? Maybe one senior citizen couldn't do much but in teams they should be very effective.

In the rural areas I am sure there are a multitude of chores leading to conservation of resources that senior citizens could perform.

All of us have experienced the frustration of trying to get a plumber, carpenter or electrician on short notice. There are many senior citizens now retired who may not be able to work a forty hour week, but have the experience to do these kinds of jobs. Why not organize enough of them into work groups and by having a central answering service call on the group to service the needs?

I am aware that every community is having a most difficult time in meeting its budget. However, much of the budget goes for welfare without receiving anything. Those portions which are going to senior citizens who are capable and able should be used in a more constructive manner.

I am sure that our American communities are not so defunct of ideas that they cannot think of many ways to use senior citizens in a progressive manner rather than relegating them to boredom and oblivion. Furthermore, any real efforts might just enhance the tax rolls by earnings of these worthy people.

Feel free to use these few thoughts of mine in any manner you see fit.

Very truly yours,

PAUL R. CORNWALL.

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ITEM 3.—LETTER FROM CONGRESS OF SENIOR CITIZENS,  
MIAMI, FLA.

First, we would like to mention that in our opinion, the people of the same class as we represent in the Congress of Senior Citizens—65 years and over—90% of them are not looking for paying jobs and will not, unless the squeeze of inflation continues. Those so inclined, work free a few days a week with organization like ours.

The remaining 10% who find it necessary to supplement their small income, do not wish to be retrained for jobs, when there are so many tasks they can perform with their own experience, without government expense for training. Some of these, to mention a few, would be in service jobs such as ticket takers in theatres, toll booth collectors, gasoline-attendants, parking meter patrols, school crossing guards, etc.

Others with experience could fill jobs as desk clerks in hotels and motels, cashiers in theatres and many other similar jobs where very little or no training is required. Many would make good ombudsmen for the City, State and Federal Governments.

We believe that employment of older people who wish to work, should be based on their ability rather than on age.

We have proven to the community that we successfully operated the Volunteer Release on Recognizance (ROR) and Probation and Parole, for the past two years without retraining.

The Florida Legislature passed, in the last session, an appropriation of \$170,000 to implement a Volunteer Program in the Florida Parole and Probation Department—volunteers to receive the minimum wage for part-time work. The work is exciting and we are very happy to again become a part of the Community.

Older Americans should be employed by all tax supported agencies and private enterprise on a part-time basis where extra help is needed and the young fail to apply. There are many categories of work we could perform efficiently and a trial would prove us correct. We do not want to be treated like school children by Social Agency heads. We want to retain our dignity and respect.

ARTHUR B. CHESTER.

## Appendix 4

### STATEMENTS SUBMITTED BY THE HEARING AUDIENCE

During the course of the hearing a form was made available by the chairman to those attending who wished to make suggestions and recommendations but were unable to testify because of time limitations. The form read as follows:

If there had been time for everyone to speak at the hearing on "Unemployment Among Older Workers" in Miami, Fla., on August 11, 1971, I would have said:

The following replies were received:

EDYTHE EICHER, HIALEAH GARDENS, FLA.

Experience is the best teacher, and it is sheer discrimination to deny a man a position because he is over 45. I found this difficult when my husband became disabled in 1963, and I was only 48. Because I had been denied this opportunity, I was also denied disability when I came down with cancer two years ago. The only income my husband and I have is his social security because I am only 56. I would certainly appreciate some way to supplement my income.

When I was only 13 years of age, I came down with epilepsy so I can truthfully say I have been disabled since then. I was not able to start working until I reach 25. However, when I tried to claim disability on these grounds, I was denied because I had not worked for 6 quarters before I reached 24. How could I when I was still disabled? I appreciate any help you can give me. Thank you.

MRS. A. BARBARA SPURRIER, MIAMI, FLA.

Like Mr. Stanier, I am a university graduate (in Modern Philology). A United States Citizen since 1965, I lived in Miami since December 1966, in search of employment. I went through all consulates, travel agencies, Florida State Employment agencies, private employment agencies, hospitals for medical records—I have excellent Latin language background) etc, etc. Have also had Florida Real Estate License (1966-67). On and off Welfare from 1967-1969.

This spring I found employment with Senior Citizens of Dade County, Inc. as typist and language teacher. Finally—and again like Mr. Stanier—senior citizens gave my life a meaning again. (Am fluent in 6 languages.)

Am 58 years old, have passed for 15 years less.

JEROME ARBETIER, MIAMI, FLA.

Several years ago a program of Senior Aides in the Dade County School System was started and funded by the Federal Government. After one year this assistance was terminated and the State funded this for the next three years. Now this is being stopped. This program has the full support of the school system and is one of their better programs. Throughout the State this can put hundreds of capable people to work on a part time basis. We cannot expect private industry to employ older people if our governing bodies do not.

ETHEL PLACET, MIAMI, FLA.

Mr. Whitcomb covered the inadequacies in implementing help to the aged, be it jobs or other help. You ask for suggestions to have something done. What do you representatives say should be done? The young people should help the aged and not be given welfare not to work.

SARAH LIPSCHUTZ, CORAL GABLES, FLA.

There is 17½% unemployment in U.S. 4% are senior citizens.

If senior citizens are given employment it would still leave 13½% unemployed. Wouldn't it be better to employ the 13½% and increase the Social Security of the senior citizens.

DAVID GOLDSTEIN, MIAMI BEACH, FLA.

I receive Social Security checks and V.A. pension. Social Security permits me to earn money. V.A. restricts me from earning money. Reason, V.A. counts Social Security as policy of Social Security administration. I know we need legislation to remedy this, but in the last 10 years such legislation was not proposed.

Please consider the aged when planning other meetings. To have the time set for the afternoon. Do you realize the inconvenience caused to the aged to congregate at the meeting place at such an early time. Some have come here at 8:30 a.m.

LENA K. RAY, HIALEAH, FLA.

We do not want to go on Welfare and if the inflation keeps up the way it does we may find ourselves in a very peculiar situation.

My husband and I have worked all our lives until 1969. We still did not save up enough to live in at least a comfortable position. We are lucky that we live in a low income housing project, otherwise we would long ago have to go hungry. Therefore the Senior Aides should be increased to employ a lot more than that are employed now. Part-time work as Senior Aides is a good solution to the problem. Please send me the records of this meeting.

MRS. REGINA FISCHER, MIAMI BEACH, FLA.

I am a women of 71 years old. I worked for 17 years as an operator by dresses. My husband got sick when I was 60 years old. I had to leave to take care of him. Retired when I was 62 on my one. My husband retired 65 but was not making too much money when he passed away. Under his Social Security I got a few dollars more with all the increases I get \$119.50. How can I live on that? If they would get me a hundred percent what my husband would get, I would be better off. Until he passed away he got and I got our own. Why can't a woman who paid for 17 years get something more than some who never work? Excuse my spelling.

THOMAS O. LEID, MIAMI, FLA.

I am a Veteran of W.W. I. I retired in 1956 from the U.S. Military Sea Transport Service a radio mechanic—more than 18 years of service.

I am happily employed as a volunteer at the V.A. Hospital in Miami, Florida. I am in my fourth year Escort Service. I am also an active member of the Metropolitan Senior Center of Dade County, Inc. I take part in the following mentioned—orchestra, spanish class, carol singing, car parking, and appliance repairing.

I beg you to reduce the retirement age limit to reduce unemployment for younger people. I am 80 years of age.

## MISS ANNA L. FUCHS, MIAMI BEACH, FLA.

I would prefer part time work in some capacity on the beach. I am on the Community Advisory Board and was associated recently with several democratic clubs and senior citizen clubs (Community Action Agency). I am 64 years old. My birthday is May 13, 1907. It was a beautiful session and you spoke so wonderful. You're an eloquent speaker.

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 JOHN M. THEODORE, MIAMI, FLA.

As there has been unemployment for the past several years, particularly among older workers, why is there allowed the flow of Cubans and others in this country settling in this area, and at once offering them all the priorities and accommodations?

I am just about to believe that Castro and his agents have been playing their game well.

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 PHILLIP K. EIDENIRE, MIAMI, FLA.

That after 14½ years with a good going concern, having thoughtably, built up good seniority with retirement hopes, benefits, I was doing satisfactorily well until they came along: 1970 and 1971 gradually took away all the government contracts and sent them to Texas to Mr. L. B. Johnson and his Texas Rangers and Mexicans.

I am 59 years old and can do the work of any 40 year old and can get any kind of proof I need. I have 2 boys, 11 and 13 years old, going into the seventh and eighth grades.

Nobody wants a person over 55 years old that will pay any wages that will be possible to raise 2 boys and pay these very high, unreasonable taxes and food costs.

I am fed up with the government and politicians and friends being whole hog. I have to help support the governor so he can spend \$600,000 for a new airplane and I cannot even buy a steak or take a vacation.

I was in W.W. II, the U.S.A.F. Reserves and the Korean War—April 1943 to May 1952. I did my duty and feel I served *my country*, the U.S.A. to the best of my ability.

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 EMMA COLBERT, COCONUT GROVE, FLA.

I am 56, and just in 1970 I became disabled and unable to work. But I know there is something I can do in employment I know. I will be glad to get out and help out some way that I am needed, and I am making an effort to do something. With your help I will be able to do so. Within me I know that you will help me because we have seen that just because of your being here to have this hearing, things change. I am indeed glad for all who were on that Committee, and their being here was good.

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 MR. VIVIAN E. CARLOUGH, NORTH MIAMI, FLA.

I wish to address my remarks only to the problems of the unemployed 65 years of age or older.

The greatest detriment to this group of Senior Citizens is the arbitrary and capricious ruling of the Social Security hierarchy, who down thru the past twenty years have imposed a restriction called the "EARNINGS TEST", thereby denying good Americans the *right to work* . . . . the net result being that millions of Americans have, for the first time in their lives been forced into the poverty ranks.

The original Social Security Law passed in 1935 provided payments to every worker when he became 65 called a "Benefit" and did not restrict his working for *any amount* in any job "EXCEPT A JOB FROM WHICH HE RETIRED". It specifically detailed the names of millions of jobs which were not to be considered as "employment" as related to the Act.

This provision of the Act has never been removed, and I defy anyone to prove that it has.



However, the powers that be decided to change the import of the "Benefit" above mentioned and started a campaign to call it Insurance . . . Pensions . . . replacement income . . . etc. They did this by the issuance of directive and as a result what they have been and still are doing, has taken on the appearance of law.

As long as this injustice continues more and more "work minded" Americans will give up the fight and drift into the "welfare" category for their needs over and above their Social Security income.

Every member of Congress who has tried to remove the "Earnings Test" has been literally swamped by the established bureaucracy that controls Social Security administration. I believe now that only the Courts will ever be able to bring justice to this question.

GEORGE D. ENGLE, MIAMI, FLA.

Please have the \$1680.00 allowance law repeal so we can go back to work and wear out instead of rusting out.

I would suggest that a person who goes on Soc. Sec. over 62 or 65 years be allowed to work for as much as they can or as long as they feel able to do so.

While we are working we pay income tax, Soc. Sec. deducted from every pay check; also unemployment insurance, which while on Soc. Sec. can not collect when we are laid off.

I am an electrician: Local 349—I.B.E.W. Miami and have given up working at my trade as \$1680.00 adds up too fast at \$64.60 per 8 hr. day.

There are many part time Security Guard positions open but all the part time is Saturday and Sunday most of the time at \$1.70 per hr. While a person on Soc. Sec. 62, 65 or older are tax payers and as I stated previously they help pay Soc. Sec. funds and other taxes which we cannot collect.

I taught "General Shop" in a High School under the Government sponsor program at \$1.71 per hr. I did this the year after I retired, it was the most rewarding thing I ever done. Teaching boys to use their fingers duplicating what I showed them. We repaired lawn mowers, ran metal and wood lathes. We made mahogany gun racks, tables and many other wood pieces. Again the \$1680.00 for a retired person was a barrier.

