

UNEMPLOYMENT AMONG OLDER WORKERS

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

PART 4—POCATELLO, IDAHO

AUGUST 27, 1971



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UNEMPLOYMENT AMONG OLDER WORKERS

FRIDAY, AUGUST 27, 1971

U.S. SENATE,

SUBCOMMITTEE ON EMPLOYMENT AND RETIREMENT INCOMES,

SPECIAL COMMITTEE ON AGING,

Pocatello, Idaho.

The special committee met, pursuant to notice, at 10 a.m., at the Southeast Idaho Community Action Agency, 145 South Third Avenue, Pocatello, Idaho, Hon. Frank Church (chairman of the committee) presiding.

Present: Senator Frank Church.

Staff members present: William E. Oriol, staff director; John Guy Miller, minority staff director; Patricia Oriol, chief clerk; and Ben Yamagata, professional staff member.

OPENING STATEMENT BY SENATOR FRANK CHURCH, CHAIRMAN

Senator CHURCH. Good morning, ladies and gentlemen. I am glad you have come. Others are coming in, but I think we might get underway because we have a long, busy schedule today.

We are returning again to the grassroots to continue the inquiry of the Senate Committee on Aging into unemployment among older persons.

We on the committee are concerned about this problem because we know that more than a million so-called older workers, those classified by the Department of Labor as individuals of the age of 45 or more, are now unemployed; we know that members of this age group once they lose work have more difficulty than any other group in finding suitable reemployment; we are keenly aware of the fact that recent layoffs and plant shutdowns are affecting a disproportionate number of older workers; we have some knowledge but not enough of the extent of this problem in rural areas.

Here in Pocatello this morning and this afternoon we will pay special attention to rural issues but will consider other issues as well.

In other communities within recent weeks we have dealt with other aspects of the subject:

In South Bend, Ind., the committee heard from workers still threatened with plant shutdowns and loss of pension coverage nearly 7 years after Studebaker closed its doors.

In Roanoke, Ala., the committee learned of the hard times resulting from the shutdown of two major plants in that small textile community. One of the consequences was an unemployment rate that now is above 17 percent.

In Miami, Fla., the committee examined several different kinds of problems which have arisen in a large metropolitan area with one of the highest concentrations of older persons in our Nation.

And today here in Pocatello we will ask, not only for details on problems, but for recommendations to help us develop a clearcut and effective policy for reducing the impact of economic dislocation and other causes of unemployment among people of age 45 and older.

Quite clearly, this is just one of the actions that should be taken in 1971, the year of the White House Conference on Aging, a conference that takes place only once in a decade.

That conference, by the way, was first proposed in legislation advanced in bipartisan fashion by members of the Senate Committee on Aging.

We thought that the time had come, as it had in 1961, for a White House conference that would sum up the issues that cried out for action. We, therefore, were very much concerned when at the beginning of this year we were confronted with several reasons for grave misgiving about administration policies on aging.

REEVALUATE PRIORITIES

A good example was the shockingly low priority assigned to the budget for the Older Americans Act. In its initial form, the administration requested only \$29.5 million, about \$2.5 million below last year's appropriation. Yet, for comparison, the Pentagon spends close to \$40 million just on its own internal publicity campaign concerning its many programs. At the Committee on Aging, of which I am the chairman, we felt that these priorities were topsy-turvy, and we decided to do something about it. We called in the administration to find out, among other things, why our Nation spent more than twice as much for military assistance for Greece than for all the programs for the aging here in the United States under the Older Americans Act. Just as I was about to pose that question to the Secretary of Health, Education, and Welfare, the administration upped the ante for the Older Americans Act by \$10 million. This came following the House hearings in Washington, and certainly it was a step in the right direction but it was still far from satisfactory. A few weeks later I helped in a bipartisan effort before the Appropriations Committee to obtain more adequate funding for the Older Americans Act.

This action has paid dividends because the recently enacted Labor-HEW appropriations bill provides \$44.75 million for the Older Americans Act. This represents a 52-percent increase or \$15.25 million more than the administration's initial budget request. Perhaps most significant, this represents the largest appropriation in the history of the programs made possible under that act.

There were other victories for the elderly this year. The Committee on Aging was successful in continuing 21 meals programs for the elderly when they were threatened with a cutoff at the first of the year, and one of these projects I am pleased to say is located here in Idaho.

We also passed a 10-percent boost in Social Security and railroad retirement benefits, despite the administration's insistence that a 6-percent increase was good enough. We were concerned that we at least

keep up with the rising cost of living, and all of us know what a big bite inflation has taken in recent years.

A comprehensive Social Security proposal, H.R. 1, is now before the Senate Finance Committee. This measure, I am pleased to say, incorporates 15 proposals in which I have been interested and other members of our committee have cosponsored. There are some provisions of the bill I think we need to improve but on the whole H.R. 1 provides an important foundation for greatly strengthening and improving our Social Security program.

EMERGENCY EMPLOYMENT ACT

In employment legislation, older persons have also won some victories. A new Emergency Employment Act, which will provide new job opportunities for nearly 150,000 individuals, was recently signed into law. Particularly significant for older workers, this law has a measure to help assure that persons 45 and older will be adequately represented in these employment programs. The need for this safeguard, I believe, is absolutely essential. Today persons 45 and older constitute only about 4 percent of all enrollees in our manpower and training programs. These are the retraining programs for people who have to move from one industry to another in order to find employment. Twenty-two percent of the total are people 45 years and older and yet only 4 percent of those engaged in the retraining programs are 45 and over. This is typical of the low priority that older people receive in these generalized programs, and so we are undertaking to correct that with legislation that will make certain that older workers are given their fair share of these programs.

In other areas action in the Senate has already been initiated to meet the problems and challenges of aged and aging Americans, including a proposal calling for a National Senior Service Corps; a Middle-Aged and Older Workers Employment Act to provide training, counseling, and supportive services to enable persons 45 years and older to move into new and better paying jobs, which I mentioned earlier; a bill to convert the existing nutrition pilot programs for the elderly into permanent, ongoing national projects; a day-care proposal, which will not only provide badly needed supportive services for young children with working mothers, but also new employment opportunities for aged persons who need to supplement their retirement benefits; and legislation to establish a comprehensive research on aging program.

This action, I believe, has many far-reaching implications for older Americans. Quite clearly, it demonstrates that the field of aging is far too dynamic to be shunted aside by an insensitive or indifferent Government, and it also reveals that there is strong bipartisan congressional support for coming to grips with the problems confronting the elderly in this country.

So with this in mind we shall begin the proceedings this morning, and our first witness, not quite, I should say our first distinguished citizens who come here to greet us, to greet you, is the mayor of Pocatello and the city manager of this city, and I would like to call first upon the mayor, please.

**STATEMENT BY HON. LUVERN JOHNSON, MAYOR, POCATELLO,
IDAHO**

Mayor JOHNSON. Thank you, Senator, distinguished guests and friends. I think I can say friends, as I know most of you personally, and we are certainly delighted to have Senator Church and these other distinguished people here who we are sure are all very much interested in our elderly people, as they as well as we would like them all to grow old gracefully and enjoy all the years between.

From the opening statement by Senator Church it indicates his interest in this very important program. Senator Church, as chairman of the Senate Committee on Aging, is performing an outstanding service. He has given not only days but weeks of his time to this program; as you know, the Senate is presently in recess and he is out here working on it, and I am sure that a fine program will eventually be presented.

I have known Senator Church even before he was a Senator and am very well acquainted with some of his family, especially his father-in-law, Judge Clark, who was Governor of this State and later a Federal judge, who also performed a fine service. I have had the pleasure and the opportunity of being in Washington, and am familiar with the thinking of his colleagues there in Washington, and they look upon him as one of the outstanding Senators in our U.S. Senate.

No one grows old by merely living a number of years. We grow old by losing our ideals, and I am sure we do not want to do that.

It is nice to have Senator Church here, and if there is anything that we can do to be of service to him or his committee, we will be most happy to do so. We are, all of us, I am sure, interested in the elderly so that they will not only have a very meaningful life but they will enjoy all the years between. The city of Pocatello is doing everything it can to assist the elderly people. We appropriated on a tight budget some money, and we anticipate continuing that program.

If I personally can do anything to help you, please let us know, and, Senator Church, we are most delighted to have you here, and don't hesitate to call on us.

Thank you.

Senator CHURCH. Thank you very much, Mayor Johnson.

We would also like to hear from Mr. Charles Moss, who is the city manager here in Pocatello.

**STATEMENT BY CHARLES MOSS, CITY MANAGER,
POCATELLO, IDAHO**

Mr. Moss. Senator Church, distinguished members of the committee, and fellow citizens.

The city administration and the citizens of Pocatello are indeed honored to have the committee in Pocatello to hold this most important hearing. I think finally after too long the truly silent minority, our older citizens, are being recognized as having aspirations and needs. With Senator Church and the committee leading the way in moving the needs of our older citizens up the priority ladder, local govern-

ments, I am glad to say, are beginning to react. We are beginning to pay attention to the fact that there are other things that we should do besides worry about garbage collection and clean streets.

It is a fact of life that groups who are better organized, who present a documented case and who are persistent are the ones who get the greater share of the Federal, State, and local efforts. This is the game we are playing and this is the game we must win. For this reason you must not overlook the importance of this hearing. You must participate, question, and probe.

Again, our community has been honored by being allowed to have this hearing in Pocatello, and we join with you in hoping very sincerely that the findings of this committee and this hearing will, indeed, be implemented.

Thank you very much.

Senator CHURCH. Thank you, Charles, for coming. We appreciate very much your statement and the statement of Mayor Luvern Johnson.

I would like you people to meet some of the members of this committee's staff who are here with me this morning. First of all, there is William Oriol, who is the staff director for the Senate Committee on Aging, who sits just next to me.

Then next to Bill Oriol there is Ben Yamagata, who has joined the staff of the committee. I am happy to say that Ben comes from Pocatello and he is doing a very good job for us. We are very pleased to have him on the committee's staff. In fact, he has done such a good job this summer, that when he goes back to law school in Washington this fall, we hope we can still retain him on a part-time basis.

Then we have John Guy Miller, who is the representative of the minority, Republican representative on our staff, and we are very pleased to have him.

And Pat Oriol, the chief clerk. There is Pat over there in the corner.

I would like to say a word, too, in thanks to Gary Gunnerson, the executive director of this center. Gary, where are you? Gary, you have done a wonderful job setting up for us and we appreciate it very much. You have even given us a sign. We very seldom get that kind of treatment. We really appreciate it.

Well, our first panel of witnesses this morning I think have just arrived, and they are led by Senator John Evans of our State legislature, who came up from the Malad area and form certainly a part of the rural dimension of this agenda.

Have you a panel that you would like to bring up and introduce, John?

Senator EVANS. Yes.

Senator CHURCH. Senator Evans, before you begin, while you are getting settled there at the table, I would like to also introduce Will Overgaard, who is here from the State agency on aging. We will have a little trouble seeing him when he stands up because he nearly reaches the ceiling. There he is. Nice to see you.

Senator Evans will you please just proceed as you see fit, and then I will have some questions following the testimony.

**STATEMENT BY HON. JOHN V. EVANS, STATE SENATOR, IDAHO,
ACCOMPANIED BY COLEN SWEETEN AND RALPH JONES, MALAD,
IDAHO**

Senator EVANS. Thank you very much, Senator Church. It's a great pleasure to have been invited up here to appear before your distinguished committee.

I have with me today Colen Sweeten from Malad and Ralph Jones from Malad. This is our harvest season, and I was asked to bring a half dozen, but everybody is in the field gathering the harvest, but I was able to get these two gentlemen to come up here with me.

Senator CHURCH. I want to express my thanks. I know it's a very difficult time for you to come. I appreciate it.

Senator EVANS. We recognize this is your recess, too, and it's difficult to get out to Idaho occasionally, too, but we are very happy to have you here.

I am here representing Oneida County's Resource Conservation and Development Committee, and I think it would be well if I briefly defined what resource conservation and development is because we are the only one in this area of the country that has R.C. & D. R.C. & D. can be defined as a community self-help program. We determine our own needs and then we go to whatever agency we can get help from in resource conservation and development. We formed our Resource Conservation and Development Committee in our counties some 5 years ago, and then a year later we joined in with Box Elder County of northern Utah and Cache County of northern Utah to form a two-State B.O.C.-R.C. & D. But I am going to tell you what we are doing in our own community to help ourselves.

COMMITTEE ORGANIZATION

We set up a five-committee organization consisting of an agricultural committee, a water resource committee, wildlife and recreation committee, beautification and municipal committee, an education and health committee, and industrial committee. That sounds like six to me rather than five. I left one out when I was thinking about it earlier. I think the results of our R.C. & D. can best be looked at in looking at some of the things we have been able to do in our own community.

In our Agricultural Committee, being an agricultural county, they have been working in improving our land and water resources. They have been working to improve our range resources, to increase the number of cattle that we can carry in a range, like redistribution of our water system on our BLM and forest lands, taking the brush off of land to improve the pasture itself.

The Water Resource Committee, of which I have been chairman in our county for a number of years, have been working to improve our water resources, the availability of water. We were just able to secure the completion of the N.B.I. reservoir just over the divide. Maybe some of you have seen it, the brand-new little reservoir there.

Wildlife and recreation, they have been working in the direction of improving recreational opportunities in our area, and we have now

got a winter recreation area up in the north end of our valley that is going to go into effect.

Our Beautification and Municipal Committee have been working diligently to improve our communities in a number of different ways.

Education and health, this committee has worked with our school district to pass bond issues, to improve our educational opportunities for our children.

The Industrial Committee has worked to secure industry because the unemployment of people from 45 to 65 in our community is growing every day. We don't know where the small farmer is going to go, so we have been striving to attract some type of industry to our community either to use our own natural resources, of which we have got one or two small ones that we hope will continue to grow. They are operating, but it's a slow growth. Recently our Industrial Committee along with our Community Development Committee secured a plastics industry to come into our community and there to break ground this fall on a new building, which will employ some 100 people and we hope will alleviate the problems of unemployment in this age group that we are talking about here today.

This briefly describes what we are trying to do through our R.C. & D. to improve our own community, improve the opportunities of our people.

Now, I have a prepared statement, which I would like to present on some of the problems that we are experiencing in the agricultural sector and possibly suggest some answers that the senator can take back to Washington, D.C., and help us solve some of our problems.

SITUATIONS—SUGGESTED ANSWERS

The following is a situation statement of problems and suggested solutions of farmers between the ages of 45 and 65, who have found it's necessary to seek additional employment or special help in meeting their financial requirements for subsistence:

The No. 1 problem: The price-cost ratio between the cost of production and the price we receive for our agricultural products is so narrow that returns from a small farm will not meet the family's financial needs. An answer: Congress should research factors influencing the narrow price-cost ratio and adopt measures to give the farmers some additional leverage in controlling prices at the farm marketing level similar to those dictated by the farm product processors, wholesalers, and retailers. It seems to us as farmers that all the cost-price squeeze appears to be borne entirely by the farmer.

A second problem: Low income farmers lack capital necessary to provide adequate job training for their children. The result is a continual source of unskilled labor. An answer: Educational programs should be established to assist the low income farm children. Nationally everyone benefits from the cheap price of food at the farmers' expense, so let the Nation contribute to helping us educate farm youth.

Another problem: The price-cost ratio works very slowly in bankrupting the farmer. Most farmers pass the point of no return in borrowing before they realize it, thereby losing most of their lifetime savings investing in their farm. An answer: Studies should be made

to determine the causes and the danger signals of small farm bankruptcy. Educational programs should be instigated to alert the farmer to his danger and assist him in making the necessary internal farm changes or to secure off-the-farm employment to maintain a stable economy.

A fourth problem: Short-term operational type farm loans are often a problem due to the nature of the risk and in many cases non-availability of the collateral. A possible answer: By establishing a short-term agricultural loan guarantee program similar to or included within the small business loan program already in operation, small, independent rural banks could remain in operation and provide operational funding necessary for small farmers.

Another problem: Machinery required for the production of farm products is very specialized and very high in cost. Economical purchase of this equipment for the short-time use on the farm is just not feasible. Possible answer: Studies should be made to determine the most economical method of establishing farm machinery servicing corporations to make up-to-date machinery available on a rental or custom farm service basis, spreading out the cost of the machine to more than one farm and its use to greater acreages, thereby reducing the small farm operating costs.

Another problem: Off-the-farm jobs available to small farmers are normally associated with work on larger farms during peak farming operations. At the same time the small farmer should be on his own farm doing his own work, but he doesn't have a choice, he has to seek a livelihood for his children. An answer: Develop off-the-farm jobs in rural and urban areas which will utilize the farmers' abilities, such as environmental improvements and landscape beautification. With the great emphasis today on environment improvement, we can see that we could solve a lot of our small farm employment problems if we utilized these skills in rural areas.

Another problem: Farm activities are too limited in scope to utilize small older farmers' time. An answer: We should explore other types of farm activities, such as recreational capacities of these farms. Dude farms for city families to enjoy, thereby reducing the pressures on public recreational lands, could help solve this problem.

Another problem: Something that's dear to my heart and dear to the Senator's heart is resource development in water, and our problem in our area is a limitation of water, and we have been working for long years to try to increase the amount of water available in order to keep the small farmers on their own farms by raising greater products, greater productivity on the farms. But we need to have more funds for greater development of surface and underground water development.

One more problem: Many farmers are not capable of accepting expanded agricultural training or even operating larger farms. An answer: We should look in the direction of retraining programs to be made available for these older farmers. What are they going to do and what are they doing now when they have to leave the farm? They are going to the cities, and they are creating a problem for the cities, and if we can retrain them, they will become useful citizens once again.

With this, Senator, I would like to call upon my two friends, and they are going to tell you their own personal stories of their problems

as small farmers and how they are faced with having to leave the farm and seek employment from other sources.

First I will call upon Colen Sweeten. He is our county clerk from Oneida County, and he was a farmer for 25 years, and all of a sudden here he was, no farm income. Colen, tell your story.

**STATEMENT BY COLEN SWEETEN, COUNTY CLERK,
ONEIDA COUNTY, IDAHO**

MR. SWEETEN. I don't know whether I should spend too much time on that type of story. This is true, I am now an elected official and feel like I have jumped out of the frying pan into the fire. My income is \$3,000 less than the average family income of our own county. But I would like to mention a special problem here that I have observed and I think is more fitting for this time, pertaining to senior citizens, and I have mentioned this to Senator Church in the past, and I am sure he will remember it.

SOCIAL SECURITY TOO LOW

We find in our community and I am sure not only in our community, but there are a lot of people who are 65 years of age who have had a low income and retire and find that Social Security isn't enough for them to live on. As a result, many of these people have assistance from the State of Idaho, and they hang their heads and say that they are on welfare. It's too bad that there isn't some way that these people can say they are retired, and I believe that there is a way to help them through our Social Security Program. These people have worked hard and because they didn't have a high rate of earning, some of them go on working. They can't retire, so they work on until they drop or until they are forced to retire, and this holds a younger person out of employment when they do this; even though they would like to retire, it's forced on them.

I believe there is one condition that we should consider, a man and his wife both working. If a man and his wife are both working and the woman isn't earning very much, of course, when he retires, as his spouse, she will receive consideration in the Social Security program, which means that all that she has paid in on her own will not be credited to her, and I feel that if he is earning less than the maximum that we pay on, that these two could be lumped together and should be lumped together to give them a retirement check that they could use and be allowed to retire. Now, this is no more than fair.

Another situation would be a man who is earning \$7,800 a year. He is paying in on the amount that's expected to bring him a check that he could retire on. If his neighbor is making \$5,800 and his wife \$2,000, between the two of them they are contributing just as much to the fund and yet when retirement time comes, there will be no comparison in the benefits they will receive, so maybe one man can retire and the other one will go on working, holding the job that the younger man would like to have. And I think that these situations must exist all over, and these people must live, they must have a respectable living, and if it could be done through the retirement program rather than through the welfare program, which is already overburdened, I believe it would be a much happier answer to our problem.

Senator CHURCH. Colen, let me just comment. I agree completely with what you have to say about the retirement as distinguished from welfare. The first reform I would like to see made in the welfare system is to abolish old age assistance entirely and in its place establish a program administered through the social security that would guarantee that every beneficiary under Social Security would have an income that's above the poverty level. In other words, when we first set up Social Security, that's what we had in mind, that was the whole idea. You remember—I don't want to date you, Colen, and I am told when they first set up Social Security that the purpose was to insure working people a decent retirement income after their working years so they wouldn't have to go to welfare. That was the whole idea of it. And it's happened that through the years, due mainly to inflation, people who were earning small incomes back in the 1930's and in the 1940's as compared to the incomes today are now getting paid benefits based upon those small incomes, while the price of living has gone up and up and up, and so we get the hard fact that a great many people receiving Social Security are clear down at the bottom of the scale. They are getting \$70, \$75, some even less, a month. Nobody can live on that now, and so a lot of these people have to go to welfare.

Mr. SWEETEN. That's the problem.

AGED RESIST WELFARE

Senator CHURCH. It's not fair to them. Many of them resist, they don't want to have to go to welfare and ask for a handout, and I think that if there is one great failure in this country, it's the failure of a country as rich as ours to provide an adequate retirement program. We just haven't done it.

So along with your testimony, in line with your testimony, we are trying to rectify that great failure in legislation that's now before the Congress. I have a bill in the Senate, and the bill has already passed the House, which would take old age assistance out of welfare entirely and administer a program through Social Security so that those at the lower end of the scale who are getting less income than the Government says is necessary to live above the poverty level will get a supplemental payment in lieu of old age assistance.

Mr. SWEETEN. How can we support you on this?

Senator CHURCH. If we can do that, we can do more for the elderly in this country in one stroke than we have been able to do since Social Security was first set up and since Medicare was passed. I think this is the third really big step we could take, and I think it's on its way. It has passed the House, it has the backing of the Ways and Means Committee, Chairman Mills has given it his blessing, and we are going to have it up in the Senate, and I hope we can retain it there and improve upon it some. I just have high hopes that this year we can get that kind of a bill through the Congress.

Mr. SWEETEN. One more comment. The way this thing works, these people, right at the age when they would like a little security, are forced to go to the State department of public assistance, and the law requires that they give a lien on their home, and this blocks a lot of them, and a man who needs help and won't take it is really a problem. The State doesn't want their home in the first place.

Senator CHURCH. At the Federal level we can't change the State law, as you understand, but if we could put through a program of this kind, no one would have to go to welfare, no one would have to have a lien slapped on their home to get an income adequate to live above the poverty level.

Mr. SWEETEN. Couldn't this be financed from the Social Security program itself by raising the maximum, as they are talking of right now?

POOR CARE FOR ELDERLY

Senator CHURCH. The problem has always been in the past when we proposed to increase the benefits at the lower end of the scale sufficiently—you see, a fourth of the people in this country 65 years and older are living in poverty in this, the richest country in the world. I could name you a dozen countries a lot poorer than the United States where there is nobody living in retirement in poverty, where they have taken better care of the elderly, far better care of the elderly. So every time we propose to do something about the low scale payments under Social Security, those at the bottom who just can't get by, we have been told, "Well, that will destroy the integrity of the Social Security system. We have a system set up, a pay-as-you-go system, a person is only entitled to take out in proportion to what he has put in, and you can't tamper with that because if you start tampering with that, there will be no internal discipline, no internal restraint on the system." But at the same time we are taking money out of the general treasury to pay for old age assistance under welfare, so this proposal will combine the two, we continue to take money out of the general treasury to make this supplemental payment while we wouldn't interfere with the integrity of the Social Security system itself. In other words, it would just be a supplemental payment for the very poor who are struggling along without an income that enables them to live in minimum decency, and that would continue to be paid out of the general treasury, but we would eliminate the general treasury payments that are now going into the 50 different State welfare systems for old age assistance and use that money and divert it into the Social Security system.

Mr. SWEETEN. That's what I had in mind. Thank you.

Senator CHURCH. Now, I didn't mean to interrupt here, because we are just about to hear from the last gentleman on our panel.

Senator EVANS. Senator Church, this is Ralph Jones, also a farmer, a part-time farmer now as a result of his problems. Ralph.

STATEMENT BY RALPH JONES, MALAD, IDAHO

Mr. JONES. Well, Senator Church, my problem, I have been on a farm all of my life, worked there, and I made a pretty good living in the 1940's and the 1950's, and then this machinery cost squeeze has got to us where the machinery has gone up so high you can't afford to buy it. The price of wheat was \$2 a bushel there in 1947 and 1948, a little better than \$2 a bushel, and now we—well, we paid, \$4,000 or \$5,000 for a good, big tractor then. Now we go up there and buy a tractor and it costs us \$20,000, and the wheat is worth, \$1.19 to \$1.46 at the best. When wheat was selling for \$2, you could

buy a loaf of bread for 12 or 14 cents a loaf and now you are paying 40 cents.

What I would like to know is where this squeeze is going to stop. How are we going to go, how are we going to buy this machinery at \$20,000 and sell wheat at \$1.19? It's got to stop some place.

I have had to take a full-time job to keep my farm going. I am working 8 hours a day on the job, 5 days a week, and I have to go home and work nights, up to 12 or 1 o'clock in the morning, to keep my farm. I keep my farm out of the red—I owe the bankers a little money all right to keep operating, but I have kept out of the red by working, but I am going 24 hours a day. How can I keep that up? When I get another 10 years on me, I will either be dead or something else.

And these young kids can't start, they can't even think about going out. If I would give them my farm, give a young fellow my farm and tell him, cattle and all, here it is, it's yours; you go buy that machinery and keep that farm operating, he would starve to death and go broke. The small farmer is going to be out of it. You are going to have these cooperation farms in there and then everybody is going to pay. They are going to hold controls on that, and we better get down to where we can help the small farmer grow.

That's all I have to say.

Senator CHURCH. I couldn't agree with you more, as far as the small farm is concerned. I have just been left groping for an answer; I think we all have been looking for an answer.

COOPERATIVE OWNERSHIP OF MACHINERY?

Take this question of machinery. The investment that's now required really makes it impossible to buy the machinery you need and to operate a small farm to come out. You just can't come out. I wondered why the farmers haven't looked into the possibility of setting up cooperatives to acquire machinery so that the members then of the cooperative would have access to it, and it could be owned that way. You know, cooperatives in farming in the way of marketing farm produce have been very successful in this country, very successful, but I have yet to find a farm cooperative set up to deal with this machinery problem and the big investment. Individual farmers just can't hack it.

Mr. JONES. You have got to get those crops in and you have a certain length of time to get them in. If you get a hailstorm tomorrow, it will wipe 200 acres of wheat out, or 300, right now. You can't wait for your neighbor to get through with the machinery. It won't hurt him, he has got his wheat in, but you are there waiting for the piece of machinery. You can't wait for it, you have got to get that work done if you are going to raise your crop.

Senator CHURCH. There ought to be a more efficient way to do it. The machinery the individual farmer may own has got a lot bigger capacity than the farm he cultivates and there ought to be a way to break through that barrier because I know it's not going to be feasible to preserve the small family farm and have the farmer pay the prices that are now facing him in acquiring the necessary machinery.

Mr. JONES. Another thing I would like to ask is where is this bread—when we was getting that \$2.80 for our wheat back there in 1946 or 1947, and we was getting bread for 14 or 15 cents a loaf, they was mixing that bread then, the dough and everything, these bakers was mixing it and they was hiring men to do it, and now it's all automotive, they go in and push a button and they make 2,000 or 3,000 loaves. Where is the difference? Where is the spread there? How come is bread 45 cents?

Senator CHURCH. Well, the middleman is taking—

Mr. JONES. Somebody is sure taking it.

Senator CHURCH. Many of them will tell you that their labor costs have gone up and machinery costs have gone up, but still the farmer comes out with the smallest parts—

Mr. JONES. The poor old farmer is the one taking the dirt right now, yes.

Senator CHURCH. John, you mentioned in your testimony one thing that I would like to comment on, getting back to the problem of older people in the rural areas.

There is an experimental program called the green thumb program that you may have heard about. We are trying to get a green thumb program established here in Idaho. It's been very successful in Utah. It's a rural program. In fact, I think it's the Farmers Union that is the sponsoring agent of the program. But older people who are no longer employed full time or who are retired and want to earn a little supplemental income on the side have been engaged in this program on a part-time basis. They may work 2 or 3 days a week, and the program puts up the money to pay them for the work they do, and the local government, the city government or county government, will engage them in projects and put up the materials for the projects, a cooperative program of that kind, and they tell me down in Utah that it's just been very successful in cleaning up the countryside, in setting up little picnic grounds and small community parks and getting little public projects taken care of that the city or the county couldn't afford to do if they had to take on the whole cost, and that the elderly people are able to do this because they have the know-how and they like to work 2 or 3 days a week to supplement their income, and they don't have to work longer than they are able, and this is a program I would very much like to see established in Idaho. I would think it would work into your Resource Conservation and Development program for your area. And it has been right down there in Utah just south of you that they have had this good experience with it.

STATEMENT BY EMIL FREUDENTHAL, DEPARTMENT OF EMPLOYMENT, STATE OF IDAHO

Mr. FREUDENTHAL. I would like to make a brief statement to Senator Evans, if I could. I am Emil Freudenthal with the Department of Employment. We are the operating training arm of the U.S. Department of Labor. We have two programs which apply to two of your questions you had here.

Senator CHURCH. Would you step closer to the microphone, please.

TWO PROGRAMS

Mr. FREUDENTHAL. We have two programs that apply to these problems. One of them is the education of the older workers' children, retraining them to give them job skills, and the second one is the retraining of the older worker himself. These programs reimburse the employer for half the trainee's wages during the time of training. They are Job Option program and the Job 70 program.

I have been down to Malad three times to offer these programs to the people in Malad. I have contacted two automobile dealers and one of them who is past president of the chamber, an automobile parts outfit, the current president of the chamber, a jeweler, who is also a member of the chamber. I didn't bring any notes, so I don't know these gentlemen's names. And I received no response from them. If we don't get help from you, we can't help them.

Senator CHURCH. That's something, John, you should look into.

This is sometimes the kind of thing we get accomplished at these hearings, to get together and get some of the wheels turning.

Senator EVANS. Senator, this follows along the line. I know there are a great number of programs that are available, but the people don't know about them, and you have got to get the word down to the people who need the help and certainly, through resource conservation and development, we will be very happy to sponsor and have you come down and meet with the people this winter. Any way we can help, we would like to have you come down and get the job done.

Mr. FREUDENTHAL. The gentleman on the end, would you stand up, please, and would you introduce yourself, please.

Mr. HESS. I am Don Hess, extension manpower agent. It's a new program they have started in Oneida County, Franklin County, and two other counties in southeastern Idaho, Caribou and Bear Lake Counties, and also a county in northern Idaho, Boundary County.

I believe that what Emil wants here is for me to say something as to the response I am getting from the people in the area, is that correct?

Mr. FREUDENTHAL. Yes, let met say what his function is. He is stationed with the county agent as an outreach from the Department of Employment, so he is available. If you have any of these programs you wish to participate in, get the word to him and he will get the experts in on it, so he is the local person you can contact.

STATEMENT BY DON HESS, EXTENSION MANPOWER AGENT

Mr. HESS. The program hasn't been going very long and that's why I don't think a lot of the people down there know it exists and, as soon as they know it exists and this help is available, I am sure some good positive response will come from it but, like any new program, it does take a little time.

It's just like a new teacher going into a school. I remember the story of the one gal who tried to make a big impression with the people in the community and the superintendent was going to be in this particular meeting, it was actually a spelling contest, and some of you may be familiar with the particulars. She was under a lot of pressure, she felt she had to do a good job with the superintendent there and

she had been working with her children on certain words to make sure they would know exactly how to spell the words. One individual in the class, she found out was named Dammit McKinley, and she said, "It can't be, it must be Da-mit, it can't be Dammit," and he said, "No, that's right, teacher, you were right the first time." So what happened is they went into this spelling bee and everything was going just fine, the students were showing their intelligence and it looked as though the teacher was doing a superb job with her class, and it came down to that the star pupil in the class missed one of the words and the next pupil in the class missed the same spelling word and she thought, oh boy. She was worried because she didn't know how she was going to get out of the embarrassing situation. And all of sudden old McKinley raised his hand, and he was sitting off to the side, they really kind of ignored him, he hadn't taken too much part, and she just spoke up after a few minutes of silence and said, "Dammit, you don't know how to spell," and the superintendent said, "Hell teacher, give the kid a chance!"

I think this is the case with me, it's going to take me a while to get out to the people and get these programs going, but I hope we will be able to do so.

Thank you.

Senator CHURCH. This hearing may give you your chance.

Mr. FREUDENTHAL. We also have one stationed in Soda Springs, too.

Senator EVANS. Along the same line, here are programs that are available and they are not getting out to where the people are and we are finally doing it and Mr. Hess has been on the job now for a couple of months, something like that. The Farmers Home Administration has a fine housing program. They had a Farm Home Administration office in Preston, which is 50 miles from Malad. If you wanted anything, you had to go to Preston. Through R.C. & D. we were able to secure a man at Malad, and within this last 6 months they have been able to secure 16 homes. This is the most homes that have been built in Malad in 50 years but there are 16 homes that are going to be built there, just as a result of the agency and a man being available to explain the program, and this is what I say about the employment service, I think they are doing a tremendous job bringing Mr. Hess down into those three counties to help us solve our own problems.

Senator CHURCH. This is fine. I hope this has helped get you people together in connection with some programs that are directed toward problems of the aged.

Thank you very much, gentlemen, I appreciate very much your testimony.

We will call next to the stand Rev. Jack Viggers, who is director of the Eastern Idaho Special Services Agency, Mr. Langdon L. Leedy, a former employee of the Phillips Petroleum Co., Mr. Charles M. Rice, president and general manager, personnel administration, Aerojet Nuclear Corp., along with Mr. Gerry E. Harker.

Reverend Viggers, I think you are kind of chairing this panel, aren't you?

Reverend VIGGERS. I didn't realize that.

Senator CHURCH. You have just been named the chairman and why don't you go ahead and proceed as you care to.

Reverend VIGGERS. Thank you very much, sir.

**STATEMENT BY REV. JACK VIGGERS, DIRECTOR, EASTERN IDAHO
SPECIAL SERVICES AGENCY**

Reverend VIGGERS. Ladies and gentlemen, some of the things I have to say have already been said, however, I think they bear repeating and re-emphasizing. I am especially pleased to have this opportunity to speak to the special problems of older workers. In my capacity as Director of the Eastern Idaho Special Services Agency in Bonneville County, my particular concern has been to serve senior citizens. In the process of my work, I have been able to talk to a substantial number of individuals. Most of those persons are retired. In the past year we have had a number of speak-outs and community forums around in our area and these were, of course, a part of our preparation to participate in the White House Conference on Aging, and these speak-outs and community forums have given some particular insights, I think, into the hardships which many older persons are enduring.

I was particularly impressed and distressed by the situation of a number of participants who resided in remote rural areas. Throughout their working lives these people for the most part were engaged in farming and ranching. The very old among them had made no contribution or almost no contribution to Social Security and, therefore, they had no earned annuity. The younger participants among them had made some contributions. They were covered by Social Security for only a brief period of time and, therefore, had only a minimum entitlement. My concern, of course, was for those that were the marginal operators and those who were working for wages on farms and ranches primarily. These persons have a very great need for some kind of income security in the time that they have remaining.

MUST TAKE PAUPER'S OATH

Now, it's obvious that the need for income assurance is not felt equally by all persons. Some persons are more fortunately endowed and they have gathered together substantial resources for their retirement years, but those who need it ought to have a minimum income. Presently old age assistance is provided through the Department of Public Assistance and, as has been mentioned, is viewed by senior citizens as welfare. In addition to the welfare stigma attached to these payments, Idaho and a number of other States require that the recipient of this aid take a pauper's oath and give over a lien on any real property which he or she may own. Now these requirements are grossly unfair. The demeaning aspect of receiving welfare is bad enough, when a person has worked long and worked hard and is now physically unable to work. It's worse when a person must give over even the meager estate which he may have acquired just in order to achieve a minimum subsistence.

A much more humane solution could be achieved by tying old age assistance to the Social Security Administration, as your committee has suggested, and fully funding this out of general revenues. I further suggest that, although it may be actuarially irresponsible, the level of payments under Social Security to widows and widowers needs to be radically revised upward. Most of the fixed costs of living are not dramatically reduced for the surviving spouse. Often they are

forced to leave their homes because income can no longer meet costs. The tragic separation of persons must be followed by a dramatic change in life style at a time when persons are least adaptable to change. Again, a survivor's assistance program administered by the Social Security Administration could relieve much of the anguish experienced by the surviving spouse.

FORCED RETIREMENT

While the problems of the over 65 retired persons are great—and I know that there are specific remedies being considered—there is, I think, another group with whom I have also had considerable contact. These persons are not receiving the same consideration. I am speaking of those persons who are too young to retire and too old to enter new jobs at a level commensurate with their ability and their previous earning capacity. Men with technical skill in both the middle and the upper echelons of management are being forced to accept early retirement due to changes in operation or in the mission of the industry in which they worked. To my own knowledge, this has happened as a result of Federal action at the Idaho Reactor Testing Station, and I am sure that the same situation has been repeated many times over in other parts of the country. The loss of such early retirement, for whatever the cause, means in terms of wasted talent is obvious, and the effect of prematurely reduced income is also obvious. Responsibilities which might have been fulfilled at age 65 create an unbearable burden when retirement is forced at age 50 or even at 60. It may be that a 55-year-old executive has outlived his usefulness as far as his company is concerned, but he has certainly not outlived his usefulness as far as his country is concerned.

In addition to the purely practical loss incurred as a result of taking productive persons out of the workforce, there is the problem of the person himself who has been forced to step aside. In this society a man is judged and he judges himself by the work that he does. Suddenly, through no direct fault of his own, the man's identity has been taken away, he has become a failure, a person of small value in his own eyes.

We can't expect that companies will carry people who no longer meet their changing requirements, although men in top management are being carried, even though significant decisionmaking has been taken out of their hands. I know this is true because I have seen it happen. But, again, I am talking about a waste of a valuable resource and the terrible effects on the self-image of the person who is caught in that kind of situation.

The problem I have outlined is related to an emerging problem toward the solution of which we will have to devote an increasing amount of energy. What do we do with people in a technologically advanced society requiring fewer and younger people to work in the traditional sense. It seems to me the answer must lie in a radical reordering of our priorities. Why, for example, should a business executive be barred from teaching business administration in a public school or a legislator be barred from teaching political science in a public school simply because he lacks the prerequisite courses in teaching method? Could not the Small Business Administration provide well-trained temporary management as well as loans of money? Would it not be feasible for the Economic Development Administra-

tion to assign specific people, people of proven ability, to manage projects for which it provides grants? Any number of other programs presently funded by the Federal Government might be reordered so that the talents of older workers can be utilized. In many cases insuring that the right people are working with a project may be more important than the direct imposition of money into a project.

In order to make such a pool of talent available, I would suggest creation of a talent bank from which talent may be withdrawn to meet both public and private needs. Individuals could register themselves as available or companies could register personnel they are willing to lend. Through this means an extremely valuable resource could be conserved and could be utilized, and older workers could be assured of continuing opportunities to fulfill useful and personally satisfying roles.

In all the cases I have cited, the basic physical subsistence need of the people involved are being met, that is, more or less, but the people, their pride, their self-esteem, their sense of personal worth is being neglected to a large degree. If the public at large has a responsibility for the physical well-being of the individuals in our society, it also has the responsibility for the human spirit of those that it helps physically. The poor and the under utilized need more than subsistence, they need assurance that their worth is recognized.

Thank you, sir.

Senator CHURCH. Thank you very much, Reverend.

I think rather than question you at this time, we might hear from the other members of the panel and then address some questions to the panel as a whole.

Reverend VIGGERS. Yes, may I introduce Mr. Langdon Leedy.

STATEMENT BY LANGDON L. LEEDY, IDAHO FALLS, IDAHO

Mr. LEEDY. Thank you, Jack, Senator Church, fellow members of the panel, and ladies and gentlemen.

I have been asked to testify on the problem of unemployment among older Americans as it relates to my personal experience and observations. First, the subject covers a wide spectrum of the American, working force, and I am certain that the committee can appreciate each individual story would be shaped around his own particular circumstances as to the manner this unexpected experience affects his own family and plans for the future.

My personal experience relates to my employment with a firm for over 40 years, the last 16 of which were spent in Idaho working under my employer's contract with the Atomic Energy Commission. I left a secure job in the company's home office and came to Idaho at their request to assist in the administration of their Government contract. Unfortunately the Government contract was terminated at a point in my life, age 59, where my talents were not very salable to other departments in my company and, as far as that goes, to other employers, including the one that succeeded, my present employer.

As I said earlier, each individual placed in this traumatic situation has his own particular problems, first and foremost of which and of course which is common to all, and that is the support of his family. With respect to my particular situation, the next item of importance,

and a very important one indeed, was the completion of the education of my three children. Certainly, another important problem caused by unexpected termination of employment, is the completion of payments on the family home, and certainly with anyone expecting to work to the normal retirement age of 65, his plans should include the setting aside of a nest egg for possible emergencies that could occur after he ceases work, and finally his plans should include the pension, which, together with Social Security, would be adequate to enable him to pay living expenses in the future. As I said, all of these goals and plans were based on being able to work to age 65. However, they were abruptly interrupted and went down the drain in the termination of my employment.

Admittedly, I was a lot more fortunate than others caught in the same situation in that I did find a job, although at a substantially less salary, actually less than a third of my former salary, and this does help with my living expenses now, however, the untimely loss of my job has had the effect of reducing my pension by about 35 percent of what I would have received at age 65. This reduced amount creates grave concern for our ability to cope with future living expenses in view of the continual increase in the cost of living and, of course, it is needless to say that our plans for setting aside a nest egg for emergencies has also gone down the drain.

MORE FORTUNATE THAN MOST

As I have stated, admittedly, I was more fortunate than others in that at the age of 59 I was eligible to receive a pension, although at the same time I was 3 years away from social security, even though my pension in this particular instance was at a greatly reduced rate. But the point I should like to make to the committee is that even though employers with pension plans extend the right of reduced payments to employees at age 55, there are indeed a number of employers who I am sure have no pension plans at all, and, similarly, there are another great number of workers who are not eligible or are not the age of 55 and, as a consequence, are not eligible for a reduced pension. Yet, they are in the same age bracket that labels them as undesirable because of age and their future employment potential is nearly zero.

It is this group that I strongly recommend to the committee for serious consideration, plans, and programs with the objective of reinstating them in the American way of life, because they appear to be just as objectionable to employers as those 55 and over, but yet they are so far away from pension or Social Security benefits that there appears no avenue of encouragement for the future.

With respect to this particular situation, I would like to recommend for the committee's consideration some method of providing for the transferability of pension credits from one employer to another and possibly some scheme of advancing Social Security benefits even though at a reduced rate and possibly for a temporary period. This would be of tremendous value and help to the employee who loses his job just short of having his pension vested and who subsequently might find a job. And in this connection I was pleased to note in the Sena-

tor's remarks this morning that one of the programs or actions, I should say, before the Senate now is No. 2, which I will read:

A Middle-Aged and Older Workers Employment Act to provide training, counseling, and supportive services to enable persons 45 and older to move into new and better paying jobs.

I think this is tremendous but at the same time I would recommend for the committee's consideration, some method, some manner of advancing Social Security benefits or creating a transferability of pensions, because if these people in this bracket are not able to subsist, certainly their training will be of no avail.

Senator CHURCH. Mr. Leedy, may I say in that connection that this whole problem has finally come to the attention of the Congress. You see, the problem that Mr. Leedy refers to, a private company may have a pension plan, which is all to the good because Social Security was never meant to do more than the minimum, you may have on top of that a pension plan that the company offers to its employee, and a worker may work half his life for the company and then get terminated, his job cut off, just before he becomes eligible for his pension, and it's lost to him, or he may have to go to another company and find employment and start all over again and everything he has put into the pension plan is lost to him, his rights don't transfer to another pension plan, and this has come to affect so many workers in this country that we have got to do something about it and make certain that when an employee has certain rights under one pension plan, he can transfer those rights to another pension plan and not lose them and thus lose out on the benefits that he has paid for when he gets to be of retirement age. You can see how complicated this is going to be but something has to be done here because people are just getting cheated. People are paying into programs and never getting any benefits from them and often it's no fault of theirs.

Mr. LEEDY. May I suggest, Senator, that possibly one vehicle for making certain that this can be done would be—I am sure you realize, all company pension plans, which the company secures a tax advantage, certainly has to be approved by the Internal Revenue Service, and I would suggest that this could be one of the items for making such plans eligible.

Senator CHURCH. We are really looking into this now for the first time and I hope we can come up with some improvements in that situation.

LOSS OF SELF-RESPECT

Mr. LEEDY. There are other problems, too numerous to mention. Strictly one that I have not touched upon, and that is the loss of self respect and dignity to the individual who is exposed to becoming "an unemployable discard from the American way of life." This is a situation that no amount of dollar cost can be measured, however. I leave that as another problem deserving the committee's serious consideration. I trust that my comments will be of some value to the committee in their deliberations.

Thank you.

Senator CHURCH. Thank you very much, Mr. Leedy.

Now I would like to hear from Charles Rice.

**STATEMENT BY CHARLES M. RICE, PRESIDENT AND GENERAL
MANAGER, AEROJET NUCLEAR CORP.**

MR. RICE. Thank you, Senator Church. I think I have been asked to reduce the prepared statement I have in view of the time that has gone by and I will try to do it without leaving off the things that were most important in the comments I wanted to make.

Senator CHURCH. Your prepared statement will be printed in full following your remarks.

MR. RICE. I am going to try to address primarily two of the concerns that Senator Church mentioned in his opening remarks, the first one of which is the fact that the Senate committee is keenly aware of the fact that recent layoffs and plant shutdowns are affecting a disproportionate number of older workers, and the second one, that once those people have lost their work, that they have more difficulty than other people in finding additional jobs. I think most of you from this area are aware that during the period of time from November of 1969 through September of 1970, Idaho Nuclear Corp., which was the predecessor of Aerojet Nuclear and the successor of Phillips Petroleum Co., went through a series of three reductions in force as the result of changes in the budgetary emphasis in the Atomic Energy Commission and changes in program emphasis as the AEC's programs changed.

PLAN TO ASSIST EMPLOYEES IN LAYOFFS

Prior to the first of these reductions, a detailed plan was developed to assist the employees that would be affected by the layoffs in all ways possible. It included a careful review of each one of the employees by not only the division managers and above that were involved in the company management but by all other division managers to see if there was a spot that that employee could be used in. We counseled the employees after they were notified of their termination on their insurance options, on retirement benefits, investment plan benefits, move-back provisions, rehiring, and effects on benefits, and all of these things, and we provided reemployment assistance to all employees that were terminated that were interested in such assistance. We are still maintaining contact with a number of those employees to see if we can't help get jobs for some of them that haven't yet been placed.

The total employment at the time of these reductions was some 2,600 and the reductions were about 307 people, and the total population in our company during the same period of time dropped more than that, 365, so that we attempted during the course of these reductions to let attrition, where the person wanted to leave on their own account help us get down to where the budgetary level would allow us to be.

The basis for selecting personnel to be terminated was one that identified the employee that was the least important to the project that he was working on in the priority schedule that the AEC had and to the company. Once they were identified, all division managers reviewed the records of each employee for possible transfers. Hardship cases were taken into consideration: Where a husband and wife were both employed by the company and both of them appeared on the list, one of them was removed; in cases of people with heart problems, which we had a couple; suicidal problems, which we had a couple; minority

difficulties: In each one of these cases, we removed the person from the list rather than add to the economic problem that he was going to be seeing or other more severe personal problems. In one case where we couldn't find a job for re-hire or an outside job for a man who happened to be 61 years of age, we hired his wife and trained her for a specific job because we had nothing that would fit his capabilities.

We had told the AEC that we would work with all of these employees over the period of time that they were job hunting. We had a number of accusations leveled at us based on discrimination by age and sex and other bases, and each of these was investigated thoroughly by the Atomic Energy Commission with no findings of discrimination on any basis being returned.

Let me look for a moment into some of the statistics that address the two concerns that Senator Church mentioned and I mentioned earlier. In the category of the disproportionate number of older persons being terminated, 71 percent of the number terminated were under the age of 45; 29 percent were in the age bracket from 45 to 65. On the other hand, our present employee population—I would give you the past one except we would have had to have delved back into a lot of records to find it—is 38 percent in those older categories, so we reduced 29 percent of the number in the category that had 38 percent of the employees, so we did not discriminate by age; if you will, we probably discriminated by youth.

In assistance to the terminated employees and our success in placing them in other jobs, which is the second of these concerns, we had 307 employees that we had to terminate. Only 137 of them asked for assistance in finding additional jobs. Out of that 137 we managed to place 106, so we did an excellent job, I think, in terms of getting them placed. We even had, I think, a fairly good success ratio in the older employees that were terminated. In those over 45, 87 employees were terminated. Fifty-two of these asked for and received assistance in finding new positions, and 39 of them were placed through our efforts, and I think one of the nicest statistics in the whole thing is that 3 of the 4 who were over 60 who asked for our help we managed to place.

Our procedures in finding potential employers and to help the employees was fairly exhaustive. We contacted by phone and letters several hundred employers. We provided résumés of all of the employees interested to State departments of employment. We provided the same information to all AEC offices. We invited companies in to interview our employees. We put together brochures, including the résumés of all the employees that would fit potential jobs. We counseled the employees who were having problems in techniques and we helped them write their résumés. We followed the employee until such time as he was adequately placed and we are still working on some of them. Some placements took many months and others a very short time. Such a program took time and effort and dedication and skill and knowledge, and I think more of this could be done by other employers. I don't think we are representative of the general run of employers in what we have done in this area, I think we are far in excess of it. A lot of companies only pay lip service to helping terminated employees.

In summary of our experiences, I would like to make a general observation, and that is that any older person on our payroll who was experienced, capable, and performing in his job, was retained in

preference to a younger, less experienced individual. The only basis for termination of an older or any other employee was one of the two following: His job was abolished and he was inadequately qualified for another position in our company, or he was a marginal performer. We do not allow longevity to replace performance requirements in our company. We are working for the Government and we are spending your money as taxpayers. By the same token, we don't believe there is any substitute for good experience if applied to the problems at hand. We have some very excellent employees in the age bracket from 45 to 65 and we expect to have them there until they do retire.

PENSION PLAN PORTABILITY

What might this Senate committee do to help the aged and the aging? I think I would like to spend a couple of minutes on that. My thunder has been stolen by Mr. Leedy's and your conversation a couple minutes ago. One of the things I think is important is pension plan portability. A first start would be pension plans for companies that are largely working for Government or on Government contracts. Standardization of those pension plans could be made and they could be transferred from company to company without any difficulty, it seems to me. Another one that seems important, and this one gets into an area where I have no expertise and I don't propose to have much in this whole area except my concern as a citizen and as an employer, is retirement income flexibility so that in some way the retirement income can be tied to the cost of living in the same way that the unions tie their labor contracts to changes in cost of living.

I think basically a problem of the employers and their relationship with their employees, I would like to mention and that is how do we continue to give older employees productivity incentive? How do we keep them from getting retired on the job as soon as they have gotten the standard 15 or 20 years in that allows them to vest in a retirement plan? How can we prevent the feeling that their past performance isn't enough to warrant keeping them on the payroll rather than what can they do today and what can they do tomorrow? And I think this is our problem and we need to work on it.

I think training programs which don't necessarily need to be governmentally funded, which can retrain employees who are in jobs such as physically difficult jobs when they are younger, so that as they grow older they can be trained not at the point where they are no longer useful but during the period of time where they are approaching that point so they can go into other areas where those skills that they have utilized and contributed with can be utilized in a less physical area.

My company in the few years I have been here in Idaho has made some excellent progress, I think exceptional, in the hiring and the training and the utilization of the minority population. We do not and never have discriminated on any basis including age. We are aggressive, we are forward thinking, we believe in the personal dignity of each individual in our company, and we are proud of our accomplishments in the field of equal and fair employment, and we are sorry that we had reductions in force and it necessitated an impact on a lot of people, and we are also very proud of our technical contribution to this Nation that has been made primarily by the people in this southeastern section of Idaho.

Thank you, Senator.

Senator CHURCH. Thank you very much, Mr. Rice. I think that the Aerojet Co. does deserve commendation for the way it has tried to avoid discrimination against the elderly or any other form of discrimination in its employment practices. I think you did make a great effort to help those who had to be terminated from your own company's employment, and the reason we wanted you to testify to this effect is that it's helpful to have in the record some specifics about a company that has made this kind of an effort, because, as you yourself have observed, it's not typical of what's done, it's far from typical.

I remember talking to a friend of mine in Boise the other day who was telling me about another company that was exceptional because it continued to keep track of its retired employees and continued to maintain an interest in their welfare, and this is quite extraordinary, and, yet, it ought to be the habit of every company that has the resources, and I hope that by pointing up some cases like your own we could fill the record with some examples that may help lead the way for other companies.

I think about the retired people, for example, of many a big company that have a fixed retirement income, and they are faced with continued increases in the price of living, and no adjustments are ever made. There ought to be some way to tie in a cost-of-living factor in retirement. We ought to be able to do that in private company pension plans; we ought to do it as far as the Government retirees are concerned. Usually we get around to thinking about the retired people 2 or 3 years after we made adjustments in the wages for those who are still working. That's typical of how this happens.

Well, thank you very much. I appreciate your testimony.

(The prepared statement follows:)

PREPARED STATEMENT OF CHARLES M. RICE, PRESIDENT AND
GENERAL MANAGER, AEROJET NUCLEAR CORP.

My name is Charles M. Rice. I am president and general manager of Aerojet Nuclear Company. Aerojet is the successor to Idaho Nuclear Corporation. We have the prime operating contract at the National Reactor Testing Station.

During the period from November 1969 through September 1970, Idaho Nuclear Corporation suffered substantial reductions in force because of budget reductions and changes in program direction.

These reductions took place in November 1969, March 1970, and September 1970. These reductions, not counting employees who at the time took early retirement, totaled 289 employees—employees who took early retirement totaled 21. Our total employment level just prior to the first reduction in force was 2626 and immediately subsequent to the last was 2261.

Prior to the reductions, a plan was developed to assist the affected employees in every way possible. This plan included the following major areas.

1. Careful review of each individual to assure sufficient justification for his being on the reduction list.

2. Counseling employees on their insurance options, retirement benefit options, investment plan provisions, move-back provisions where they applied, rehire and effects on benefits, unemployment compensation, etc.

3. Re-employment assistance. Assistance in preparing résumés, contacting companies and state employment agencies on their behalf, sending résumés to interested potential employers, etc.

4. Maintained contact in order to rehire as many as possible when job openings for which they were qualified occurred.

The first reduction was effective on November 14, 1969. The impact on the employees and the community was severe despite the fact that similar reductions were the order of the day throughout the Nation at that time. I feel the severity of impact of this reduction was the result of the economic importance of NRTS to

eastern Idaho; the prior history of continually increasing budgets over its period of operation; and the normal stability of work force that goes with government supported operations.

Realizing the potential impact beforehand and having a strong sense of obligation to all our employees our plan was designed to assist employees in all ways possible including a willingness on our part to accept unfavorable publicity rather than cause any unnecessary pain to the affected employees. The basis for selecting personnel to be terminated was one that identified the employee that was the least important to the project he was on and to the company—when they were identified, all division managers reviewed the record of each employee for possible transfers and to fill existing openings. Hardship cases were taken into consideration. If a man and wife both working for Idaho Nuclear Corporation appeared on the list, one was removed. Other hardship cases were considered and removed from the list. Such cases included such diverse problems as heart attacks, suicidal problems, and minority difficulties. In one case we even hired and spent several months training the wife of a terminated employee for whom no job opening to fit his capability existed.

Once the list was finalized, the employees were given notice and the counseling and assistance phases of the reduction went into effect. Of the 90 who were terminated in November 1969, 51 asked for reemployment assistance; of this number 37 were placed on jobs as a result of our help. Others could have been placed except that they were unwilling to move from the area or for other personal reasons.

We had advised the Atomic Energy Commission and all employees that the company would continue to work with terminated employees indefinitely until they were placed. It was regrettable that more did not avail themselves of our assistance. However, there was no way in which we felt we could force such assistance upon them.

A number of accusations related to discrimination by age, sex, and other bases were leveled at Idaho Nuclear as a consequence of these reductions. An exhaustive investigation of all aspects of the first reduction was conducted by the AEC. Individual complaints of specific cases on all three reductions were also investigated by the AEC. The results of these investigations were all negative, no basis for discrimination being found.

Since this hearing is related to the problems of the aged, I have taken the liberty of confining the remainder of my remarks to that area and providing some pertinent statistics to demonstrate our lack of discrimination on the basis of age.

Our present employment percentage and the percentages terminated in the total of the 3 reductions by age groups follows:

Age group	Present percent of population	Terminated percentage
Under 35.....	27.7	49
35 to 45.....	33.5	22
45 to 55.....	28.2	18
55 to 60.....	7.1	6
60 to 65.....	3.5	5
Total.....	100.0	100

You will note that 29% of the terminated employees were in the age bracket from 45 to 65. On the other hand our population is 38% in the same age bracket. Obviously we did not discriminate against the aged in our reductions.

In assistance to the terminated employees and success in placing them in other jobs, the following statistics should be of some interest.

Reduction date	Terminated	Asked assistance	Placed
November 1969.....	90	51	37
March 1970.....	145	50	43
September 1970.....	72	36	26

In the "over 45" category, 87 employees were terminated. 52 asked for and received assistance, and 39 were placed through our efforts. Interestingly, 3 of the 4 over 60 who requested help were placed.

Our procedure to find potential employers and help employees was exhaustive. We contacted by phone and letter several hundred employers. We provided resume's of all the employees interested to State departments of employment. We provided the same information to all AEC officers. When employers displayed interest, we sent them a catalog of the resume's. We invited in companies to interview our employees. We lined up interviews with our employees and prospective employers. We counselled employees who were having problems in techniques, in making utilization of latent talents, changing occupations—we indeed followed the employee until such time as he was adequately placed and we are still working with some who have not been able to locate suitable work.

Some placements took many months; others a very short time. Such a program has taken time—effort—dedication—skill and knowledge. More of this could and should be done by other employers. Many organizations pay only lip service to such programs. We feel every effort possible should be extended to find suitable employment for reduction in force terminated employees.

In summary of our experience let me make a general observation.

Any older person on our payroll who was experienced, capable and performing in his job was retained in preference to a younger less experienced individual. The only basis for termination of an older, or any other employee, was one of the following:

1. His job was abolished and he was inadequately qualified for another position in our company or

2. He was a marginal performer.

We do not allow longevity to replace performance requirements and by the same token, we do not believe there is any substitute for good experience if applied to the problems at hand. We have some very excellent employees in the age bracket from 45 to 65 and we intend to keep them productively employed as long as possible.

What might this Senate committee do to help the aged and aging? I suggest the following questions for consideration in alleviating many present problems of the aged and aging.

1. *Pension plan portability.* Should pension plans (particularly for companies heavily involved in government work) be standardized and portable from company to company?

2. *Retirement income flexibility.* Should retirement income be geared to the rise and fall of the economy just like cost-of-living wage changes?

3. *Continued productivity incentive.* How can we keep older people from getting into the "retired on the job" category and how can we prevent the feeling that 10 or 15 or 20 years of past performance is as good as present performance?

4. *Retraining.* Can training programs be developed that will make for ready conversion from difficult physical labor to less physically demanding jobs as a person ages?

I am sure there are many other even more complex questions related to the problems of employment of the aging that this Senate committee must be addressing. If there are such that I can provide my viewpoint to assist in their solution, I will be pleased to answer any questions you might have.

My company, in the few years that I have been here in Idaho, has made some excellent progress—I think exceptional—in the hiring, training, and utilization of the minority population. We do not discriminate on any basis—including age. We are aggressive, forward thinking and believe in the personal dignity of each person on our payroll. We are proud of our accomplishments in the field of equal and fair employment just as we are proud of our technical contribution to this Nation.

TERMINATED EMPLOYEE ASSISTANCE DATA

Age breakdown	Number Layed off	Number requesting assistance	Number placed
Reduction in force—November 1969:			
Under 35.....	41	17	14
35 to 45.....	18	15	11
45 to 55.....	15	10	7
55 to 6.....	9	6	3
60 and over.....	7	3	2
Total.....	90	51	37
Reduction in force—March 1970:			
Under 35.....	79	19	15
35 to 45.....	35	13	12
45 to 55.....	23	13	12
55 to 60.....	3	4	3
60 and over.....	5	1	1
Total.....	145	50	43
Reduction in force—September 1970:			
Under 35.....	31	12	9
35 to 45.....	16	9	6
45 to 55.....	18	12	10
55 to 60.....	5	3	1
60 and over.....	2		
Total.....	72	36	25
Grand total.....	307	137	107
Summary of all terminations:			
Under 35 (49 percent).....	151	48	38
35 to 45 (22 percent).....	69	37	29
45 to 55 (18 percent).....	56	35	29
55 to 60 (6 percent).....	17	13	7
60 and over (5 percent).....	14	4	3
Total.....	307	137	106

Senator CHURCH. I would like to take note of the fact that our State auditor, Joe Williams, is here or at least he was a few minutes ago. I spotted him in the back of the room. Joe, are you still here?

He has evidently stepped out.

Now, folks, we have next on the agenda Mr. Grant Andrus, who is director of the LDS Employment Center, and Mrs. Beth Ryan, who is also engaged at the LDS Employment Center. We are very pleased that both of you are here. Because the LDS Church is especially engaged in this general effort, we would like to hear from you and learn what you are doing. So, Mr. Andrus, would you be the leadoff witness?

Mr. ANDRUS. Thank you, Senator.

STATEMENT BY GRANT ANDRUS, DIRECTOR, LDS EMPLOYMENT CENTER

Mr. ANDRUS. We are here speaking as individuals and not for our church. We are speaking out of our own experience.

The LDS Employment Center in Idaho Falls was instituted over 5 years ago and it is sponsored by five States and now seven States, financed by these States. The purpose was to provide a clearinghouse for our members on job opportunities. It is an arm of the welfare plan of the Church of Jesus Christ of Latter-Day Saints. We endeavor to place people into jobs where they will fit and counsel them to give an

honest day's work for an honest day's pay. We sometimes call employers and suggest they pay respectable wages. Our staff is composed of two secretaries, one generally serving the forenoon and the other in the afternoon. These ladies are paid for their services. Men serve 1 day a week, each without pay, and these men are retired men who have sufficient and are willing to serve without pay. We do help non-LDS as well as church members and our policy is to help people without charge.

Now, the Church of Jesus Christ of Latter-Day Saints is a way of life and we have programs that can take care of groups up into old age. Hundreds of them go out on missions who are over 65; thousands of them are engaged in genealogical research; thousands of them are engaged in temple work; and thousands of them are engaged in local assignments which are given to them by their bishops. So a lot of these people, their time is taken in by this way.

Now, we are placing most of the people who come to us between the ages of 45 and 65, we are placing them in employment unless they are physically unfit for it, and so we have been successful in keeping them busy. One suggestion: If people would get ready for their retirement years with hobbies and other interests instead of waiting until those years come, life wouldn't be quite so boring to so many. Now, we are placing quite a number of people, and I mingle in the circles of which I have mentioned, so I know them, from Pocatello, Shelley, Idaho Falls, Rigby, and so on, and these activities are filling in these later years of these older people, and so our program is a little different than the general other programs.

I would like Mrs. Ryan to say a few words.

Senator CHURCH. Thank you very much, Mr. Andrus. We would like to hear from Mrs. Ryan.

STATEMENT BY BETH RYAN, LDS EMPLOYMENT CENTER

Mrs. RYAN. These are just some random observations. I have noticed in working at the center that people who have a trade, have wisely learned a trade, even if it's just plumbing or something like this, are always in demand and they hardly will let them retire; but the person who depends on a strong back and strong muscles starts to feel a pinch by the time they are age 50. Quite often they will lose the job they have been on for the last number of years and have to find something else that isn't quite so hard, and this is difficult.

I might mention, Brother Andrus said we do help non-LDS, and I have the statistics. About 12 to 20 percent of the people we place are non-LDS, and of the people over 65 that come in seeking work, we have noticed when we call them on different jobs, they are quite fussy. Maybe they don't really need that work, maybe they just want to be useful and they are waiting for a job that just suits what they want to do. I have noticed one couple—and I wish we had more couples like this couple—they go out and tend families while the mother and father are away to a convention or maybe they go to Mexico, et cetera. Vacation time is all year around, especially for doctors or professional people. This couple stays home for 2 or 3 days, tends to their own affairs, then we send them on another job from 3 days to 3 weeks or even longer. They are paid about \$8 to \$12 a day, they are living in this

employer's home at their expense, and it's just like a vacation, different homes every 2 or 3 weeks, and they really like it. The husband of this couple says he has diapered as many children as his wife, and they really enjoy it and make a good income.

SOME JOBS GO UNFILLED

We can't give away some of our jobs. I have a file in my desk of babysitting jobs, and I just cannot fill them or get people to go do this sort of thing. Maybe they just don't need the work that bad yet, I don't know, but it seems there is always work if people are willing to do it. And we have noticed that if people, even schoolteachers et cetera, prepared just a little bit through their lives, by the time they are retirement age, they are ready to buy that camper trailer and see the country while they visit their grandchildren.

I would like to see some of these things done that have been mentioned here this morning, some of them sound good, but it worries me a little because I think our tax rate in this country is just about—well, I think it's 33 percent of our income, something like this, that goes for taxes, hidden taxes and otherwise, and I just don't think taxes can go any higher. I would like to see something done for the elderly and perhaps, as the sign on the door said, inspire them to help themselves in some way or another. We do need some Government assistance, probably.

Senator CHURCH. Thank you very much, Mrs. Ryan, and I appreciate both of you coming because I think that this is an important community service you are rendering and you have been rendering, as you say, for all people in need of your service, and I just thought it would be important to get the community to know more about it. And so I appreciate your coming and telling us about it, and I wish you well in your work.

Our next two witnesses before we have our lunch break—incidentally, let me say in connection with the up-coming lunch that we are all going to lunch together, those who would like to stay are invited. We have had cookies and soft drinks donated to the center and they are free for your enjoyment. Sandwiches and potato chips are available, but we have to buy them, so it just depends on how hungry you are, whether or not you get a free lunch. Sandwiches and potato chips and salad are 25 cents, just to cover the cost. That's a pretty good bargain these days.

We have got two more witnesses and then we will break and visit for lunch. Our next two witnesses are Mrs. Hannah Sessions, Director of the Idaho AARP, and Mr. Cecil Sandberg, who is president of the Bingham County Senior Citizens Center, who will be represented by Mr. George Brower.

Mrs. Sessions, we are pleased to have you here, and George. You have both taken a very active role in senior citizen activities, and we would like to hear from you now.

STATEMENT BY HANNAH SESSIONS, DIRECTOR, IDAHO AARP

Mrs. SESSIONS. Thank you, Senator Church.

You know, this isn't an ordinary event, it's a real occasion at a time marked by awakening, probing, and exploration. We come here to-

gether in a common interest and a common purpose because we are involved in humanity. We know that if we lose the worth of one man or sector of men, we are all diminished. Perhaps a word may be said here today or thought expressed which may help to solve some of the problems of the aging.

The retirees today are really a unique generation because no generation in all history have seen what they have seen and known what they have known. They have seen more change in the last 65 years than occurred in all the centuries and generations that preceded them. From the kerosene lamp and horse and buggy, they have seen through the miracle of electronics, man leaving his footprints on the moon. And this generation of retirees is unique in another way. They are probably poorer than the generation that preceded them—of course, there was really no whole generation of retirees before them—and those that will come after them.

MANY AGED FEEL UNNEEDED

These retirees in their young years grew up in a simple world, one in which they understood and they felt competent, but that is not true today. Many of them live in a world which is alien to them, where they feel unneeded and unwanted.

After one of the forums which were held last fall, an old man said to me:

In the old days there was always a place for grandma and grandpa by the fireside. They worked in the family group and they felt an important part of the family circle. Today their kids are scattered all over the country, and if one is near, he is so involved with his own family and affairs, he has no time for the old folks.

There was a touch of sadness in this old man. I felt he was talking about himself. These older people have lost the comforting folds of the family relationships, and they have no sense of belonging.

Three months after these forums a man called me long distance from one of the communities southeast of here just to ask me to pray for him because he was so lonely. We are told that age is an honorable state, an achievement, the consummation of life. Why should it be that older persons be categorized, set apart and neglected? They need a role in life which gives them a sense of belonging and purpose for living. "They should be vital, participating members within the total life of the community." That is the philosophy of the association to which I belong. This is a challenge, not only to leaders of civil institutions, but also religious, educational, social institutions and the business and industrial community as well. It takes the united effort of all.

There are factors which have a great influence upon roles older people assume. If income is inadequate and transportation not available, one's ability to assume roles in life is indeed limited. These factors should be given careful consideration by those who are trying to provide meaningful roles for older people.

Another factor which cannot be ignored, because it fills so many needs, is employment. A report that was put out by the American Medical Association said that it fills the need to create and it provides status and identity, economic security, freedom from fear of dependency, and, more than anything else, a sense of belonging and

an involvement with other human beings. This factor is the most important of all in an older person's life. All retirees are not alike. There are those who have the means to live as they choose and assume roles that they wish, and there are those for whom retirement is not an end but a beginning. Through preretirement programs and planning they move into new exciting activities and new vocations. These groups are no problem at all. But there is another group, the economically depressed, existing on small social security payments, sometimes supplemented by welfare or pensions. These pensions are often reduced or even taken away when the recipient earns just a few dollars or if Social Security is increased. From this group comes a real cry for help. One woman said at one of the forums, "My whole life is spent just in trying to make ends meet. Give me some work that I can do. I want some other purpose in life than just to exist."

Many in this group are widows who are poorly equipped for employment outside the home because they have been homemakers all of their lives and the only work available, such as house cleaning, house-keeping, the tending of children or the sick, is often beyond their strength. Those who have training for positions are sometimes not even given an interview because of some excuse.

MANY BECOME POOR WITH OLD AGE

Many of these persons were not poor until they became old. A man said :

I will be 70 years old my next birthday and all of my life I have been provided with the things that I have needed, and I thought I was financially secure, but my wife's long illness and death has changed all of that. Today I am a poor man. I have tried to get part-time work, but I always get that old song and dance about employment and retirement policies.

The concept of welfare is unpleasant to many of them. It takes away their pride, their self-respect, and their independence, and it adds to their sense of defeat. In the forums, the need for employment seemed greater in the rural areas where the resources for employment are the most limited, and the solution to this problem will be most difficult, because it needs cooperative effort through all segments of society. These people, you have to consider, that they have worked in the home area, either on the farm or somewhere near, and, therefore, they are not equipped to hold jobs in industry. We could establish programs for retraining them for some other work. Another thing we have to remember, is that many of these are women and widows. As homemakers on the farms and in the rural areas they did things with their hands. They made things.

If there was some way in which the fruits of that skill could be channeled into the business community, it would give employment and income. Every Monday morning in the center of the American Association of Retired Persons, there is a group at work. Most of the work being done is for the purpose of giving articles to the places where they are needed, rest homes, hospitals, the school for the retarded, and so forth, but every year to help support the program, they put articles for sale on a stand in the mall and they go like wildfire. This could be done in the rural area but it would take some effort to administer.

There is another group of retirees. You will hear a howl from younger workers when I say this. There are those who are forced into retirement when they reach a certain chronological age, even though they have the ability to go on working and do not want to retire. Studies have been made on this, and they show the practice has a traumatic effect upon these retirees. It undermines their motivation to keep on living and their health suffers. Retirement for them is like shutting an old door on life. There is withdrawal, isolation, and they become candidates for the wheelchairs and rest homes, often at a cost to the public. They are a troubled generation and a national problem. Possibly we should take a second look at this practice where persons are forced to retire at a certain chronological age. There are those who feel it's a waste of human resources, which this nation can ill afford. At one of the forums a man said :

You spend years in preparation and years in service in a job you love and suddenly you find no one needs your services anymore and to me this is the saddest thing in the whole world.

Preretirement programs and planning would help this situation.

Work is important for older persons. Whether it is performed for remuneration and supplementing of income or whether it is voluntary service, it fills many needs. It involves the workers with other people and gives them a sense of well-being. Every older person should have an opportunity to share in this enriching experience. Here we have a whole reservoir of ability, training, experience, and a means should be found through which this great resource may be tapped, that it may flow free into American life, enriching all society. Older people themselves should realize that they have a responsibility in all of these efforts. Everything cannot be done for them, they, too, must put forth an effort. The success of these efforts that are being done will be determined, in part, by the support and the cooperation that these older people give.

AGED SHOULD BE ACTIVE

I represent the American Association of Retired Persons, which believes that older persons should lead lives of purpose, dignity, independence; that they should be involved in life, they should be doers, not just watchers, and givers, not just receivers; that they should live to serve, not just to be served. If older people remember this, many of their problems will be solved.

Because of this philosophy, I am here today because I am one of these older people. It's voluntary service that I do. Otherwise I might be home with my rocking chair and television. This wouldn't be good for me. In the words of the poet, "This is my work, my blessing, not my doom."

Thank you.

Senator CHURCH. Thank you very much, Mrs. Sessions, for a very eloquent statement. You know, while you were making it, you prodded me to thinking about many things. I thought about the different values in different cultures. I thought about, for instance, the Indian tribes and why it was that the Indian chief was not only highly venerated but usually was one of the elders of the tribe. There was never such a thing as a young chief who sat above the elder, and great respect was given by the Indian people to the elders. Of course, I suppose the reason

for that was that the old chief was about the wisest man in the tribe, he had the most experience, he had looked back over the largest number of years, and so there was reason to give him a very high position in the tribal community.

And I thought back, too, upon the pioneer days when we came out and most of our grandparents worked out on the land, and, there again, there was great reason to give the elder member of the family great respect, because he had lots of experience, usually was the best farmer of the group.

NO CONTACT WITH FATHER'S JOB

Somebody came in the other day and we were talking about this, and he said—he was a student of these matters—

You know why it is that so many young people don't respect their fathers any more?

And I said:

Why is it?

And he said:

Because they don't see what their father does for them. The father goes away and works at a job, and they don't see or appreciate the work he does, they have no feeling for the work he does. They don't understand the way a young farm boy understood who grew up on the farm with his father and watched his father farm the fields and know how he provided food for the table and know how he provided protection for the family. There was a natural bond between father and son and then that led to this respect for the parent.

And, then, another thing you said, Mrs. Sessions, came very forcefully to mind, and that is how life patterns have changed, how at the turn of the century, even when I was a child, people still tended to live in communities, life was not nearly so transient; the family was in one place for a long time, and it was typical for grandparents to live with parents, it was two or three generations in one family all living in a large house.

Now all of that is changed. We have become a transient society; the houses are small; there is no place for the grandparents. The children are often somewhere else, living in a distant place from where the grandparents lived. And you know what we have called this? We have called it progress.

And all of these changes have occurred without any of us giving much attention to whether it really improved the quality of life, whether it really contributed to happiness of people. And so we find our lives transformed, and this is why we have to think in terms of Government programs to take care of people who previously were cared for in a very different and I think oftentimes better way. But the times have changed.

Mrs. SESSIONS. Something has been lost.

Senator CHURCH. Something has been lost that we are not going to be able to replace, and the best we can do now is see that old folks, many of them who live in isolation and their bonds have been severed, their families are unable to care for them or even to provide a common home for them, we have got to see that their needs are somehow attended. And that's what this Committee on Aging is all about.

We are trying to find out how these changes have affected older

people and what their problems are and what can be done to help make their lives easier and happier, and I think that it's too bad that these problems make it necessary to try and find programs that will be helpful, and it's too bad that the Government has to be engaged instead of having these things taken care of the old-fashioned way. But we live in an entirely different country today than existed 50 years ago, and the whole pattern of life has brought these problems into existence.

So thank you, you brought some perspective to this whole question today in a very moving way, and we appreciate it very much.

Now, Cecil Sandberg is being represented here today by Mr. George Brower, and we are glad, George, that you are here. You are the last witness this morning, and then we are going to break for lunch.

STATEMENT OF GEORGE BROWER, BLACKFOOT, IDAHO

Mr. BROWER. Senator Church and your committee and ladies and gentlemen.

It is my great privilege to represent a man such as Cecil Sandberg. He served in the senate for the county of Bingham for a number of years, and for which I had the privilege of making the selection as county commissioner as one on this committee. He acted as chairman from the time it was started, so he has given me his statement to read to you, if I may. Some of us people when we get older, our memories are dim and so are our sights, but I will try to read this to you and then make a comment:

PREPARED STATEMENT OF CECIL SANDBERG

Dear Senator Church: I regret that I will be unable to be present at the Senate Committee Hearing on "Unemployment Among Older Persons" August 27, 1971, in Pocatello, Idaho. I will be out of the State on that date.

One of the issues in this area is a man who has chosen farming or agriculture for this vocation. With the present low market prices for agricultural or livestock he finds his income will not meet the demands of feeding, clothing, housing and taxes for a family and then have enough money to start his children in college.

When a man passes the age of 40 or 45 years and is out of a job or must try to find additional employment to supplement his farm income, he finds that most companies or industries seek younger men. They want younger men because if there is a retirement or health program the younger men are better risks and will have a longer work period before retirement. However, if he is fortunate enough to get a job and with the help of the family on the farm, he wants to remodel the house and improve the surroundings or build a new home, he finds that because he is employed in town he cannot obtain the necessary federal low interest loan to make the improvements. This means he must forgo the improvements or deny his children a college education.

We also find that many of our senior citizens want to stay in "The Old Home" where everything is familiar instead of moving to a new city or location, away from family and friends. He finds no money available and very little work to make the repairs and/or modernize the home, so it just stands and degenerates for want of paint and repairs and we start a slum district.

Again, finding a suitable job or employment is one problem of the older citizen, another is to be able to get transportation to and from such work, especially in the rural areas.

Now, I won't take very much time, but I would just like to give you an example, and I will take this from my life, that some things can be done.

I didn't find any place along the line where I could see a place for retirement. Our memory slips, as I said at the start. I can't remember anything right here now that takes place very well, but I remem-

ber in the past I decided as a young man that if I didn't provide for myself, that it wasn't any business of mine to look for somebody else to do it for me. So our family as they grew up on the farm—we had the big sum of 80 acres—we decided we would have to go into the dairy business in order to make an income sufficient to put our family through college, and we knew that the burden wouldn't be light.

We mortgaged the farm numbers of times and finally paid out to get our children into school, but they missed a lot of activities in school. They learned the value of work on the farm. There were six of them, four boys and two girls, and the girls learned to milk cows just the same as anyone else. This was hand milking at that time.

And I would like to plead with the committee, too, that something be done that our youth in preparation for marriage would be taught to realize their responsibility to their children and their children to their children in preparation for a life's responsibility, particularly to take care in our old age.

I am not old, I want you to know; I can't remember how many years I am, but I was born in 1895, and I am just kind of proud I haven't retired yet. I want to keep busy. I am still earning a little, and, as long as I can earn, I want to be active in it. I get up early in the morning, stay out late at night, and I want you to know it's a responsibility that's worthwhile. There isn't any ill things about it.

We can do it, ladies and gentlemen, we just can do it, and I want you to know that I for one am happy and proud to be an American citizen. I am a World War II veteran, and I am just kind of proud of that. I am still active in it, and I am a member of the American Legion, and I am still active in it, and I don't want to let down, folks, I just don't want to let down, because I fear when I sit down, I will go down.

And this is the thing I want to plan for. So we did plan, mother and I; we even had enough money ahead to buy us a new car. People think that's awful funny, people our age to want to buy a new car, but we did it. So it can be done, Senator Church, we want you to know, but we plead with you to do something about the education of our children to be in a position where they can love their families, their parents, as they grow older. Mine do, and I am proud of it.

Thank you.

Senator CHURCH. Thank you very much, George.

SOCIAL SECURITY LIMITS ELDERLY'S INCOME

I must say that you touched on one aspect of this whole question that hasn't been mentioned before this morning, and that is a great many older people who may not be able to work as hard or as long as they did in the vigorous years of their lives still want to be active and still want to contribute and to do what they can, and many of them want to work, continue to work, as they can. I think one of the real defects in our Social Security program is that people who want to continue to work are so limited in how much they can earn before their entitlement is reduced, and this isn't right, this isn't right. We haven't been able to cure that problem yet, but we have increased the amount of earnings one can make without being docked on his Social

Security benefit, and I hope we can increase that amount still further. But I would like to see the time come when that whole provision can be stricken out of the Social Security Law, because frequently you can be happy in later years only if you continue to be active and continue to contribute, and society needs that, and I commend you for what you have done.

I think this is a very appropriate way to close the hearings for this morning, and all of us are invited to stay and join in lunch. Lunch is being served, the best bargain in Pocatello; you can get lunch for 25 cents, and if you are not very hungry, you can get it for nothing.

(Whereupon, at 12:25 p.m., a recess was taken.)

AFTERNOON SESSION

Senator CHURCH. The hearing will please come to order again. I hope you have all had a chance to eat. I haven't. So I hope you will excuse me if I kind of eat my lunch and listen at the same time.

We are ready now for our afternoon schedule, and Mr. Jack Edmo, the director of the reservation programs at the Fort Hall Indian Agency, is here and he has asked to testify next because he has a conflict that makes it impossible for him to stay later this afternoon.

Jack, would you come up, please, and take a place up here at the table.

STATEMENT BY JACK EDMO, DIRECTOR, RESERVATION PROGRAMS, FORT HALL INDIAN AGENCY

Mr. EDMO. Excuse me, ladies and gentlemen, I have a cold right now so if I don't come in too clear it's not my fault, really.

First of all, I feel out of place here, being on the unemployment of older people, I really do feel out of place, but, then again I stop and think back and I am really not out of place because the life expectancy of a normal Indian is only 44 years old, so I guess I qualify now.

First of all, as you know, a reservation is a lot different than a city. It's more of a colony, really, we are a separate entity. The education system that we have that has been brought to the Indians, has not prepared the 45 and 50 year old people up to par, and when you stop to think—I think about this quite often—when our young people that are 25 or 30 years old can't find work, then what do we do with our older people who are 45 and 50 years old? I know a lot of people out at Fort Hall that are very capable of several jobs but the towns of Blackfoot and Pocatello and the outlying communities find it hard to accept Indians, and I realize, of course, that there are a lot of prejudices around, and we have people at Fort Hall who are qualified, young people who are 25 years old that have skills, auto mechanics, welding, but yet they still can't find jobs in Pocatello.

So we have taken a stand now at Fort Hall in the Tribal Council that along with education, we feel that economic development on the reservation is the way to go. This way we create jobs for our own people, we will have our own people out there to utilize them.

First of all, not much economic development has ever gone on out at the reservation because of the fact the Indians are so skeptical of the outsiders, they feel they are being exploited, but for the first time I feel the Tribal Council has taken a turnaround and they want to go into economic developments, to place their own people.

CLOSE KINSHIP TO RESERVATION

It's a funny thing about the Indian people, they feel a close kinship to their reservation. People have always approached me about the fact and say why don't Indians relocate? That's easy to do but actually all you are doing is in these big cities is creating another reservation and they are probably worse off, they have less services, and also the Tribal Council is really stressing education for the younger people. Right now we have 32 students at ISU and the tribe is making jobs available to these young people as they return with their education. In the years past I have lived on two or three different reservations, the young college graduates had to leave the reservation because there was not that much opportunity there.

I keep speaking about the younger people, and I should be thinking more about the older people. But if we have economic developments, I feel we can utilize a lot of our own people. The only thing that is holding us back now, the big enemy we have is bureaucracy. I have several proposals in and they lie on someone's desk and when we write proposals up, these are all our own thoughts and ideas. By the time they get to Seattle, they are so watered down and when we get them back, they are changed completely around, and we have a hard time trying to make some of these programs go after we get them back to the reservation. This has been a real big factor, too. Too many times someone back in Washington, D.C., will write up a program or proposal and send it to the Indian reservation, and when it fails they say, "Well, we gave the Indian a chance and it didn't work," and we get the blame for it. I feel right now the Indian input and Indian involvement are the two things that will make the Fort Hall reservation go.

Are there any questions from anybody?

Senator CHURCH. Well, Jack, I have a question or two. I had a feeling that the Indian Bureau might have been on the right track for a change when they began to emphasize self-determination for the Indian tribes and a number of good people, many of them Indian people, were put in charge of the new programs, and I believe in giving credit where credit is due. I said on several occasions that I thought the President was to be commended. This was one aspect of the administration program that I thought was good. And recently I have been disturbed to read about a shakeup in the Indian Bureau which seems to have taken the young people, and the old guard seems to have recaptured control of the Bureau.

Mr. EDMO. They have. The northwest tribes are very upset about this right now.

Senator CHURCH. Having been a member of the Interior Committee and close to the Indian Bureau for many years, it looked to me like the old guard in there was taking control again and the hopes that I had for this new program might be, you know, facing disappointment

once more. I noticed an Indian chief in the southwest said he had often seen the lightning and heard the thunder but always was kept waiting for the rain.

Mr. EDMO. I think that's very true.

Senator CHURCH. Well, I would like to say one other thing, Jack, about the special problem that minorities have in connection with employment for the older people. We have this, of course, among the black people, we have it among the Mexican American people, we have it among our own Indian people, and the committee is looking into these special problems to try to determine what they are and what can be done about them, and very soon now I will be announcing an advisory committee, which I hope will be a good one. I know that Perry Swisher will be a member of that committee. He incidentally speaks very highly of your work out at the reservation.

Mr. EDMO. Thank you.

Senator CHURCH. We hope that with the help of this committee we can come up with some answers to some of the special difficulties that face minority groups and older people looking for employment who belong to these minority groups.

All I can say from my part is that I have watched the Fort Hall Indian Reservation for a long, long time and waited and waited for something, some electricity to hit out there in such a way that a development program really got underway and I think now maybe that's happening.

Mr. EDMO. It really has. I moved here 3 years ago, having been raised in Montana, and I see a complete turnaround out there now, and the Tribal Council has taken some great strides in trying to form some cohesive action out there and this really has generated a lot of interest. In fact, I have been called on quite a bit in the last 2 or 3 weeks to explain what's going on out there at Fort Hall because this is a complete turnaround. I know Mr. Swisher can reaffirm that, that it has changed completely around. Especially in our education system. Now we have Indian counselors working with Indian people. They can relate to them easier than anyone else can and this is the thing we feel, any more proposals or programs, they will be Indian run. If it doesn't work then we can blame ourselves.

Senator CHURCH. I wish you well. I am very curious to hear what's been going on recently and everybody knows how badly that's been needed. I appreciate your coming.

Mr. EDMO. I hate to run but I have to go to another special meeting. Thank you.

Senator CHURCH. Our next witnesses are Mr. James L. Jones and Mr. Frank Paul who might come up together, if they will, employees of the Union Pacific Railroad.

Gentlemen.

STATEMENT OF JAMES L. JONES, UNION PACIFIC RAILROAD

Mr. JONES. I will testify on behalf of my fellow employees of the Union Pacific Railroad on Amtrak. To start off with, I would like to enter into the hearing appendix C-1 of the Governing Rules of Amtrak.¹

¹ See appendix 1, Item 4, p. 270.

To start off my testimony, I would like to take the human interest end of it and Mr. Paul will go into more of the fine details of the Amtrak rules and regulations.

To show you something about how Amtrak has affected the men in Pocatello, I would like to use myself as an example and in doing so I will have to use some visual aids and they are very primitive. I think they will show the point. To start off with, I would like to explain to you that I cannot speak to you more or less in railroad lingo because I don't think you would understand and we will lose one another. I will do it the best I can in laymen's terms in using this funnel. I would like to have this funnel represent the job market in Pocatello as far as railroad men are concerned at the present time where business is slow. Business is at the lowest. Now, as seniority works, the senior man would be at the top up here and would have a lot of room to move around, and, as you go down in the funnel, it becomes less and less until the youngest man is down here at the neck of the funnel, and he is braced across the neck of the funnel with both arms and feet pressing trying to hold on for dear life.

As business increases you would enter in from the bottom and the top would get larger letting more people in. As business picks up, and at the top of business, I would like to have this funnel represent business at this point. You will notice it's larger here, and the senior man is able to move around more and the junior man will enter down here [indicating] and move up. Now, it's taken me 18 years on this funnel over here [indicating] to arrive at about this point [indicating] to hold at the lowest time. Now that Amtrak has come in, we have lost this amount of jobs, amounting to 48 men. When business picks up, representing this funnel [indicating], we have lost this amount of men and they have been spit out and done away with, so this amount of jobs are done away with forever [indicating]. So now that business is at its top, I am still at this point here [indicating], at the highest point. Now, when business drops off again, I am going to return down and business will end up being about this amount of market [indicating]. The chances are I may be spit out of here until business picks up again and I can return back to work when business picks up, or I may be stuck down here in the neck and just barely hanging on. This is one of the effects that Amtrak has had on employees.

NO MORE FREE PASSES

I would like to bring in that there are certain older people in the community that have retired and who have passes that have worked for the railroad. They were able to travel around the United States and this was the type of hobby and pastime for them after their retirement, and widows also have passes they can use after their husbands have passed away and they were able to take up a lot of their time by visiting relatives and so on and so forth. There were also cases, of people who were sick and who were on stretchers and so forth, who had to go out of town to different places to see doctors, and we had passenger trains out here in this locality, and they were able to take them down, in a Pullman car, put the patient in there and transport them to Salt Lake or wherever they had to go. Now this has ceased.

Also there are many people who are extremely frightened and can-

not fly, and this seems to be the main way of transportation now, and the cost is extremely high. We also had special trains, such as football trains and ski trains and so on and so forth which brought economy into the State here, and we have lost all of this, and there were a lot more jobs, if you analyze it down through, other than just the train men, 48 men, there are clerks and porters who lost their jobs.

In closing on my part, I would like to state that most of us in this room, males especially, have served in the military and they can remember their basic training and there are a lot of people, who have said, and I have said myself, that I would not take anything for that experience, but I certainly would not want to go through it again, and this is the same feeling I have of being returned back to the beginning days of my railroading.

Senator CHURCH. Thank you very much. Before I go to questions, let me hear from your colleague, and then I will have some questions for the two of you.

STATEMENT BY FRANK PAUL, UNION PACIFIC RAILROAD

Mr. PAUL. Mr. Chairman, I have been asked to testify on the problems of the aged and its effects on the railroad people. As you are all aware, the passenger trains were discontinued May 1 of this year under the Amtrak law. As a result of the discontinuance 48 men were forced back into freight service. All of these people were able to work in passenger, but because of physical impairments, a good percentage of these men with 30 or 35 years service will be forced to early retirement with reduction in retirement income. Many of the people have tried to find small jobs to supplement their income but, as I think everyone knows, these part-time jobs, small jobs for people in the late 50's or early 60's, are nearly nonexistent and for that reason, with the rising cost of living, the retirement for these people is becoming a very difficult struggle.

MUST RELOCATE TO RETAIN PAY

To go on a little more, in the Amtrak agreement in appendix C-1, which Mr. Jones was talking about there, under the protection agreement of this appendix C-1 concerning the Amtrak, the people that were forced back off of the passenger trains, were forced back into freight, of course, they forced the older freight conductors back to brakemen and so on down the line. I will take myself as an example. I have lived here for 31 years. Under this Amtrak agreement and the protection clause, we were entitled, if we were taken from a job as a conductor to a brakeman, the difference in pay would be made up to us, which was done for approximately 2 months. Now I have been notified by the company in order to keep this protection, that we are going to have to leave our homes, we will have to go wherever there is another job we can hold as a conductor, such as Glens Ferry, Nampa, maybe Salt Lake, could be as far as Los Angeles. To keep this protection, it would be foolish for me or anyone else in my category to really move there because of the extra money we would make as conductors would be used up in living expenses, so if I have to leave my home and my family here to go to Glens Ferry, Nampa, Salt Lake, even with

the difference in pay, I would be losing money to do that. I wouldn't be able to get home to see the family without an additional loss to me because I would have to layoff and miss 3 or 4 days pay and maybe five, round trip from Nampa to Pocatello and back. The only other alternative would be having the family come to see you.

Senator CHURCH. Do you have any other options? You know, the law that set up Amtrak was written in such a way that we thought we had protected the rights of employees and apparently that's not working out that way.

Mr. PAUL. No, it isn't, Senator. The only other recourse we have got—of course we were like you when we first read it, we thought we had a good agreement and would be protected under it, but now the only thing we can see is we will probably go to an emergency board and have to have a referee appointed to settle it and we don't know what the settlement would be under those conditions either, and I imagine, from the experience in the past from these things, it will probably be at least 6 months to a year before we can get this board set up and the case heard before a referee, and that seems to be the only alternative open to us.

Senator CHURCH. So you have been able to retain your old pay in a new job but only if you go wherever they choose to send you.

Mr. PAUL. Yes. We have, I might say, Senator, several conductors here where because of their physical condition, they were able to work passenger. They could have worked until they retired. They are not able now to hold these freight jobs, and they are forced into early retirement and a reduction in their retirement income.

Senator CHURCH. I will tell you what the best solution to this problem is. The best solution is to get passenger service for this State.

Mr. PAUL. I agree wholeheartedly with that.

Senator CHURCH. When that Amtrak bill went through Congress a year or two ago, it passed because the railroads all were agreed that they were unable or unwilling or both to carry on the passenger service, and they contended that unless something were done, passenger service would just simply disappear and it would just die on the vine, and if Congress wanted to maintain and preserve some kind of rail passenger service, a special arrangement would have to be worked out. That arrangement was Amtrack. And the law provided that Amtrack would furnish the country with a national system of rail passenger transportation, and when the Secretary of Transportation came out with his plan 6 months or 9 months after the law was passed, this national system of rail transportation turned out not to be an Amtrack system but what I would call a half-track system. It eliminated half, more than half of the passenger service in the country. And it left half a dozen States of the Union without any passenger transportation at all. States with a total of over 5 million people were just simply dropped off the map, so to speak, as far as passenger service is concerned. Now, Idaho; I would include Idaho in that even though technically we still have a little passenger service up in the panhandle. We protested the first plan so loudly and raised such a fuss about it, that they modified the plan and you know how they modified it for Idaho? They modified it by saying we are now providing passenger service for Idaho. The train that runs through the panhandle and

goes through Sandpoint will make a flag stop there in Sandpoint, so if you want to take a passenger train in Idaho to go some place, all you have to do, folks, is go to Sandpoint and they will flag the train for you and you can get on there.

Well, I have hopes that we can change the law and get this program extended so that it at least gives passenger service to all of the States. I don't think it's a national passenger transportation system if it doesn't. But that will take some time and unfortunately when you are one of the few States that's left out of the system and other States are still served, it's hard to get the other States interested in helping, but we are at work on it and I hope that's the way we solve this problem, by getting passenger service reinstated through southern Idaho, Pocatello, Twin Falls, Boise, and on to Portland, and in the meantime if there is anything I can do about this question you have raised that would be helpful, you let me know about it, will you?

Mr. PAUL. We certainly will.

Senator CHURCH. Thank you very much for your testimony.

In that connection, if you could give me a critique on this appendix C-1 matter so that we could look into that, just explaining to us how this has been actually—what your experience has been. And we can compare your experience with what we all thought we were providing. That would be helpful.

Mr. PAUL. We will do that, Senator. Thank you.

Senator CHURCH. Our next panel of witnesses consists of James Kelly, the dean of the School of Business at Idaho State University, Mr. Jack Rucker, the director of the School of Vocational Technical Education at Idaho State, and Mr. John Cristofferson, coordinator of information and public relations, School of Vocational Technical Education at Idaho State University.

Mr. Kelly has given a great deal of attention to the problems of the older workers. He has contributed a chapter entitled "Women, the Handicapped, and Older Workers" for the Handbook of Modern Personnel Administration. So we will be very interested in excerpts of that chapter. I would like to include it in the record, if I might.¹

STATEMENT BY JAMES M. KELLY, DEAN, COLLEGE OF BUSINESS, IDAHO STATE UNIVERSITY

Mr. KELLY. I have submitted two written statements, one of which is fairly well documented, to dispel the notions that were prevalent prior to 1969 which were manifested by signs over the personnel office, to the effect, "Do not apply if you are over 45." These signs are not so noticeable now but there are other more subtle methods to discourage employment of people over 45. The one written statement points out that productivity, stability of tenure on the job, satisfaction and growth of the older worker in productive employment is equal to or better than that of his younger, counterpart if the older worker is properly recruited, trained, selected, and placed on the job.

The other statement that was submitted has to do with a study that

¹ See appendix 1, Item 2, p. 264.

is currently being conducted by the College of Business at Idaho State which came to mind because of some things that were occurring. No. 1, that recruitment and selection of minority groups, women, and older workers¹ was primarily a one-sided affair. The burden of securing jobs has been borne by institutions and governmental agencies and sometimes expediency demanded of the personnel in these particular institutions and agencies, required that they put people in jobs before they were properly trained, properly selected, or properly recruited. We find that job descriptions and job specifications of employers looking for workers are noticeably absent. Quite often we find that the training that is given women, older workers, and the handicapped is based solely on the availability of facilities, such as home economics laboratories that are available. Thus groups of unemployed or underemployed receive training in preparing foods or washing dishes. Lathes—or other types of equipment in manual training high school labs—because of their existence, we train everyone to perform work requiring these and similar devices.

Currently we are involved in a study which would determine the kinds of jobs that will be available in the future, predicting the demand for future jobs and taking an inventory of present unemployed or underemployed workers and their present abilities, and attempting to mesh these two together. We are not sure that all of the training that has been devoted to unemployed or underemployed people is as necessary that might focus on supervisors who are going to be guiding the unemployed and underemployed.

Similarly, middle management or top management who are not familiar with the problems incurred with these kinds of employees and what should be done in order to supervise them correctly to get the greatest productivity and job satisfaction should also receive training.

Thank you.

Senator CHURCH. Thank you, Mr. Kelly. Do I understand you correctly that you have made a study of this question and that if an older person, an older employee of 45 or over, is properly trained and properly placed for a new position, that he is likely to prove a more satisfactory employee than a younger man?

Mr. KELLY. He would prove more satisfactory, for instance, in relation to turnover and stability on the job, and, depending on the job and the type of task required, he would prove to be as productive. There are certain disadvantages. One of the points in the paper is that if the employer is seeking job accuracy, the older person probably will be more effective. If employers desire a large magnitude of output, the younger worker probably will outperform the older worker but will make a greater number of mistakes getting the job done and he will have less overall success than his senior.

Senator CHURCH. Who would like to be next on the panel?

Mr. RUCKER. May I suggest that John Christofferson be next because it reinforces some of the statements Mr. Kelly has made.

Senator CHURCH. Fine. Mr. Christofferson.

¹ See appendix 1, Item 2, p. 264.

STATEMENT BY JOHN CHRISTOFFERSON, COORDINATOR OF INFORMATION AND PUBLIC RELATIONS, SCHOOL OF VOCATIONAL AND TECHNICAL EDUCATION, IDAHO STATE UNIVERSITY

Mr. CHRISTOFFERSON. At the university, we have had many occasions to set up training programs and some of them have been with the idea of training for specific industries and some with the idea of training to industry in general, and this age situation comes in, we see it all the time, where people talk about ages of groups, and we found out that ages, we sort of can approach it much like we feel about it personally. At 16 years of age, you know, 42 is a long ways down the road, but at 40 it looks like a good way to be. Industry is the same way. Many times they will take figures, numbers that represent what considers the old people.

EMPHASIS ON YOUTH

For instance, in the microelectronics industry, when we surveyed this industry in California, we found out they said that 35 was over the hill in microelectronics. It's a young company and a young industry. The people who are in that business are energetic young people and they felt they had to surround themselves with young people. The training, however, for this industry fell in the hands of Idaho State University. We do not, in any way, discriminate against age, any kind of nationality, or ethnic group. So our pilot group of students we put into this program consisted of 15 nationalities, five ethnic groups, and students over 45 were included. As a matter of fact, we included 10 percent across the board of all people over 45 years of age. This is $2\frac{1}{2}$ times the national average, as I understand it. The students were trained and we have continued training students of this type of range and background.

Our second group—out of sheer curiosity, we divided the group into those people over 35 and those people under 35 to find out how the training situation would be. Much to our delight we found out that, perhaps, in the early part of the training the younger people might have progressed a little bit faster but the depth of training was just as adequate for the people over 35 and has been as good over 45 also.

I would like to go through just a few statistics to back up what Dean Kelley and others have said about these types of people. We have had a turnover of about 19 percent of the age group in those people under 24. We have had zero people terminate out of those people 45 and over in our training program. For no reason, personal, health, or any other reason, have we had a person who we have started that did not finish in the 45-and-over age group bracket. I think this says a lot of things about the people. First of all they are stable. The industries located in our area are looking for stable work forces. The company that we trained for frankly tell us that 40 percent of the people you have given us we probably wouldn't have hired but since they are trained, we will try them. They now tell us that we have turned out the very best microelectronic manufacturing people in the world, and this includes all ages, all nationalities, and all ethnic groups.

As far as training programs go, we have 35 different programs and, perhaps, even more. We are growing so fast I can't keep track. We have a number of programs. All of these programs are available to people 45 and over. It hasn't all been a bed of roses, there have been some problems. For instance, bifocal vision can affect certain job stations. We overcome this. Most generally we can find some place in a plant or industry where this type of person can function.

ARTHRITIS A PROBLEM

The next thing we found was that in some people over 45 arthritis comes in, and you know this becomes a problem for some work functions, but by the large and the whole we found out these people to be tremendously good, and I wanted to pass that information. I want to be on record as saying that Idaho State University, with people over 45, have had a tremendous amount of success, that our overall program for these people for the microelectronics has been 91.33 percent employability of those people starting the program, which I think nationally is probably one of the very best.

The next thing I would like to say is we have recently established another program called the waste water program and this program is an ecology-based program and we have in that program a number of people over 45 years of age and they are functioning well. As a matter of fact, that particular group over 45 is approximately 20 percent of that group, and this recruitment was done in a way that I think all communities could and should use. The school went out to the various municipal governments and enlisted their help in finding people in the community that could profit by this training, and they recommended—and many of these people, as I suggest, are over 45—they recommended these people to us, we took them in, we are training them, and when they leave our school, they will go back to that municipal government, so the community gains in two ways: First of all, a person who needs a job has a job, and the second, he gets a very well trained person. And I think this concept of sort of fostering people in the community is one that we really should use more and more. Our success factor in people over 45, as I say, it has just been tremendous and I want to leave the Senator and the committee with that impression.

Thank you very much.

Senator CHURCH. Thank you very much, Mr. Christofferson.

I wish you would leave us your figures, too; we would like to have those for the record.¹

Now, then, Mr. Jack Rucker, please.

STATEMENT BY JACK RUCKER, SCHOOL OF VOCATIONAL TECHNICAL EDUCATION, IDAHO STATE UNIVERSITY

Mr. RUCKER. The concept that John just gave you in selecting people for training in our school is one that we will pursue in many of our programs. Go to the community, bring the people in, and then

¹ See appendix 1, Item 1, p. 259.

with the proper training send those people back to the community where they can be effective and active and comfortable in the area in which they left. You build ego, you build confidence, you build economy.

PART-TIME SCHOOLING

Each registration period in our school, we see something that has been of a great concern of ours for a number of years. We see people coming to us, wanting into our supplementary education, which is just what it says, supplementary to the job that people are now holding. These people come to us who are in dead end jobs and want to reestablish themselves in a new occupation. These people cannot qualify to meet the requirements under supplementary education. We have to turn them away. These people are financially situated, as it is commonly said, they are up to the eyeballs financially and cannot leave their jobs to go to school full time and, therefore, they have to go back to the same old drudgery and many times underemployment and continue their livelihood, as meager as it might be, because we can't furnish them an opportunity to get out of the rut that they are in. We feel that if we could establish in our school a part-time supplementary or part-time preparatory education, people would come to school two or three times a week. It may take a little longer to do this, but it will reestablish them in something that they want to do, something that they would be better at because of their attitude toward it, and we feel that this is one place that we are shortchanging our part of Idaho that we are responsible for in vocational education.

Let me give you a little reflection in conjunction with this in the agricultural areas of Power, Bannock, Bingham, and Bonneville Counties. I selected these statistics from the farm bureau county agents and the H.F.A. In the four-county area there are 3,985 farmers. Out of that group there are 27 percent whose annual income off of the farm is \$3,250 or under. Forty-one percent of that group could benefit from a training program. Thirty-six percent of that group are 45 years or older. Now, is there a need or isn't there a need? Through the organizations, farm organizations, churches, and other areas in those communities, if the word was out there was an opportunity for them to reestablish themselves or take the training to the communities, we feel that we would get a response that would affect the economy in those areas and change these statistics that I have just given you.

This is our real concern, is this part-time preparatory. We don't believe we are offering an opportunity for people to change their way of life because, well, it's just a budgetary thing, so we have a concern about it and we feel something could be done if we had the opportunity.

Senator CHURCH. Well, I am hoping that if we pass the Middle Aged and Older Workers Full Employment Bill that's pending in Congress, that, perhaps, there would be some funding for this sort of a program. I do think you are right, that there are many people who are denied advancement in work simply because there isn't any way for them to secure training and put groceries on the table at the same time.

WHY THE RESISTANCE TO OLDER WORKERS?

I am wondering why it is that when your own experience demonstrates that older workers are in important respects fully as acceptable and maybe even preferable to younger workers on many kinds of jobs, why it is that industry tends so to resist employing older people? The statistics bear it out. I saw some statistics here a minute ago that show among those that are unemployed and the periods of unemployment, the older people are unemployed twice as long or nearly twice as long on the average as younger people, which indicates that there is a resistance to re-employing them, and I wonder why that is. Is it because of retirement programs and the feeling that the company doesn't get its money's worth out of an older person, a young person must work a longer period of time to earn his retirement, is it a fiscal reason for it or is it simply a psychological thing?

Mr. RUCKER. I feel that it's a number of things. I think you mentioned probably a part of it is this retirement and the benefit areas that the employer is responsible for is higher, and this is, where the marginal profit in the business is of concern, of course, this is a factor, but I feel that perhaps some of this is our responsibility as educators to go out and do perhaps something like we are doing with the handicapped, re-educate people, that these people do have something that they need; I think it's a selling job, primarily.

MANY UNAWARE OF EDUCATIONAL OPPORTUNITIES

Mr. CHRISTOFFERSON. I would like to comment on this, too. I think that the older person is laid off many times or terminated for some reason or another, many times it might be because of an economic situation, not only internally but perhaps the community as a whole. Our employment problem really hasn't been so bad if we have retrained people. In other words, if we take a person over 45 and give them a new skill, very often this is a marketable thing and it's been based on educational opportunities within a community or within a general area, but I think the problem lies, too, in the fact that many of the people over 45 do not know what educational opportunities are available and what training is available to meet those educational opportunities, so we need orientation in the small outlying communities, such as Malad we mentioned earlier this morning. I met at Malad this summer and they tell me they would be very anxious to have some type of orientation program so people would understand what's involved in data processing, what's involved in mechanical trades and various other things we might offer, and if this were able to be funded, if we could take these programs to the communities, show the people what's needed on an orientation basis, then we can retrain, and since our school maintains a 73 percent employment record on outgoing graduates, we probably could put these people into spots where they really could function.

Mr. KELLY. I would think that a great part of the problem arises from the psychological factors implied in these two statements, "You can't teach an old dog new tricks," or "Old people can't keep up the pace," which is pretty well accepted by many employers. Further, I think, as Jack says, one of the things that we can overcome through

publicity, through dissemination of factual information, and actual education of the employers, the people responsible, is that this kind of activity will help dispel the notions currently held by many of the employers who are going to be doing the employing.

Senator CHURCH. I think that educational job really needs to be done. I hope that the series of hearings of this committee contributes something to that educational process. We will have the hearings printed, of course, and circulated, and we will hope that they will do some good.

Incidentally, the university provided the sound equipment, the platform, tables, and chairs, and even office space and equipment for this committee, so we are indebted to the university for all the help they gave.

I appreciate your testimony very much. I think that once again what we face here is the changes that have been brought on by a rapidly advancing and highly technological society. It makes many people feel that experience doesn't count, it's youth and education and the knowhow that comes with the rapid changes in technology that counts. Somebody says, I hear this saying, maybe it's only in the law practice, but you have heard that saying, "A young doctor and an old lawyer if you are in trouble," but in so many different callings, techniques have changed so rapidly there is a tendency to think that only the newly educated are really qualified to take over and surely a lot of re-education is necessary if older employees are to be qualified for new positions in different lines of work. That's the way it goes and that's why I think the university and the school system, the vocational education program, has got to be made available to older workers who need retraining as well as to young people who are coming up the ladder. And your testimony, particularly to the effect that if older workers are properly retrained, they turn out to be highly satisfactory and highly dependable, is a very important contribution.

Mr. FREUDENTHAL. I would like to interject here for a moment, if I could, do this. Most of these programs these gentlemen spoke of were in conjunction with the Department of Employment and originally funded through the Manpower Development and Training Administration, so there are funds available to initiate new programs that we feel are needed in the area.

Normally the community identifies it, the Department of Employment identifies it, the college identifies it, and then we go to the United States Government for funding.

I would like to address myself a little bit to this last question you were discussing. I think the reluctance of the employers to hire the older worker stems a little bit from the amount of money they are going to have to spend training a person, and I think they are led down the garden path on this one, too. They figure if they take a 20-year-old and train him, they are going to have him for 40 years, and they invest once and don't lose this; however, this has proved to be a fallacy, as you have mentioned earlier. They don't stay as long as the older worker does. So I think we gain more by putting some money into the older worker than the younger worker.

Senator CHURCH. One of the things we must do is get that across to employers.

I thank you very much, gentlemen.

Our next witness is Mr. Vic Goertzen, Chief of Management Assistance of the Small Business Administration. Vic and I once worked together in the never-to-be-lamented office of price stabilization in the Korean War, and so Vic is an old friend of mine and I am glad to see him here today.

STATEMENT BY VICTOR C. GOERTZEN, MANAGEMENT ASSISTANCE OFFICER, BOISE DISTRICT OFFICE, SMALL BUSINESS ADMINISTRATION

MR. GOERTZEN. Mr. Senator, members of the committee, and ladies and gentlemen, it's certainly my pleasure to be here today to talk to you about a program. You wonder why Small Business Administration is interested in the problems of the aging. We have had an interesting experience in working with older people. I want to relate some of the experiences that we are having today and have had in the past and perhaps provide some inspiration that will be of value not only to this committee but to the older people of the Pocatello area as well.

Most of the discussion that we have heard today and along the way deal with the problems of aged largely from that economics standpoint. The housing, the money necessary for facilities, for job training, for food, medical care, transportation, employment, you name it. We are thinking of these things in terms of the simple economics of people as they grow older. They are certainly vital issues. This committee has an enviable record of searching for solutions to some of these problems.

EMOTIONAL, SPIRITUAL, AND PSYCHOLOGICAL NEEDS

But there is another area we feel is worthy of more consideration and this might be summed up by calling it the emotional, spiritual, and psychological needs of the older person or people as they grow older. These needs are real, positive, and they are often painful, regardless of the economic status of the retiree. Sometimes they even contribute to the economic problems of these people. It's been touched on just a little bit today by Reverend Viggers and our friend Mr. Andrus and certainly Mrs. Sessions brought it up earlier, too, in a nebulous way. They talked about some of these problems of older people from the emotional and psychological standpoint. Any person entering retirement for any reason, is suddenly plunged into a whole new way of life, a new world, faced with dramatic adjustments at a time when he is often poorly prepared for them. I am sure you all know, no longer does this person feel needed or useful, he feels like he isn't even wanted. He is cast off by his employers. His business may have been taken over by somebody else, his family lives in a new generation. Other relationships like the service clubs, for example, are very often gone, and the old friends either move away or pass away. The factors which made his former life full and useful and successful are no longer available to him. No longer can he make use of the knowledge and the experience and expertise that he has gathered over a lifetime.

So within SBA, and I as an individual, we are encouraging a persistent and expanded effort to be made in bringing continuous service for

these older citizens. We talked a little about it today, job opportunities and things of this sort. But I am talking not of make-work things and some of these programs are strictly that. I am talking about meaningful and often vital use of the knowledge and skills of a successful life experience of an older person. Within SBA we have a program called SCORE, Service Corps of Retired Executives. Some of our SCORE volunteers from the Pocatello area were here this morning. I don't see any of them at the moment, but three or four of them were here at the morning session.

SCORE provides just such an opportunity for older men and women, and here we can point with pride to a real outstanding use of involving these people in a worthwhile program. The success of it reflects not only the effectiveness but the opportunities and the resources and it points out some of the methodology and the benefits and the personal satisfaction that comes out of it. With your indulgence I would like to talk just a moment about SCORE.

ELDERLY HELP SMALL BUSINESSMAN

It came into existence about 6 years ago, under sponsorship of SBA, and it grew rapidly. Volunteers were soon organized in chapters and many became almost autonomous. Very soon these chapters grew into a national organization. Their whole primary function is assisting small businessmen in overcoming problems in the successful management of their business. It became a vital arm of the management counseling program of the Small Business Administration. Today there are nearly 4,000 men and women, we call them retired, but most of them are technically not, giving freely of their time, their knowledge, their experiences, and their expertise when they are asked to help.

Recently SCORE was put under the umbrella of the newly-created Action Agency, which is designed to coordinate all of the volunteer functions within Government agencies, but it still continues to function under the guidance of the Small Business Administration. Now, it's almost impossible to assess the value of such counseling. It's safe to say that literally thousands of floundering businessmen have been helped, their businesses have been strengthened, because a helping hand was reached out to them by a member of the SCORE organization, somebody with the knowledge, the expertise. Time is far, far, too short to relate any actual case studies but our files bulge with success stories of the work that these people have done. In many cases this helping hand has reached out and pulled somebody back from complete disaster. Certainly it has helped them over the brink in their successful operations.

These people don't get paid for their time, they volunteer it. Most often they don't expect any compensation at all, even for their out-of-pocket expenses. In some cases SBA does compensate their travel and subsistence but it's very minimal. The program is effective and it's working and it has worked for several years. The volunteers love every moment of their experience and they are proud of the work they do and the effectiveness of what goes on. They are not shelved away any more, they are busy, and they are performing a vital service to their community. These men and women are achieving a high

factor of personal gratification and fulfillment in a most satisfactory volunteer experience.

Now, the success of SCORE leads to a natural conclusion that such a concept could well be expanded to a great many other areas of human involvement. Such a program could function through an organization broad in scope, of retired or elderly people, for the purpose of counseling and aid to other retired or elderly people.

NUMEROUS SERVICES OFFERED

Now, there are a great many splinter programs like this. But there is a total lack of coordination among retired people, volunteers working in various services. The areas that they could work are wide. They span almost the entire gamut of human needs. I am going to mention just a few specifics: Preretirement counseling. We talk about problems of people going into retirement. Here a vital role by the people who are already retired and have faced these problems can be extremely helpful.

Financial counseling. Money management is always a problem for people of every age and certainly after a lifetime many people do not understand the simple management of their own finances. Counseling by older people can be of help.

Vocational and employment counseling. Many people do this but it's an important area that older people, due to their background and experience and knowledge, could be most helpful.

Personal health and hygiene. Our older people oftentimes suffer, and many retiree medical problems are minor. I understand here in Pocatello you have an excellent program working, doing just this, providing counseling and psychological help for older people who have these problems. This could involve physicians, nurses, public health and social workers.

In the field of agricultural counseling, it's wide open. Retired agriculturalists, could provide a tremendous amount of help to younger and older farmers alike. This expertise could be provided by farmers, veterinarians, livestockmen, lumbermen. The whole field of agriculture could benefit substantially by making use of volunteers.

Nutrition counseling.

Business management counseling, I have already reviewed or summed up, at least.

And these are only a few of the areas of active volunteer participation. Others might include the help of preparing tax returns, child tutoring, servicing in hospitals and nursing homes, working with organizations and community planners and things of this sort.

I stress that this discussion is volunteer service, unpaid. In many cases it can be carried out within the existing frameworks of government agencies and private organizations as well. Like SCORE it will require little or no funding. The main thing it requires is some real coordination.

What is needed most is the recognition of the human emotional, spiritual, and psychological needs of our older people, regardless of the income. A high percentage of SCORE volunteers, for example, are relatively wealthy men and women. They are not interested in poverty or welfare programs in any way. Now, they are not allergic

to getting their out-of-pocket expenses compensated, but they certainly give of their time and their expertise because of the personal involvement and fulfillment that comes from it.

What is needed most is an awareness by administrators of existing agencies of the opportunity to involve our older people, something that will provide meaningful expression.

What is needed most is the desire by these agency people to develop and coordinate and provide leadership for programs which will provide worthwhile involvement for our older citizens.

Too often we think that money is the problem. We look to our State or our country or our city or our National Government to provide these funds, but through SCORE we have proven that money isn't really the problem in many vital areas. Dollars fade in importance. You have heard it mentioned today that only about 25 percent of our retired people are actually down to poverty level. I don't know what percentage of our retired people are independent. Many of them are but they still have these strong, powerful needs, the same as anybody else.

BROAD-SCOPE VOLUNTEER ORGANIZATION

So I would emphasize again, in order to carry this through, what we really need is a broad-scope volunteer organization to coordinate, develop programs, made up largely of retired or elderly people, to provide aid and counsel to retired or elderly people, regardless of their needs or of their economic status.

Senator CHURCH. Thank you very much.

This experience your agency had with SCORE involved just the payment of expense money for those who participated?

Mr. GOERTZEN. Basically there was no charge for time whatever. A small businessman who is counseled is expected to compensate for out-of-pocket expenses only. My own experience is that very seldom does a SCORE counselor take any compensation whatsoever. He does it because he is helping somebody else.

Senator CHURCH. Really, this just comes down to an effort to make available the experience and expertise of older people who would like to help out and occupy their time in a constructive way?

Mr. GOERTZEN. To do it for something that's worthwhile and meaningful. They don't want to come into a place and put in time and get a dollar and a half an hour for it. They want to feel they are using this lifetime of experience helping somebody else to broaden their own.

Senator CHURCH. Well, I think that's one aspect, one dimension of the retirement period in the late years of life that needs a lot more attention, and this experiment seems to have been very successful.

Mr. GOERTZEN. We feel it could be expanded in the whole field of human endeavor.

Senator CHURCH. Thank you very much, Vic.

Now our next two witnesses and the final two witnesses on the agenda this afternoon are the Honorable Patricia McDermott of the Idaho State House of Representatives from the 34th district here in Pocatello, and the Honorable Bartlett R. Brown, who is the labor commissioner for the State of Idaho.

Pat, you are the prettiest. You can go first.

STATEMENT OF HON. PATRICIA McDERMOTT, IDAHO HOUSE OF REPRESENTATIVES, 34TH DISTRICT

Miss McDERMOTT. Thank you, Senator. That's why I always like to become involved in projects with which you are concerned.

First, I want to thank the committee for asking me to give testimony today and I especially want to thank Mr. William Oriol and Ben Yamagata, who are committee staffers and have given me a lot of help and, unfortunately, I got very busy and am going to have to apologize to the committee for not reading the approximately 4,000 pages of background material they sent to me so I could be a good witness. Second, I apologize for not having a written statement, but, however, my requested topic was "Department of Labor Policies and Programs Meant To Help Older Workers." Well, I wasn't sure whether the committee wanted observations with respect to the Federal Government or the State government, but without being unduly cruel I think I will give you a brief outline of what I could find that appear to be vested in the respective departments of labor, but essentially there really doesn't seem to be too terribly much of anything and if, in fact, it's there, either I am terribly unaware or it's just not too terribly visible, and if these programs and policies aren't visible, then we may as well not have them. In fact, it's worse to have them and people not know about them because then you spend all the money administering accounts that don't help the people they are designed to help.

First, as to Idaho, essentially the labor department's concern with older workers is set forth in chapter 16 of title 44 of the Idaho Code, which essentially is that you can't discriminate on the basis of age, but, if you are over 60, it's all right, and it's also all right if it's based on a "bona fide occupational qualification" or "a retirement pension plan" or "applicable Idaho or U.S. security regulations" but it's all subject, notwithstanding the exceptions, to the best, able, and most economic person to perform the service required. Since I am a State legislator, part of this deficiency is my responsibility because I have been noted for dumping bills in the hopper and I didn't dump in a bill to do something about this one, but I am not so sure legislation really is the answer anyway because so often individuals say let's pass a law and we pass a law and it's not funded or it's not enforced and there is the law and you still have the problem.

ENFORCEMENT OF LAW

Now, how is the law in Idaho enforced? Well the aggrieved individual files a complaint with the State labor commissioner. The State labor commissioner then seeks for conciliation and mediation and then he can have hearings and he can issue orders, and by then, if you were 60 when you filed the complaint, you are probably 90, and I am sure it does you a lot of good. Then we go to the district court, and then we have a full-blown district court trial, and then the district court judge can issue appropriate orders, but then, of course, that's subject to appeal. And then the penalty for a willful violation of this act is what the Idaho Legislature seems to think is the panacea for a problem. We make it a misdemeanor and we impose between \$100 and \$500 fine and up to 30 days in jail. Mr. Brown is more familiar with the en-

forcement of this act but, to the best of my knowledge, I am unaware of any time that that particular penalty has been enforced. Well, that's Idaho's policy and program designed to help older workers.

Now let's get to the Federal Government. We have the U.S. Labor Department and, in fact, I worked in the Solicitor's Office of the U.S. Labor Department in Washington, D.C., so I do have some familiarity with the way that Department works or, in some instances, does not. Essentially what the Federal law is, in terms of what is vested in the U.S. Labor Department, is we have the Age Discrimination Employment Act of 1967, but that's only applicable for individuals who are discriminated on the basis of age if they are at least 40 and they are not yet 65, and then it also applies to individuals who have 25 or more employees, which isn't that especially helpful in many areas of our State anyway, and, of course, the Federal panacea appears to be let's have a study and let's authorize publicity and then let's have an experimental and demonstration project, which is what the first section of that act does.

Now, in fairness, it also does contain some enforcement provisions, and the enforcement provisions essentially are enforced under a law called the Fair Labor Standards Act, which is known to most people as a minimum wage law, and the same methods of enforcing the Older Age Employment Act are also available for the minimum wage law, but, again, I subscribe to a labor law reporting service and I am not aware of any great deluge upon the courts of enforcement in terms of employment discrimination, but employment is just a nick of the problem and, in terms of what the Labor Department does, naturally it is essentially concerned with employment, but in my judgment I think both the State and the Federal Government got their priorities a little confused. And I am a lawyer, and I suppose in some circles I am over the hill, too, so I guess I would fit in with the Senator's description of an old lawyer, but too frequently legislators become involved and we see a law and we forget what it's like to try and enforce the thing on a day-to-day basis. I think this committee is doing an excellent job in realizing that that has been and continues to be a problem.

PROHIBITS AGE DISCRIMINATION

The Federal Government in 1964, President Johnson issued Executive Order 11141, which applies to Federal contractors and subcontractors and prohibits them from discriminating in employment on the basis of age, and, with all due respect to our current Chief Executive of the United States, I think that the executive branch of the U.S. Government, without being too partisan, Senator, certainly could do something other than have a speech from time to time and say we are glad, you know, you asked me this about that and let me tell you this about that, I think it's unfortunate and I think it's sad.

Now, I do think that the Senate, especially through this committee, on both sides of the aisle have indicated an interest and awareness that there is, in fact, a problem.

Now, to the best of my knowledge and based on my brief research, what I have just outlined to you, other than with the exception of the Manpower Development and Training Act, which really is not specifically designed to older persons, that is the sole extent of the U.S.

Labor Department's involvement, but I would also like to make a few observations, Senator.

First, I think that both the State government and the Federal Government frequently forget that an "older person" or "a senior citizen" is just a "person," and, in fact, in Idaho, in the United States now 40 is really considered somewhat over the hill, and in some circles I am considered some old bat who is ready for a cane, and yet with our increasing progress in medicine, right now the average life expectancy is 70. I would judge in another 10 years it's going to be 80, which means that almost one-half of your life you are considered over the hill and you are supposed to get ready for the dust heap, which I think is awful.

ENOUGH STUDIES

The second criticism I have especially with respect to Federal Government, is please, Senator, no more studies. We don't need studies to know that if a person is over 40, he has got trouble finding a job. If he has a little trouble with his employer or conditions get a little bad, he is afraid to quit because he knows he is going to have a tough time finding another job, and we know that an awful lot of people once they get 55 or 60 don't have enough money to live on. That's what our problem is, one of the biggest ones, and just too frequently, you know, we will say, well, golly, we have got to study the problem and thank goodness for this committee because I think this committee at least is aware that we really do have enough studies.

And I would like to submit an idea to you, Senator, instead of this gabble about this revenue sharing, how about some policy sharing between the Federal Government and the State government. I think this is one area, even on existing funds, we really could enhance the opportunities for everybody, not just people over 40 or 50 or some magic number. I will give you an example, that White House Conference on Youth.

Now, finally, after 10 years we are having another one, and I understand that this committee had much to do with instigating it, but who's going? Senior citizens, we have a few youth delegates, and in the criteria for youth delegates, if you were over 22 you were over the hill, too young to participate as a youth delegate. I think that's fine as far as that part of it is concerned, but if we want that White House Conference on Youth to result in anything other than another stack of statistics, reports, and studies and transcripts of three or four or however many days it's going to be, I think there ought to have been included the chairman or at least a representative from each State legislature of the committee appropriately concerned with the kinds of things that are going to be discussed, and also an invitation extended to the appropriate Senate and House committee chairmen and members. Now, that makes some sense, because it is my understanding some of the items and some of the significant items to be discussed will involve legislation, either amendments to existing legislation, new legislation, or perhaps repealing some of the gobbledygook we already have, especially that Social Security law. I don't know how anybody understands it. I think you have got to specialize in Social Security law and then you really don't know what it says. So I think that's one area.

And I think that frequently in Federal legislation there is a tendency to generalize and to have Federal legislation too inflexible. For example, Pocatello, Idaho, and our problems here are not the same as New York City, but yet frequently when Federal legislation is enacted, guidelines are set forth, and they are all based as though the United States is just one uniform little entity and the people all across the United States have the same attitudes and precisely the same problems. They do in a very large sense but from an operational point of view that is just absolutely not the case.

Another thing I would like to observe, Senator, and I am guilty, too, that the Federal and State policies seem to kind of fragmentize and computerize and really almost emphasize this increasing polarization between our citizens. We now have a little box and a little program for youth and then we have another box and another program for "disadvantaged youth," and then we have another little box and another little program for middle aged workers, and then we have another box and another program for retired workers, and I think the time has come for individuals in both the State government and the Federal Government to sit down and get together and say, "Gentlemen, what can we do to get everybody back together again?"

Now, I realize that before any really meaningful legislation and funding, which, of course, is the key, can be accomplished, we are going to have to do something about ending that mess in Southeast Asia. I don't like to be political, but I think that people just have to realize as long as we are spending the kind of money we are spending in Southeast Asia and as long as we are spending the kind of money we are spending, that the Senator outlined this morning, in these various military assistance programs, we just absolutely are not meeting our responsibilities to the citizens of this country, and I think it's time that everybody, not only just the kids, got the word to the White House and got the word to their senators. Of course ours knows, but I think the time has come to say enough.

TRAINING BUT NO JOB

I would also like to make a few observations on the synopsis of the proposed Middle Aged and Older Workers Employment Act. Now, the first paragraph states that you would establish a midcareer development service 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. Well, that's fine, except I saw what happened with the Manpower Development and Training Act and frequently the Labor Department will have training and counseling but there won't be any job, and in my judgment that's a lot crueller, to give a person hope and train him and then not have any job, and I don't think that it's fair if it's done in that manner.

The second paragraph would authorize the Secretary of Labor to recruit and train personnel to provide recruitment and replacement services in communities where there is large scale unemployment among middle aged and older workers because of the plant closedown or other permanent large scale reduction in the work force. Well, that again is good, but if there aren't any jobs, you just have a bunch of administrators sitting around eating up money that could be used

for something else, telling people you have got a problem, you need a job, and we don't have one for you. In fact, I think this also should apply to State and local governments and, again, this is where that policy-sharing might be developed in this.

And the same observation would be true with respect to the non-profit volunteer agencies, giving them technical assistance, for these employment offices. Well, why not help some of these State entities and these local governmental entities, they have already got the people there, maybe they could have just one person in the existing framework instead of having—well, the Senator knows how unfortunately when you create a whole new program, you have got to have a director, assistant director, administrator, assistant to the administrator, you have divisions, and it just really gets unbelievable sometimes.

ELIMINATE RESEARCH AND DEMONSTRATION PROGRAMS

The one thing I would hope you would delete would be what you have in your synopsis in paragraph 5, is the business of authorizing the Secretary of Labor to conduct a wide variety of research and demonstration programs for the purpose of maximizing employment opportunities. Under the MDTA there were quite a few of these research and demonstration projects and I happened to have a job which involved checking the contract proposals against what the law wanted, and I have never seen—well, I think we financed a few Ph. D.'s quite a few Ph. D.'s, but really I think the time has come to end all of these silly research and demonstration programs. We use 75-dollar words to try to describe people. We call them parameters, we call them ciphers, we call them factors. We are really talking about people. You can't even tell what those research and demonstration projects are designed to do half the time, you really can't, you need a translator. And I would hope you would delete that and just put the money into trying to help people get jobs.

Again, in paragraph 6, the act would authorize 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 redesigning. Why don't you just tell him to do it, instead of have a study on it. Just say, "Look, Mr. Comptroller General," or perhaps another Federal agency would be a better place to do it. You know you have got the problem, you know what you want to do, so instead of having a study on it, why not just say do it, and perhaps I am over simplifying, and I haven't read the technical provisions of the act, but I have read the synopsis.

And then on the Older American Community Service Act, I would hope the Congress could get that passed. It seems to have kind of a vestige of this policy-sharing idea in it, where you do authorize the Secretary of Labor to enter into these agreements, and where you do have funding, 90-percent funding and full funding in certain areas. I think that's good and I think that ought to be amplified and explored and it also would eliminate part of this problem of having something too stylized and too stringent, and I think it really would afford the kind of flexibility that both Federal and State laws ought to have.

As to the second item where you authorize the Secretary to consult with State and local governments, with respect to localities where com-

munity projects are most needed and consideration of the employment situation, and the number of percentage of eligible workers, I would hope that that could be more of a two-way street. Rather than, say, we in Idaho sitting here waiting for the Secretary to say come here, we have a little something, that perhaps you could put something in on a first-come-first-serve basis within a region that those entities that have a proper program presented would have some sort of a priority, because too frequently in these regional offices, they wait until the end of the year to see who has the worst problem so as a result again we get much of our money gobbled up in administration.

And then where you would authorize the Secretary of Labor to encourage agency 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 Community Opportunity Act, why not require them unless they show good cause why they should not coordinate because I think we all know sometimes—well, this was a classic example of about a year ago of a program that was in dire straits and we certainly would not have wanted to require a new program to coordinate with this at that time. But I really think if the Secretary is just encouraging, it's not going to happen, and I think the Congress has an obligation to decide what it wants to do and as a State legislator I know we sometimes cop out, to use one of the words of the kids, by using words like "design" and "promote" and we really ought to be more clear about what we mean.

DAY CARE

Then there is one item that you mentioned in your opening statement this morning, Senator, that I would really hope would be implemented, and that's the day-care proposal. I think that's one of the best proposals because it would help close this polarization between the younger and the older. There is nothing more tragic than seeing someone who is 65 and in an important position, or 64 and you see that person 1 year later, and the degeneration is just awful, frequently. And, in fact, in some cultures, as you know, when people get old, they just leave them out on the ice to die, but in many respects I think some of our Federal and State policies are much more cruel. We give them false hope and then we ignore them, we compartmentalize them, and I really think it's tragic and I am very pleased that this committee is trying finally to do something about it.

We do have problems with money, but, as I said, before we get into the revenue sharing I think we really do need policy sharing and if we can get that done, we can do a little better with what we have got.

To summarize, I am very pleased that the committee is here and you have got the proposed legislation, although I am not that entranced with some aspects of it, and I think the States are waking up a little bit and I think if we could remove the "Big Brother" aspect from Federal legislation, I really think that you will get a lot more response out of State legislators and legislatures, at least in this State, and, for heavens sake, please let's end the research and demonstration projects and get on with the business of trying to live together and get some jobs and get some money to the people who need it.

Thank you, Senator.

Senator CHURCH. Thank you, Pat, very fine testimony. I must say that your analysis of the two bills that are pending in this field is very helpful to us and the committee.

I also liked your suggestion that possibly an arrangement could be made that would permit representatives of the State legislatures that deal with problems relating to the aging to attend the White House Conference in November. That's an excellent idea in line with your proposal for policy sharing. I don't think anyone has given any thought and yet it obviously is such a good idea that I will carry it back with me to Washington and discuss it with Mr. Arthur Fleming, who will be the director in charge of this upcoming national conference, White House Conference on Aging, and perhaps we could get something of that order done. I hope so.

Very good testimony. I appreciate it.

Miss McDERMOTT. Thank you, Senator.

Senator CHURCH. Now we have the Hon. Bartlett Brown, who is Commissioner of Labor and known to many of you since he comes from over this way.

STATEMENT OF BARTLETT R. BROWN, COMMISSIONER, IDAHO DEPARTMENT OF LABOR

Mr. BROWN. Thank you, Senator Church, Miss McDermott, members of the Senator's staff, ladies and gentlemen. Again, it's nice to be home.

I would first like to respond to one of Pat's statements with regards to Departments of Labor, breaking it down to the U.S. Department of Labor and State Department of Labor. Almost entirely all of the training programs originate with the Federal Government. They are then sent to the State. They do one of two things with them, they work them through an existing agency or department or set up a new one. I can say this: We have not had any of them, I don't believe at the present time we are geared to handle them.

I would also like to go back and refer to my written statement, a question was directed to me as to whether I felt that added legislation was needed, and, of course, at the time our conversation had to do with the antidiscrimination clauses in our statutes in the State and, of course, the Federal statutes, and, of course, my answer to that was that I didn't feel that added legislation is needed in that particular area, for the reason, as I spelled out in my statement, because now we have—it spells out the violations, it spells out the hearing procedure, the enforcement, and the penalty, and with this I wholeheartedly agree with Miss McDermott, is the fact that the only way you are ever going to get a conviction is have an employer stand up in court before a number of witnesses and say I am not going to hire him or her because she is too old, because you have already given them the out, they find ways and means to actually circumvent the laws.

Along this very same line, I do feel that legislation is necessary for the training programs and programs to retrain, whichever way you want to refer to them.

HAVE JOBS AVAILABLE AFTER TRAINING

The only thing, again, I have to agree with Pat is if we are going to have the programs, training programs and so forth, is, for heavens

sake, let's have the jobs when they are done, because an individual 45 and older, when he becomes unemployed, he is demoralized more so than a younger person. You take and run him through a training program or one of the programs that are designed to put him back into gainful employment, he finishes his training, and in the end run he goes for the job and the job is not there. You have hurt him twice.

A few other items I would like to cover. I think most items have been pretty well covered today.

Senator CHURCH. We will take your written statement and include it all in the record. You can just highlight whatever you would like.

Mr. BROWN. Fine. I think one of the points that has been brought out in a few other cases is it's the trend, sure, it's 45 years old now, and I am pretty close to it, 1 month lacking 3 days, but this trend is dropping. I think Mr. Christofferson brought that up today in his reference to American Micro.

Legislation, again, I can readily endorse the Middle Age and Older Workers Employment Act and the Older American Community Services Act. It's very encouraging to see this type of hearing come into Idaho, the interest that's been shown here today by business and industry. And Mr. Rice's comments from Aerojet. I was very pleased to hear this because their predecessor, I have a pretty good stack of files that they did not take this interest in terminated employees. I appreciate the opportunity to be here.

(The statement referred to follows:)

PREPARED STATEMENT OF MR. BARTLETT R. BROWN, COMMISSIONER, IDAHO DEPARTMENT OF LABOR, BOISE, IDAHO

Mr. Chairman, this is in answer to your request for a statement from the Idaho Department of Labor concerning the problem of workers within the State of Idaho 45 years of age and older and their ability to obtain employment.

It has been found that the older worker not only has the problem of finding employment at 65 years of age, but a worker 45 years of age is also finding the same difficulty today. With each ensuing year, this age seems to be showing a downward trend. I am quite sure that the cause of this particular problem ensues from the change from rural or agricultural living to the concentration of our population within the confines of the cities. Automation is playing an important part in this trend also. This coupled to the fact that most companies or corporations have included in the benefits to their employees pension and retirement plans are factors to this problem. In some of the pension and retirement plans, the employee has a vested interest and others are solely underwritten by the employer. Therefore, the trend is to be more interested in a younger employee that will be in the plan for a much longer period of time. We are also faced with the dilemma of the large company in cutting back their personnel, many times of laying off or furloughing the older people. These same above mentioned pension plans could have a direct bearing on these activities. This has been mentioned in the cases of the National Reactor Testing Station and the Boeing Company. Of late, the Union Pacific Railroad is also being accused of this practice. However, with the Union Pacific Railroad, all of their crafts are on a strict seniority basis, and by this, the youngest people in service go first. After the lay off is in effect, there appears to be some discrimination in regards to age in who they will rehire in other departments and who will be accepted to transfer to other terminals.

It has definitely been established that the older worker 45 years old and above once upon the unemployment rolls has more difficulty getting permanent employment. The older they are the more difficult it becomes. This holds true for both male and female in this category.

In working with the figures available to me from the Department of Employment for July of 1971, I have taken four areas to compare. Ada and Bannock Counties which are the more industrialized areas according to Idaho's standard,

and the other two being Bonneville and Bingham Counties together and Canyon County which are more rural orientated. These Counties are close to a comparable size and population factor. Ada County has the lowest overall unemployment factor of 3.7% which is well under the national average. The breakdown of 45 years old and older unemployed is 500 male and 400 female for a total of 900 which is approximately 41.8% of the total 2,150 persons unemployed. Bannock County is close overall to the national average with a 5.7% unemployed with 220 male and 240 female over 45 on the unemployed list. With the total of 460 people over 45 years of a total of 1,300 unemployed, this constitutes 35.4% of the total. Then as we go to Bonneville and Bingham Counties which are a more rural orientated area, the percentages change somewhat drastically. They have an overall 6.7% unemployment rate which is somewhat above the national average with 190 male and 230 female over 45 years of a total of 2,800 with the older workers only being 15% of the total. Canyon County, again being more rural in makeup, has a 6.4% rate of unemployment with 240 male and 300 female. Of this 540 total, 45 years old and over from a total of 1,920, 28.1% of the total unemployed.

This seems to point out that the older worker does better in a rural or agricultural orientated area, and yet, the overall unemployment figures are above the national average and considerably higher than the unemployment rate in Ada and Bannock Counties which are the more industrialized areas. Another interesting point is that it seems to point out that there are more females on the unemployment roles in the rural area than the more industrialized counties, as with Ada County only 44.4% are female, Bannock has 52.1% female, Bonneville and Bingham have 54.76% female, and Canyon County has 55.5% female. As Ada County is compared with Canyon County, the figures are just the direct opposite. In Ada County, the male percentage is 55.5 and the female percentage is 44.4. Canyon County has 44.4% male and 55.5% female.

The State of Idaho is still one of the more agricultural or rural orientated States in the United States.

In the Labor Laws of the State of Idaho, under Sections 44-1601, 44-1602, 44-1603, 44-1604, 44-1605, and 44-1606 of the Idaho Code, which are specifically related to Discrimination because of Age, they spell out violations, hearing procedure, enforcement, and penalties. These statutes provide protection up to 60 years of age.

I would, however, like to comment on our ability to enforce these statutes. It becomes almost impossible to enforce this section because in all of the cases that we have been involved in, we have not, through our investigations, been able to definitely establish that the employer or his representative without a doubt has refused to hire an individual on the basis that he or she is too old or that this same reason would be given for their termination or lay off. We have had some success in individual cases by intervening on behalf of the employee in a conciliatory type proceeding.

Our Techno-Society thinks about industrial development, yet, we forget many times about our most important asset—the experienced older worker. The laws have been passed, as mentioned above. There then develops ways and means to circumvent these laws, and the end result is often that the employee in this category is no longer wanted or thought to be employable. The workers themselves, after many futile attempts, actually are convinced that they are untrainable and start the first step to their demoralization.

I do not feel that Legislation is the answer. Both the State of Idaho and the Federal Government have laws covering this subject. I do feel that the answer to this problem, and it is becoming a larger problem as we go along, can only be corrected by retraining programs for these people and more important is that there will be jobs for these people after the training is completed.

It has been seen that many of the efforts to retrain and place these people have not been successful. Millions of dollars have been spent for retraining and after completion, the jobs do not exist. This causes a further demoralization of the individual. The thrust should then be in the creation of more meaningful work, creation of jobs, and setting of priorities. Create the need and I believe society will adjust to the need. Then, train the workers to fill these jobs. The answer is job training or retraining in needed areas and hopefully full employment. This could be accomplished through Legislation that would bring into being programs that would provide training and jobs for the older workers.

I appreciate this opportunity to present the views from our Department.

Senator CHURCH. Thank you very much. I agree with you what you said about nondiscriminatory legislation. Where age is concerned, there is really no practicable means to enforce it, neither the State law nor the Federal law. It's more rhetoric than it is effective legislation. Unless you had a case of big industry where you can make out a pattern of employment that obviously discriminated against older workers, you just can't prove the case in individual situations.

Mr. BROWN. I think your pension systems have a lot to do with this in specific areas.

Miss McDERMOTT. And there is specifically in both the Federal and State legislation a valid basis for discriminating.

Senator CHURCH. Yes.

Ladies and gentlemen, we have come to the end of our agenda. I want to provide an opportunity for anyone who is here who would like to make a statement or make a comment to do so. Many of you have waited all through the day, a long day, and I want to call your attention to the fact that everyone has been given two sheets, a blue sheet and a green sheet. The blue sheet is simply for your name and address and zip code, if you would like to leave it with us. The reason we ask you for that, we will send you a copy of the printed hearings when the hearings are printed up on the general subject of unemployment among the elderly, and the green sheet is for you to use in case you have anything you would like us to know about and you haven't had a chance to testify. This written testimony will be submitted and given the same weight and consideration that the oral testimony has received, so if you have any statements, you can take it home with you, if you want, and write it up and send it to me in Washington, D.C., as chairman of the Senate Committee on Aging.¹

Now, one gentleman here has asked to be heard and was not on the agenda. He represents the Pocatello Mexican-American Civic Affairs Committee. Louis Archuleta.

STATEMENT OF MR. LOUIS ARCHULETA, MEXICAN-AMERICAN CIVIC AFFAIRS COMMITTEE, POCATELLO, IDAHO

Mr. ARCHULETA. One of the things that I have noticed during the testimony is that there is a lot of talk about Federal legislation and everything but there is nothing about letting the people who know what aging is all about run things. We Mexican-Americans ask for our programs, let us have our own people to run them. I don't see why the senior citizens couldn't run a few of their own programs. It seems to me that if you are an older person, you know what you want and you know what you need, so why don't they let you run it.

PROBLEMS OF THE MIGRANT WORKER

Now, the Mexican-Americans have a few problems that the white people don't have. Our migrants are our biggest worry and problem. When the older migrant worker isn't able to work, he has to live with his family. Usually the older migrant workers are very poor, and they don't have anywhere to go, so they either have to go on welfare or live with their own families. A lot of migrant workers do not have

¹ See appendix 6, p. 285.

retirement funds like Social Security. When they work, they share the income of what they earn and spread it through their own family. That way, it's actually a tax benefit. The income reported to Social Security is not what the parents actually earned, so when it comes time for the parents to retire, they don't show as much retirement income as they should.

The migrants move from State to State and they don't stay in a particular area very long, which is also another disadvantage.

There is discrimination in this area and in other areas against Mexican-Americans and other minorities. It's basically a language and cultural discrimination. Where there are a lot of Mexican-Americans in an area, you find a lot of discrimination against them. We have gone to many conferences and we found out that in Pocatello the relationship between the Mexican-Americans and the whites is fairly good, and we would like to see this extended throughout the whole United States.

As for job training, the migrant stream is going to end in the next 10 years because of mechanization on the farms. There are several thousand people on the migrant stream. Within 10 years they are going to have to settle some place, and they are going to have to find jobs. We are trying to find job training for the older people but they are afraid to because they have to support their family, so they feel they can't afford to go to school to be trained. What the migrant workers need is to be trained and to have something to support their families while they are being trained.

The employment for Mexican-Americans in this area is mainly agricultural, they live and work on the farms year around. Mexican-Americans also work on the railroad, in the phosphate industry, and food processing industries. Whenever these industries are hurt, the Mexican-American is hurt, too. The older Mexican-American is usually found in the lower type of jobs, manual labor, farm work, et cetera. We are not in the management fields or anything similar, so every time there is a strike, you find us out of work, just like everybody else. In this area there are only five or six businesses owned by Mexican-Americans, so mainly we work for other people.

There is a lot of unemployment on the farms at times. It's a seasonal business. For up to 3 months out of the year a lot of people are completely out of work. The crops don't come in all at the same time so there is a waiting period of maybe a week or half week when the farmworkers are out of work. Then they have to move to where the crops are coming in.

The cost of living squeeze has hurt the Mexican-Americans just like everybody else, but when you don't have any money coming in you are hurt a lot worse. The poor people are hurt worse by the cost of living squeeze because we have to spend more of our income on food and that's where the greatest cost of living is—that's where everybody can see it the most.

NO WELFARE FOR MIGRANT WORKERS

The Mexican-American migrants don't qualify for welfare because they stay in one area for 1 or 2 weeks and then move. That means they can't get on welfare until the time comes when they don't have a job during the off season and they have to settle down someplace.

A lot of times they live with friends who have money or they have to move in with relatives, if they have any. If they don't, they go on welfare and then work as soon as they can.

We need food programs for all poor, including the elderly. There are a lot of elderly Mexican-Americans in this city who need food stamps and food commodities. I was familiar with this community center for a time and they used to take food commodities to the people who couldn't make it here. I think this was real good. Say, a person is laid up in bed and can't get up or he doesn't have any transportation, they could provide some service to take food commodities to the homes and that would help a lot. I also notice here they had a nutritionist that showed people how to use these food commodities. That was a very good program and I was sorry to see it end. The Mexican-American Civic Affairs Committee meets here every week and we can see most of the benefits that are offered here and I would like to see the services extended to all cities and to the country, the rural areas need it especially. If you, could take buses out to the farms where the elderly need to be in contact with other people.

The senior citizens center sponsors a free health clinic here. It's not well advertised, and the older people need to know about this, and they need to be brought in and talk to these people. Medicare doesn't take care of everything. As I understand it, the older person does have to pay something on their Medicare, the first \$50 or something like this, and a lot of people just don't have that \$50, they don't have any money to spare. A lot of older people use all of their income just to live. They have nothing for any frills, going out to see movies or going to the park or anything. The only entertainment they have to rely on is what their family can provide for them.

MORE LOW-INCOME HOUSING

There is a greater need for low-income housing for the elderly. We have a low-income elderly housing complex here and we would like to see a lot more. This is open to all low-income senior citizens.

Our older people are a repository of our cultural heritage. The older Mexican-American knows the songs, dances, and history of our people, and our language, and we are losing that because the younger ones won't listen to them. We all should be proud of our heritage and I think most of us are. I am sure that's the same with everybody because they are all from different countries, everyone has their own cultural heritage and identity. Pass it on to your children. It's not done enough. This is one country, but it's also a lot of little ones in every person.

That's about all I have for right now. Thank you.

Senator CHURCH. Thank you very much.

I want to say that we have a special inquiry going on into the problems faced by the Mexican-American elderly workers that is part of the minority groups that we are looking at, and I am awfully pleased that you gave us the benefit of your testimony.

Is there anyone else now who would like to say a word before we close the meeting today?

[No response.]

Senator CHURCH. I want to thank our two Pocatello policemen who have been here through the day very much for their attendance, and

I also want to recognize the presence of Mrs. Pallister,* who is the director of the Boise Employment Service for the Elderly, and she came all the way from Boise to be here for the meeting today. Is she in the room now? There she is.

Very well, I believe that concludes our hearing. I want to thank all of you for coming and for your patience through the day, and I appreciate very much the support you have given us and the work you are doing in your own Senior Citizen Center here in Pocatello. Any time I can personally be of help in connection with any of your problems, never hesitate to get in touch with me. Thank you.

(Whereupon, at 2:30 p.m. the hearing was adjourned subject to call of the Chair.)

* See statement, p. 286.

APPENDIXES

Appendix 1

ADDITIONAL MATERIAL SUBMITTED BY WITNESSES

ITEM 1: PREPARED STATEMENT OF JACK L. RUCKER AND JOHN E. CHRISTOFFERSON,¹ IDAHO STATE UNIVERSITY SCHOOL OF VOCATIONAL-TECHNICAL EDUCATION

This is a joint statement on Vocational-Technical Education, by Jack Rucker, Director of the Vocational-Technical Education School at Idaho State University, and by John E. Christofferson, Coordinator of Information and Public Relations, of the Vocational-Technical Education School at Idaho State University.

The School of Vocational-Technical Education is an integral part of Idaho State University and is located on campus at Pocatello, Idaho. The University has an enrollment of approximately 8,000 students and the Vocational-Technical School accounts for approximately 15 percent of that enrollment. Students attending the Vocational-Technical School have the same rights and privileges as students enrolled in any other schools or colleges on campus. The school is a state institution controlled through the State Board of Education, the Vocational School is controlled through the same board, functioning as the State Board of Vocational Education. Funding is through the local, state, and federal appropriations.

The School of Vocational-Technical Education at Idaho State University has a policy that does not restrict any age, ethnic, social, economic group from obtaining training and education, or in any way discriminate against prospective students. The only criteria used in the selection of students is the possibility of successful employment based on their past performance, motivation, desire, and in some cases, physical abilities. The school now offers approximately 35 occupational choices and serves the southeast portion of Idaho. However, enrollment comes from most of the counties in Idaho, from surrounding states, and several foreign countries. Only 18 percent of the Vocational-Technical School enrollment in the 1971 spring semester are graduates from the Pocatello high schools. The basic underlying philosophy is to accept students on the basis of where they are and to assist them in reaching the highest realistic level possible.

The program offerings vary in length, starting dates and depth of training. Enclosed is a regular day program list for the fall semester for 1971-72. Students are selected on space available and to students of all ages in the Idaho State University, Vocational-Technical School. Figure No. 1.

The dedicated staff and faculty are concerned with other factors than merely turning students out. The objective of the Vocational-Technical School is employability, and no student is enrolled unless some prospect of employment exists upon completion of a training program. It is not our goal to train for unemployment! At this point it is impossible to contact all students, or for that matter, all instructors to determine the actual employment factors of all programs. The figure now obtainable indicates a total school employment characteristic of approximately 76 percent of the students graduated in the spring of 1971 are now employed. The employment percentage per program runs from 42 percent to as high as 100 percent. Figure No. 2. The school employment statistics give an itemized school enrollment.

The Vocational-Technical school has recognized the problem of employment of the aging: one of the basic problems is the transaction of our particular area of the small farmer to an urban environment.

¹ See statement, p. 236.

Statistics of farmers from a four county area, as gathered by the Farm Bureau, County Agents, and from FFA, state that from the counties of Bannock, Power, Bingham, and Bonneville there are 3,985 a total number of farmers, 27 percent of all farmers annual income is \$3,250 or under, 41 percent of all farmers could benefit themselves by a retraining program and 36 percent of all farmers are 45 years of age or older.

The railroad industry in conversion from steam power to diesel electric locomotives greatly affected the non-operating shop crafts. Many journeymen mechanics were terminated because of change in job classifications and nothing has been done to retrain these hundreds of now under employed mechanics. The diesel electric locomotive is constantly modifying the railroad operations. Towns once used as terminals and inspection points are now being bypassed. Icing facilities and other operations have been relocated, resulting in the reduction of operating and non-operating personnel which ultimately contribute to the unemployment of people over 45. Recently the Amtrack rail transportation legislation has still further affected employment of the aging in our immediate locality.

Another unique phenomenon of employment of the aging are the arbitrary age limitations that are imposed by some industries. Our recent association with the micro-electronics industry typifies a basic problem of the aging. A number of interviews with personnel directors indicated that they believed people over 35 were not able to perform in their dynamic industry. In almost every case, young applicants were considered to be the more promising prospective employee.

Idaho State University, School of Vocational-Technical Education designed and established a training program for a newly located micro-electronic manufacturing facility. The management of the plant was young and energetic and did not purposely discriminate against people over 35 but they reflected the general attitude of the industry. The program was established using the basic philosophy and policy of the university, which prohibited the discrimination of people over 35. The first group of trainees were selected giving no consideration to educational background, ethnic group, nationality or age. The group was heterogeneous with ages ranging from 18 to 52, 10 percent of this group was over 45. Educational background ranging from 7th grade to five year college degree, 15 nationalities were represented and five ethnic groups. All trainees were females and all participated in a highly intensified eight week program in which they learned 43 identifiable production jobs. All trainees successfully completed the course and were ranked according to overall performance. The top performer in the group was a high school drop out and was 23 years of age, the second had received her 13th year through Adult Basic Education and was 39 years of age. The third was a Chippewa Indian who had taken a GED test to get her diploma and was 24 years of age. The fourth was 47 years old with a high school education. The results of the first group indicated that age did not influence the ability of the trainee, that statistically they outperformed the trainee in the age group under 20 years old.

The second group of trainees were again heterogeneous; however, this group was divided into two sections, one half was over 30 and the other was under 30, all girls successfully completed the training. The results indicated that the group under 30 moved faster than the other group; however, the group over 30 went into more detail in learning the basic concepts. This group stated almost without exception, that they did not favor the separation. Each group said that they could have profited from the other group. The older group stated that they needed more enthusiasm while the younger group needed more stability represented in the over 30 group. After approximately one year of employment in the industry, the employer evaluated all those trained at Idaho State University, School of Vocational-Technical Education and determined the two best all around workers and found that they were trained in the over 30 group of the second section.

A second new training program has been established at Idaho State University, Vocational-Technical School, the Water Waste/Water Treatment Plant Operator. This is a program designed to train individuals, predominantly male, to obtain a third class plant operator license. The recent federal legislation controlling the standards of waste water has made it necessary for most communities to install and operate some type of treatment plant. This program was designed and student recruitment was based on helping the local municipal government to meet the federal standards. In this program, like the Micro-Electronics program, no discriminating factors were established. The group starting was heterogeneous with age ranging from 18 to 53. Student recruitment was done in a unique way, all of the municipal governments in our area were contacted. The program was explained and each municipality was to recommend people from

their community who could profit from this type of training, unemployed, underemployed or people seeking a new occupational choice. The municipal government could then select a person to be trained and then be returned to their community to operate their respective treatment plant.

A community effort to assist aging workers has been made by the school's Basic Adult Education program. The Basic Adult Education program received the Department of Health, Education, and Welfare's merit award as the outstanding school in region ten. The enrollment in the program in ages over 35 is as follows:

Age ranges :	Number of students
35-44 -----	148
45-54 -----	75
55-64 -----	20
65 and over-----	4

Educational objectives of this program are to allow individuals to advance in the current occupational areas and enter new areas by assisting individuals in obtaining high school diplomas and increase basic skills in a variety of other areas.

The national average of people over 45 in a training situation is approximately 4 percent. In the Micro-Electronics program the average is approximately 10 percent per training group, and in the Water Waste/Water, approximately 15 percent, and Adult Education, 13 percent of total enrollment over 45. In each of these programs, no problems exist as a result of age. As a matter of fact, there appears to be a motivating factor that accompanies age in a training situation. These people over 45 have a higher personal commitment and exhibit greater stability than those people in younger age groups. Figure No. 2.

In Figure No. 3, it should be noted than in the group of 45 to 52, all trainees that began training are still currently employed. The Water Waste/Water program, only one trainee over 45 has terminated, all other trainees are successfully completing the program. Figure No. 3A.

The successes, although numerous, should not obscure some of the problems that are faced by trainees over 45 years of age. A common occurrence in aging workers is change of vision. Single corrective vision is accepted in most employment situations; however, bifocular vision can cause distortion in certain critical areas and can constitute a safety hazard. Arthritis in the hands and spinal areas is another common physical condition that will limit aging workers. Arthritic conditions result in inability of the worker to do finger dexterity and spinal arthritis will not allow people to remain in fixed positions for extended lengths of time. There is also a psychological problem with workers over 45. Many persons in that age group feel they can no longer learn new and complicated jobs. Aging workers have more and deeper personal commitment, financially, family, and health which tend to interfere with concentration in a learning environment.

Idaho State University's approach to correct the majority of the problems is additional training or retraining. The Micro-Electronics program and the Water Waste/Water programs are just representatives of the programs that could be initiated to bring underemployed or unemployed persons back into the work force.

Air pollution, allied health, and numerous other occupational areas are constantly in need of trained personnel. Funding is not available to establish these much needed training programs.

A program or campaign designed to make employers aware of the capabilities of workers over 45 is essential. A similar campaign is needed to alert these people who need training that training does in fact exist.

Projects such as our mobile exploratory lab should be funded so that prospective students can experiment and explore wide numbers of occupational areas without over burdening the small under-funded local school districts.

Financial assistance should be made available to older workers who want retraining but because of their financial commitments are unable to avail themselves with new skills.

Programs should be established and finances arranged to assist individuals such as farmers to enter part time preparatory programs. These part time preparatory programs could be held at night and extended over several years time to allow individuals to gain a new occupational area while maintaining the financial obligations as head of the house. No provisions are in our area for part time preparatory education.

Idaho State University, Vo-Tech's experience with training and retraining people over 45 has indicated tremendous success can be obtained with aging workers and no discrimination should exist for the applicants 45 and older. Some physical limitations that might exist should be identified and should be considered in helping people over 45 make their occupational choice. For the most part, people over 45 are physically capable and able to do most work. People over 45 possess high degrees of motivation that overcome many of the educational barriers they might possess and their stability makes them highly desirable employees. The greatest problem in training people over 45 is making people aware training exists and that they are qualified to enter these existing training programs. More funds should be made available for Vocational Education to extend training into areas where thousands of jobs exist. People over 45 could and should enter these new and challenging occupations.

FIGURE 1

IDAHO STATE UNIVERSITY, SCHOOL OF VOCATIONAL-TECHNICAL EDUCATION, FALL SEMESTER, 1971-72

Program	Nominal length (months)	Contact hours per week	Classes begin	Classes end
REGULAR DAY PREPARATORY PROGRAMS				
Aircraft (airframe) mechanics.....	9	35	September 1.....	December 23.
Aircraft (powerplant) mechanics.....	9	35	do.....	Do.
Auto body repair.....	9	30	do.....	Do.
Auto mechanics.....	12	30	September 1, October 25.	October 22, December 23.
Auto parts distribution.....	9	30	do.....	Do.
Auto service mechanics.....	9	30	do.....	Do.
Business equipment repair.....	11	35	September 1.....	Do.
Advanced business equipment repair.....	20	30	do.....	Do.
Civil technology.....	18	30	do.....	Do.
Cosmetology.....	11	48	August 23.....	Do.
Crop and soil technology.....	18	30	September 1.....	Do.
Data processing technology (operations).....	11	30	do.....	Do.
Data processing technology (programming).....	20	30	do.....	Do.
Diesel mechanics.....	15	30	September 1, October 25.	October 22, December 23.
Electronics drafting technology.....	11	30	September 1.....	December 23.
General drafting technology.....	11	30	do.....	Do.
Drafting and design technology.....	20	30	do.....	Do.
Electrical technology.....	18	30	do.....	Do.
Electronics technology.....	18	30	do.....	Do.
Advanced electronics technology.....	27	30	do.....	Do.
Food service.....	9	30	do.....	Do.
Furniture maintenance.....	11	30	do.....	Do.
Graphic arts.....	18	30	do.....	Do.
Graphic communications.....	9	30	do.....	Do.
Law enforcement.....	11	35	do.....	Do.
Machine shop.....	18	30	do.....	Do.
Merchandising.....	11	1 25	do.....	Do.
Secretarial occupations.....	9	35	do.....	Do.
Upholstery.....	18	30	do.....	Do.
Welding.....	18	30	do.....	Do.
SPECIAL PROGRAMS				
AEC clerk-typist.....	(?)	40	(?).....	(?).
Job orientation.....	(?)	30	(?).....	(?).
Micro-electronics.....	(?)	30	(?).....	(?).
Practical nursing.....	12	35	August 30.....	(?).
Vocational-technical preparation.....	(?)	30	(?).....	(?).
Water/waste treatment plant operator.....	12	40	(?).....	(?).

¹ Average hours, will vary with each student.

² Open-end.

³ Will be announced later.

⁴ 8 weeks.

⁵ Students enroll at various times, as openings exist in the program. There is not a specific date that classes begin.

FIGURE 2
SCHOOL EMPLOYMENT STATISTICS

	Percent
Aircraft mechanics: 10 graduates (7 working)-----	70
Auto mechanics: 16 graduates (1 coming back, 1 lost, 14 working)-----	87
Auto parts distribution: 4 graduates (3 working)-----	75
Cosmetology: 12 graduates (12 working)-----	100
Electronics technology:	
(2-year program): 5 graduates (1 working, 1 not sure, 1 interviewing) -	60
(3-year program): 9 graduates (6 working)-----	66%
Graphic arts: 5 graduates:	
3 men: (2 working, 1 U.S. Army)-----	66%
2 women: (1 working, 1 pregnant)-----	50
Electrical instrumentation: 4 graduates (4 working)-----	100
Micro-electronics: 6 graduates (6 working)-----	100
Law enforcement: 11 graduates (8 working, 3 interviewing)-----	72
Civil technology: 15 graduates (15 working)-----	100
Crop and soil technology: 9 graduates (9 working)-----	100
Data processing: 7 graduates (3 working)-----	42
Drafting and Design: 14 graduates (7 working)-----	50
Food service: 9 graduates (7 working)-----	77
Merchandising: 12 graduates (9 working)-----	75
Secretarial occupations-----	80
Not available at this time: auto body repair, business equipment repair, diesel mechanics, machine shop, upholstery, welding, diesel mechanics (basic), basic mechanics.	
Total school employment (of those reported)-----	76

FIGURE 3
MICROELECTRONICS

Age group: This is a division of girls into groups of ages. This group should be a 15 to 24 group, but because of state law 18 to 24 is being used. The high rate, 45 to 52 is determined by the applicants applying and being accepted for training.

Number in group: This number is the actual number of students entering the program within the age intervals.

Percent terminated of starts: This number indicates the ratio of students starting to student terminating within the age interval.

Percent of age group: The ratio of students who terminate to the number of students who start the program.

Percent employed: The ratio of students starting to those that are currently employed within an age interval.

Percent of total terminated: The ratio of termination within an age interval to the termination in all age intervals.

Age group	Number in group	Percent terminated of starts	Percent of age group	Percent employed	Percent of total terminated
18 to 24-----	36	19	8.0	81	60
25 to 34-----	27	9	2.4	91	30
35 to 44-----	15	7	1.2	93	10
45 to 52-----	8	0	0	100	0

Note: Average 91.33 percent. The ages between 45 and 52 show that there are more employed and less terminated. Mean average age 30. Mode: 24 years.

All students between the ages of 45 and 52 completed training successfully and were employable and at this time are still working.

Students between ages 35 and 44, 1 girl left because of personal reasons, 1 girl transferred into another program.

Students between ages 25 and 34, three girls were terminated: two girls terminated by the plant because of other reasons rather than unskilled training, 1 girl terminated because of personal reasons.

¹ Percent of those who wanted work are employed.

Students between ages 18 and 24, eight girls were terminated, 1 was terminated in the school because of skill, 1 terminated because of personal reasons, and the remaining 6 were terminated by the employer.

FIGURE 3A
WATER WASTE/WATER

Age group	Number in group	Percent terminated of starts	Percent of age group	Percent employed	Percent of total terminated
18 to 24.....	12	8	4	8	33 $\frac{1}{2}$
25 to 34.....	3	0	0	0	0
35 to 44.....	7	14	4	0	33 $\frac{1}{2}$
45 to 53.....	4	25	4	0	33 $\frac{1}{2}$

Note: The categories are as described in the micro-electronics, and should be noted that the employment is down because the students are in training. Of the 3 terminations: 1 terminated early because he reached employability, the other 2 terminated because of personal reasons.

ITEM 2: "WOMEN, THE HANDICAPPED, AND OLDER WORKERS" FOR
THE HANDBOOK OF MODERN PERSONNEL ADMINISTRATION

EXCERPTS FROM CHAPTER 3, SECTION XV

(Submitted by James M. Kelly*)

EMPLOYMENT OF THE ELDERLY

The "Age Discrimination in Employment Act of 1968" bans discrimination based on the age of the applicant, in positions offered by employers of 25 persons or more, in those industries identified as belonging in "interstate commerce" by the Fair Labor Standards Act.

The popular myths that "you can't teach an old dog new tricks" and "older people can't keep up the pace" have a very damaging effect upon the careers of the men belonging to these age groups. Presumably, many are, in fact, unaware of this discriminatory influence and often deny its existence. The effect of this attitude on the individual's self image, and consequently on his performance, is usually quite negative. This may result, in turn, not so much on what could be done but what is likely to be done, the way the worker now perceives what he is capable of doing. Further, this usually produces a significant lowering and narrowing of their level of aspiration, often in conflict with long established desires to fulfill the dictates of responsibilities and position in society. The worker, even though he does not actually possess a disability, may feel that he does, and attempt to compensate for it, or, on the other hand, to over-compensate for those that he does have. This, in turn, may accentuate the negative effects on performance of some real disability that might not have arisen had it never been mentioned. If this leads to further self-examination and introspection, the adverse effects may be to bring into consciousness many buried habits, activities, and peculiarities which, if left undisturbed, would have remained in the subconscious, but which now, when under scrutiny, break up the normally quiet and efficient work pattern.¹⁵ In sum, the influence of the cycle may be to magnify disabilities, and/or felt disabilities, many times over.

In many enterprises, young persons enjoy preferential hiring status. In general, employers appear to prefer younger to older employees because they feel that younger workers complete larger volumes of work, are more adaptable to change, and are in better health than their older colleagues. Research shows that advancing age does produce a "slowing down" of bodily actions. In an early study, the main cause of this in older people was focused in the physical movements, rather than in the central thought activities of comprehending relevant data and selecting a proper response.¹⁶ This should not be construed to

* See statement, p. 234.

¹⁵ Walter R. Miles, "Age and Human Ability," *The Psychological Review*, 91: 2 (March, 1933), 110.

¹⁶ Gerald G. Somers, "Evaluation of Work Experience and Training of Older Workers," a report prepared for the National Council on the Aging, Chapter III, 114-119.

the effect that the cause of decline lies more in the motor mechanism than in the central brain processes. It may be explained more in terms of a "conservation of effort."

On the other hand, recent studies indicate that slowing with increased age is a result of declines in the functioning of perceptual and translatory mechanisms controlling movement. In other words, it is reaction time and not movement time that becomes slower with age. The slacking pace with age is due, not to longer time required to execute movements as such, but to time needed for the central thought processes to initiate, guide, and monitor performance. If there is a choice available to the individual between accuracy and speed, older persons tend to shift toward accuracy. Management should consider this in training older people for sensory-motor type skills, especially if accuracy is of great importance to them. If, however, the time available for completing a task is limited, older people are at a disadvantage.^{17, 18}

It is very difficult to determine whether younger persons (late teens and early twenties) or older (mid-forties to early eighties) do better at specific tasks. If the total quantity of work completed, aside from other performance criteria, is of concern, younger people are, on the average, somewhat better. Older subjects achieve their results with less wasted effort on errors, and might be termed to be more "efficient," for this reason.

There is tendency for most individuals to increase the amount of planning engaged in, as age advances. Coupled with this is, of course, the popularly held idea that younger people are more likely to act "on the spur of the moment;" that is, without serious forethought. Management should consider this advance thought process of older persons where they are involved in selecting workers for jobs where planning is essential for successful performance. If accuracy is of concern, as where errors are costly to the enterprise, older subjects should be considered as being potentially superior, on the average. Some writers trace the planning phenomenon to an increased carefulness on the part of older behaviors.¹⁹

One of the central activities in job performance is learning or retention of ideas, habits, and skills. Learning is a process which results from an individual's effort to satisfy a need. Reptition, habit or drill are not necessary or sufficient prerequisites to learning. On the contrary, only if a need is satisfied will learning occur. Further, the need which the individual perceives may change from one moment to another. Combs reports that a child may appear to be learning to give the appearance of practicing as a means of satisfying another need. Consequently, management, during a retraining situation, must be aware that training and/or retraining satisfies a need for the behavior. The probability of learning in a given case will depend on the importance of the need to learn.^{20, 21}

Learning is, in essence, a product of differentiating one object, idea, or symbol from others, whether it occurs through trial and error, conditioning, or observation, it does not usually take place "all at once," in a flash of understanding, as it sometimes appears to the casual observer. Instead, it is the result of a sequence of previous related differentiations. Management may, therefore, be well rewarded should they choose to investigate thoroughly the lengths of time required for different individuals to learn various skills. They should keep in mind that retained differentiations that are based upon previous perceptions may assist in faster retraining.^{22, 23} The training process may, thus, be enhanced by treating it as a sequential chain—a building block approach—rather than as one or more isolated events. Studies indicate that rates of learning are greater if the behavior's need is strong than if it is weak. Opportunities for differentiations must not be too limited, of course, or the need, alone and unsupported, will not increase the rate of learning. The need may become so strong, however, that the behavior perceives it to be sufficiently powerful, and other perceptions disappear: the need overpowers him. The implication is that management may

¹⁷ A. T. Welford, "Aging and Human Skill" (London: Oxford University Press, 1958), pp. 70-108.

¹⁸ "Hard Realities of Retraining", *Fortune*, 64 (July, 1961), 505-507.

¹⁹ A. T. Welford, "Aging and Human Skill" (London: Oxford University Press, 1958) pp. 65-69.

²⁰ Arthur W. Combs and Donald Snygg, "Individual Behavior" (New York: Harper and Brothers, 1959), pp. 193-194.

²¹ T. C. Schneirla, "Motivation and Efficiency in Ant Learning," *The Journal of Comparative Psychology*, XI, (1933), pp. 243-266.

²² Arthur W. Combs and Donald Snygg, "Individual Behavior" (New York: Harper and Brothers, 1959), p. 193.

²³ T. C. Schneirla, "Motivation and Efficiency in Ant Learning," *The Journal of Comparative Psychology*, XI, (1933), 264.

attempt to over-emphasize the need for retraining and in doing so, lead the trainee to try so hard that he fails.^{24, 25}

The peak age for high performance at learning tasks occurs in the late teens or early twenties (depending on the nature of the task) and declines from that time on. However, as set forth earlier, many older people can be trained to achieve satisfactorily in jobs for which younger persons might fail. This suggests that management must utilize careful selection procedures and policies, in order to avoid mistakes in filling positions. Rigid age bars may not be justifiable for many training courses because, although training may take longer, lower labor turnover of the older workers selected might well offset the cost of extended training.^{26, 27, 28, 29}

The method of instruction sometimes has a significant influence on the results of training. In one study, older (above 30) subjects had fewer errors than younger subjects when the instructions were written, but produced more errors when the method of tackling the problem was demonstrated through physical example. If a trainee is slow to comprehend, he is in a position to refer to written instructions several times. Similarly, if he forgets a detail he can refer back to the written material. This, of course, is impossible when the demonstration method is used and, although the trainee could ask to have the demonstration repeated, it may become embarrassing to do this frequently. On the other hand, it cannot be assumed that written instructions always solve the problem. This is especially the case if the instructions are complex or are difficult for the trainee to understand. In general, if the educational level of the worker is adequate, written instructions should be considered.³⁰

Of further interest, older subjects learn better by "doing" than by conscious memorization of instructions. In an investigation of this process it was revealed that performance learned through the "activity" (demonstration) method was more rapid than through a written instruction method. Surprisingly, this quicker performance achieved by the "activity method" was not acquired at the expense of accuracy. Accuracy, especially that of the oldest group tested, tended to be higher when based upon subjects trained by the activity method. In some cases, subjects were unable to do the task at all when instructed through a memorization method, but performed reasonably well, following training by "doing." Perhaps present retraining programs which emphasize classroom activities should be reviewed to consider possible changes to activity learning.³¹

Numerous investigations have revealed that shorter training periods produce significantly better training results. This may be attributable to frustration, lack of interest and apprehension under strange conditions, among other things. Where this is economically feasible and operational, management should attempt to incorporate sessions of limited duration in training programs. However, older workers may not perform as well under these conditions.^{32, 33}

The results of aging differ widely as between one task and another, depending upon the extent to which various capacities are required for performance. Experience factors and organic capabilities, must be considered in the case of numerous positions. This does not imply that experience should be granted overriding importance as a selection criterion in these jobs. Frequently, all that is required of the worker is certain specialized knowledge or understanding or skill, and if the individual possesses this, he may be expected to fulfill management's expectations, unless limited by organic disabilities and/or off-the-job "personal" problems. Any performance improvement resulting from long experience would probably be most useful in the event of rare occurrences—those that confront the worker very infrequently, if at all. Thus, it appears that management should consider people of all ages for those tasks that are limited in organic or experience requirements.³⁴

²⁴ Lorraine B. Abel, "The Effects of Shift in Motivation Upon the Learning of a Sensory-Motor Task," *Archives of Psychology*, 205 (June, 1936), 4.

²⁵ Arthur W. Combs and Donald Snygg, "Individual Behavior" (New York: Harper and Brothers, 1959), pp. 194-195.

²⁶ Floyd L. Ruch, "Adult Learning," *Psychological Bulletin*, 30 (1933), 392.

²⁷ John A. McGeoch, "The Psychology of Human Learning" (New York: Longmans, Green and Co., 1952), pp. 516-526.

²⁸ George A. Hoy, "Maintenance Training," *Factory*, 118 (February, 1960), 89-100.

²⁹ Walter J. McNamara, "Retraining of Industrial Personnel," *Personnel Psychology*, 16: 3 (Autumn, 1963), 233-247.

³⁰ A. T. Welford, "Aging and Human Skill" (London: Oxford University Press, 1958), pp. 270-271.

³¹ *Ibid.*, pp. 271-275.

³² George A. Hoy, "Maintenance Training," *Factory*, 118 (February, 1960), 89-100.

³³ Floyd L. Ruch, "The Differentiative Effect of Age Upon Human Learning," *Journal of General Psychology*, XI (1935) 264.

³⁴ A. T. Welford, "Aging and Human Skill" (London: Oxford University Press, 1958), pp. 8-15.

The extent of the complexity inherent in job duties has a bearing on utilizing older workers. Complicating a given task (adding one complication to another in a task) may result in a disproportionate lowering of performance for older people. On the other hand, removal of a source of complexity may, in some instances, result in a disproportionate improvement of performance. Certainly, the area of job design for older workers has been neglected. This is unfortunate, especially in some industries where it is the only way of keeping at the job older workers who are still productive, a goal that is especially desirable under conditions of labor shortage.³⁵

Management may be able to save considerable time and effort in retraining older workers if the jobs for which they are retrained, and the job training process itself, are reduced in complexity, thereby bringing many formerly impossible tasks within the capabilities of older workers. As a by-product, management may discover that a number of nonproductive duties and responsibilities have been eliminated.³⁶

In situations where several data variables must be related together there is a decline of performance with age. Further, and perhaps even more perplexing, the decline becomes greater with a more complex problem. This does not mean that older people do not have the insight necessary to relate two variables. Rather, the limitations lie in the process of gathering and holding firmly in mind that data upon which the insights depend. In short, insight does not decline, but this necessary pre-condition for its occurrence does. In retraining older persons for somewhat complex jobs, time and expense of training can be reduced and job performance enhanced by minimizing short-term memory requirements through the use of "notes" or more efficient coding methods and procedures.³⁷

The performance of individuals of different ages varies in the case of paced or, on the other hand, unpaced tasks, as pacing results in lesser performance at an earlier age than does unpaced tasks, where the level of difficulty of tasks remains as equal as possible. In selecting individuals for retraining, management should consider this phenomenon. When older workers apply, or on the other hand are being considered for discharge because they cannot keep up with assembly line production, it should be kept in mind that the early fifties is the age at which difficulties with paced industrial tasks becomes important. On the other hand, the age for encountering difficulties with unpaced activities seems to occur at about 60.³⁸

Some fragmentary evidence exists that suggests that lack of education may be a serious handicap for older workers in retraining. It indicates that workers with substantially identical levels of education differed little in performance, regardless of age. This finding is tempered since older workers had a lower average level of education and lacked recent school experience. If educational opportunities are made more readily available for older workers in the future, this serious problem may be mitigated, and, hopefully erased.³⁹

Employers, especially those in the industrial and construction setting, are highly concerned about accident prevention. Edwin Flippo indicates that older workers are less prone to experience accidents than are their younger colleagues. Accidents, of course, are a source of labor turnover. Another source of turnover is the attitude of the employee. Older workers, in many cases, are less likely to produce substantial labor turnover, inasmuch as they are aware of the discriminatory attitudes held concerning older workers, and as they are more likely to remain on the job than to seek other positions or to change employment for reasons that are significant to younger workers.⁴⁰ Necessarily, the type of injury potential in a given industry is an important determinant of selection practices. The greatest causes of agricultural accidents, for instance, as age increases, are falls or being hit by a falling or moving object. If possible, older workers should be assigned to jobs and/or work areas where this type of hazard is less prevalent.⁴¹

³⁵ "Job Redesign for Older Workers: Case Studies," *Monthly Labor Review*, 90: 1 (January, 1967), 47.

³⁶ A. T. Welford, "Aging and Human Skill" (London: Oxford University Press, 1958), pp. 129-152.

³⁷ A. T. Welford, "Aging and Human Skill" (London: Oxford University Press, 1958), pp. 192-223.

³⁸ *Ibid.*, pp. 109-113.

³⁹ "Industrial Training Programs for Technological Change" (U.S. Department of Labor, Bureau of Labor Statistics, Bulletin No. 1368, June, 1963).

⁴⁰ Edwin B. Flippo, "Management and Behavioral Approach" (2d ed.; Boston: Allyn and Bacon, 1970), pp. 507-508.

⁴¹ A. T. Welford, "Aging and Human Skill" (London: Oxford University Press, 1958), pp. 117-123.

In a study of coal miners, there was a significant positive correlation between accident-proneness in the audiovisual and auditory acuity—the accident prone were more likely to possess this attribute in abundance. There was little relation between acuity and accidents in any one particular age group, however. Management should consider a wide range of personal attributes, such as these, in establishing safety programs. The tremendous costs of industrial accidents might be reduced if this information were investigated and made to become more widespread. Contrary to the implications of research at present, many employers probably assign workers with better visual and auditory acuity to hazardous jobs.⁴²

Heavy jobs, especially those that demand a continued effort without intermission seem to cause considerable difficulty to most older people. When there is occasional or discontinuous heavy muscular effort required, however, older people are capable of performing them, provided that they are relatively healthy. Retraining programs and job assignments should take this into consideration, rather than operating on the assumption that older persons cannot perform the duties required.⁴³

ITEM 3: INFORMATION INSTITUTE FOR THE EMPLOYMENT OF THE DISADVANTAGED IN SOUTHEAST IDAHO

(Submitted by James M. Kelly*)

If the unemployed and under-employed are to achieve productive employment in our complex society, understanding of these individuals' abilities and disabilities is needed by the institutions and agencies responsible for job placement, and by the business firms that might hire them for competitive work situations. The unemployed and under-employed are potentially valuable as largely untapped labor sources. It is estimated that there are approximately ten thousand unemployed and under-employed in Southeastern Idaho. The disadvantaged have a high rate of under-employment and participate in gainful employment less than do other workers. Many can be competently trained and successfully employed if training programs are designed with recognition of occupational demands and available jobs. The unemployed and under-employed can successfully compete for occupational training and thereby enhance their employment opportunities.

"To rehabilitate means to restore. To be vocationally disabled means to have lost a part or all of an ability to carry on a gainful activity. Vocational rehabilitation is the means of restoring part or all of this disability. This term is usually understood to include vocational habilitation—i.e., increasing the ability of a disabled individual to carry on a gainful activity.¹

There are definite advantages through rehabilitation. Employment may be stabilized by increasing the tenure of the employee on the job. Training may result in increased earnings for the low-skilled and the intermittently employed by upgrading their skills.

The economic value of vocational rehabilitation to the individual is evident, aside from the savings in public and private assistance costs which are incurred on behalf of the disadvantaged before their rehabilitation. The increased personal dignity and sense of achievement which the unemployed and under-employed gain from employment are immeasurable.

A survey of employment opportunities in service industries alone demonstrates the number of jobs which are available to these kinds of people in the United States. Service jobs numbered 8.3 million in 1960. In 1970 they are estimated to reach 11 million and to increase to 12.5 million by 1975.

Some service job classifications, such as policemen and firemen, have higher requirements than other classifications, such as kitchen helper. Job opportunities in the restaurant industry will continue to increase as long as population grows, standards of living rise, and more leisure time is available. These trends will expand employment opportunities for low-income kitchen and food service jobs such as bus boy, bus girl, and dishwasher. To cite one example, the Veterans Rehabilitation Administration indicated an increase of kitchen workers of 50%

⁴² *Ibid.*, pp. 117-120.

⁴³ A. T. Welford, "Aging and Human Skill" (London: Oxford University Press, 1958), pp. 112-128.

* See statement, p. 234.

¹ Ronald W. Conely, "The Economics of Vocational Rehabilitation" (Baltimore: John Hopkins Press, 1965), p. 36.

from 204,000 in 1950 to 305,000 in 1960, and further increases are expected in the future. There is probably a higher seasonal rate in Idaho, because of tourism.

Many employers have become receptive to the hiring of the unemployed and under-employed. This receptivity can be partially attributed to governmental effort in promoting and hiring these individuals. Many government programs furnish a matching grant to the states, which in turn provides individual rehabilitation services including evaluation, counseling, training, and placement.

Nationwide publicity of private industry's success in employing the disadvantaged has also contributed to employer acceptance of the unemployed and the under-employed. Because of this publicity, employers may be inclined to hire these individuals, believing that for certain jobs they are better employment risks than other potential employees.

Paternalistic management may be another factor inducing companies to hire the unemployed and under-employed. Managers may feel a need to "take care of" their employees. Hiring the culturally disadvantaged may help to fulfill the managers' need for paternalism. The paternalistic employer may find these persons to be very independent and willing to follow instructions.

Self-interest on the part of employers may lead to placement in jobs also. Positions which are difficult to fill, or menial jobs that employers would feel insecure about asking other employees to accept, may be amenable to the under-employed and unemployed. Many questions come to mind regarding helping the under-employed and unemployed. Not all employers are willing to consider them as potential workers. Their reluctance may stem from uncertainty about answers to the following questions:

- (1) Are they as productive as others?
- (2) Is extra training required and is it worth it?
- (3) How do other employees feel toward the culturally disadvantaged—the Indian and the Negro?
- (4) What are some of the special problems involved in hiring these individuals?
- (5) Do they perform better in group functions or in isolated jobs?
- (6) If training prior to employment is desirable, what part of the training should be devoted to social adjustment as compared to technical skill?
- (7) Is the individual's success on the job more dependent on adjustment in the work group or on satisfactory completion of assigned tasks?

Employers have often found it necessary to seek potential employees outside the normal sources of labor supply when they are unable to fill certain types of jobs. One such "outside source" may be the ranks of the unemployed and the under-employed. Businessmen probably raise these questions regarding the under-employed and unemployed as potential employees:

- (1) What are the techniques best used in the selection and placement process?
- (2) Is the testing appropriate to the evaluation function and is it specific in determining types of training needed for successful employment?
- (3) Are adequate job descriptions and specifications available to aid in successful placement?
- (4) Are the skills of under-employed or unemployed well enough known to place them in proper jobs?

Recruitment of the under-employed or unemployed has been basically a one-sided affair. That is, various institutions and governmental agencies have exerted more effort in placing these individuals in competitive employment situations than employers have extended in recruiting them. The burden of securing jobs for the unemployed and under-employed, then, has been borne by the institutions and governmental agencies. Proper placement may be sacrificed due to the urgency to place the disadvantaged quickly, and sometimes at a minimum expenditure of resources.

In many cases, the selection process is performed almost entirely by the institution or governmental agency. Job descriptions and specifications are noticeably absent, as is information regarding worker qualifications. As a result, proper selection and placement is very difficult to achieve.

Successful job performance in normal work situations demands some motivation to work and a degree of dependence on the employer. Employers often attempt motivation by utilizing extended or future type reward perspectives. The under-employed or unemployed, however, may be motivated by better job performance on a short time perspective and rewarded on this basis. Motivation of them presents certain questions:

- (1) If the unemployed person knows the basic needs of life will be provided by the government or some other social agency, what motivates him to seek employment?

(2) If basic needs motivate average employees to work, do these same needs motivate the unemployed or under-employed, or the culturally disadvantaged?

(3) If satisfied needs no longer act as motivators, does the government or social agency remove motivation by satisfying the unemployed individual's needs?

(4) What goals beyond the basic physiological needs motivate the unemployed or under-employed or culturally disadvantaged?

(5) Although the basic physiological needs for survival are assured the unemployed by the government or social agency, regardless of job success, are their peripheral needs, those not considered vital for the average employee's life style, but still wanted for the "good life" as seen by the under-employed or unemployed?

(6) Does the under-employed or unemployed individual desire a job because he will receive an income and a degree of independence by working?

An attitude prevails that if these individuals do not take care of themselves, someone will. This is obviously not the intent of the government or social agency, but nevertheless, this is the climate that persists.

Private and public sectors of the economy endeavor to seek employment assistance for the unemployed and under-employed. The latter require assistance in obtaining initial job placement and in relating their education and training to employment requirements and work opportunities. Therefore, these individuals require competent evaluation and counseling to insure their placement in the kinds of jobs where they can perform, or in training opportunities which, upon completion, will enhance their job success potential.

In summary, then the nature of the problem is as follows: Numerous unemployed and under-employed disadvantaged persons live in Southeast Idaho. Currently, efforts to collect information on the specific nature of the problems experienced by them and means of overcoming their problems are inadequate. Specifically, information on the needs of employers, in terms of present and future quantity and type of man-power required, is sparse or non-existent. Basic information regarding these problem areas has not been collected on an integrated, systematic basis and has not been disseminated to employer's, governmental agencies, and other interested parties. In addition, well designed plans to employ the disadvantaged are rare in the ranks of Idaho employers.

ITEM 4: APPENDIX C-1 OF NATIONAL RAILROAD PASSENGER CORPORATION AGREEMENT

APPENDIX C-1

The scope and purpose of this Appendix are to provide, pursuant to section 405 of the Act, for fair and equitable arrangements to protect the interests of employees of Railroad affected by discontinuances of Intercity Rail Passenger Service subject to section 405 of the Act; therefore, fluctuations and changes in volume or character of employment brought about by other causes are no within the purview of this Appendix.

ARTICLE I

1. *Definitions.*—The definitions in Article 1 of the Agreement and in the Act apply in this Appendix and in the event of conflict in definitions, those in the Act shall be controlling. In addition, whenever used in this Appendix, unless its context requires otherwise:

(a) "Transportation" means a discontinuance of Intercity Rail Passenger Service pursuant to the provisions of the Act.

(b) "Displaced employee" means an employee of Railroad who, as a result of a transaction is placed in a worse position with respect to his compensation and rules governing his working conditions.

(c) "Dismissed employee" means an employee or Railroad who, as a result of a transaction is deprived of employment with Railroad because of the abolition of his position or the loss thereof as the result of the exercise of seniority rights by an employee whose position is abolished as a result of a transaction.

(d) "Protective period" means that period of time during which a displaced or dismissed employee is to be provided protection hereunder and extends from the date on which an employee is displaced or dismissed to the expiration of 6

years therefrom, provided, however, that the protective period for any particular employee shall not continue for a longer period following the date he was displaced or dismissed than the period during which such employee was in the employ of Railroad prior to the date of his displacement or his dismissal. For purposes of this Appendix, an employee's length of service shall be determined in accordance with the provisions of section 7(b) of the Washington Job Protection Agreement of May 1936.

2. The rates of pay, rules, working conditions and all collective bargaining and other rights, privileges and benefits (including continuation of pension rights and benefits) of Railroad's employees under applicable laws and/or existing collective bargaining agreements or otherwise shall be preserved unless changed by future collective bargaining agreements or applicable statutes.

3. Nothing in this Appendix shall be construed as depriving any employee of any rights or benefits or eliminating any obligations which such employee may have under any existing job security or other protective conditions or arrangements; provided, that there shall be no duplication or pyramiding of benefits to any employees, and, provided further, that the benefits under this Appendix, or any other arrangement, shall be construed to include the conditions, responsibilities and obligations accompanying such benefits.

4. When Railroad contemplates a transaction after May 1, 1971, it shall give at least twenty (20) days written notice of such intended transaction by posting a notice on bulletin boards convenient to the interested employees of Railroad (including terminal companies and other enterprises covered by Article III of this Appendix) and by sending registered mail notice to the representatives of such interested employees; if Railroad contemplates a transaction on May 1, 1971, it shall give the notice as soon as possible after the signing of this agreement, prior to May 1, 1971. Such notice shall contain a full and adequate statement of the proposed changes to be effected by such transaction, including an estimate of the number of employees of each class affected by the intended changes.

At the request of either Railroad or representatives of such interested employees, negotiations for the purpose of reaching agreement with respect to application of the terms and conditions of this Appendix shall commence immediately and continue for not more than twenty (20) days from the date of notice. Each transaction which will result in a dismissal or displacement of employees or rearrangement of forces, shall provide for the selection of forces from all employees involved on basis accepted as appropriate for application in the particular case and any assignment of employees made necessary by the transaction shall be made on the basis of an agreement or decision under this section 4. If at the end of the twenty (20) day period there is a failure to agree, the negotiations shall terminate and either party to the dispute may submit it for adjustment in accordance with the following procedures:

(a) Within five (5) days from the termination of negotiations, the parties shall select a neutral referee and in the event they are unable to agree within said five (5) days upon the selection of said referee, then the National Mediation Board shall immediately appoint a referee.

(b) No later than twenty (20) days after a referee has been designated a hearing on the dispute shall commence.

(c) The decision of the referee shall be final, binding, and conclusive and shall be rendered within thirty (30) days from the commencement of the hearing of the dispute.

(d) The salary and expenses of the referee shall be borne equally by the parties to the proceeding; all other expenses shall be paid by the party incurring them.

Notwithstanding any of the foregoing provisions of this section, at the completion of the twenty (20) days notice period or on May 1, 1971, as the case may be, Railroad may proceed with the transaction, provided that all employees affected (displaced, dismissed, rearranged, etc.) shall be provided with all of the rights and benefits of this Appendix from the time they are affected through to expiration of the seventy-fifth (75th) day following the date of notice of the intended transaction. This protection shall be in addition to the protection period defined in Article I, Paragraph (d). If the above proceeding results in displacement, dismissal, rearrangement, etc. other than as provided by Railroad at the time of the transaction pending the outcome of such proceedings, all employees affected by the transaction during the pendency of such proceeding shall be made whole.

5. *Displacement allowances.*—(a) So long after a displaced employee's displacement as he is unable, in the normal exercise of his seniority rights under existing agreements, rules and practices, to obtain a position producing compensation equal to or exceeding the compensation he received in the position from which he was displaced, he shall, during his protective period, be paid a monthly displacement allowance equal to the difference between the monthly compensation received by him in the position in which he is retained and the average monthly compensation received by him in the position from which he was displaced.

Each displaced employee's displacement allowance shall be determined by dividing separately by 12 the total compensation received by the employee and the total time for which he was paid during the last 12 months in which he performed services immediately preceding the date of his displacement as a result of the transaction (thereby producing average monthly compensation and average monthly time paid for in the test period). Both the above "total compensation" and the "total time for which he was paid" shall be adjusted to reflect the reduction on an annual basis, if any, which would have occurred during the specified twelve month period had Public Law 91-169, amending the Hours of Service Act of 1907, been in effect throughout such period (i.e., 14 hours limit for any allowance paid during the period between December 26, 1970 and December 25, 1972 and 12 hours limit for any allowances paid thereafter); provided further, that such allowance shall also be adjusted to reflect subsequent general wage increases.

If a displaced employee's compensation in his retained position in any month is less in any month in which he performs work than the aforesaid average compensation (adjusted to reflect subsequent general wage increases) to which he would have been entitled, he shall be paid the difference, less compensation for time lost on account of his voluntary absences to the extent that he is not available for service equivalent to his average monthly time during the test period but if in his retained position he works in any month in excess of the aforesaid average monthly time paid for during the test period he shall be additionally compensated for such excess time at the rate of pay of the retained position.

(b) If a displaced employee fails to exercise his seniority rights to secure another position available to him which does not require a change in his place of residence, to which he is entitled under the working agreement and which carries a rate of pay and compensation exceeding those of the position which he elects to retain, he shall thereafter be treated for the purposes of this section as occupying the position he elects to decline.

(c) The displacement allowance shall cease prior to the expiration of the protective period in the event of the displaced employee's resignation, death, retirement or dismissal for justifiable cause.

6. *Dismissal allowances.*—(a) A dismissed employee shall be paid a monthly dismissal allowance, from the date he is deprived of employment and continuing during his protective period, equivalent to one-twelfth of the compensation received by him in the last 12 months of his employment in which he earned compensation prior to the date he is first deprived of employment as a result of the transaction. Such allowance shall be adjusted to reflect on an annual basis the reduction, if any, which would have occurred during the specified twelve month period had Public Law 91-169, amending Hours of Service Act of 1907 been in effect throughout such period (i.e., 14 hours limit for any allowance paid during the period between December 26, 1970 and December 25, 1972 and 12 hours limit for any allowances paid thereafter); provided further that such allowance shall also be adjusted to reflect subsequent general wage increases.

(b) The dismissal allowance of any dismissed employee who returns to service with Railroad shall cease while he is so reemployed. During the time of such reemployment, he shall be entitled to protection in accordance with the provisions of Section 5.

(c) The dismissal allowance of any dismissed employee who is otherwise employed shall be reduced to the extent that his combined monthly earnings in such other employment, any benefits received under any unemployment insurance law, and his dismissal allowance exceed the amount upon which his dismissal allowance is based. Such employee, or his representative, and Railroad shall agree upon a procedure by which Railroad shall be currently informed of the earnings of such employee in employment other than with Railroad, and the benefits received.

(d) The dismissal allowance shall cease prior to the expiration of the protective period in the event of the employee's resignation, death, retirement, dismissal for justifiable cause under existing agreements, failure to return to service after being notified in accordance with the working agreement, or failure without good cause to accept a comparable position which does not require a change in his place of residence for which he is qualified and eligible with the Railroad from which he was dismissed after being notified, or with the National Railroad Passenger Corporation after appropriate notification, if his return does not infringe upon employment rights of other employees under a working agreement.

7. *Separation allowance.*—A dismissed employee entitled to protection under this Appendix, may, at his option within 7 days of his dismissal, resign and (in lieu of all other benefits and protections provided in this Appendix) accept a lump sum payment computed in accordance with Section 9 of the Washington Job Protection Agreement of May, 1936.

8. *Fringe benefits.*—No employee of Railroad who is affected by a transaction shall be deprived during his protective period of benefits attached to his previous employment, such as free transportation, hospitalization, pensions, relief, et cetera, under the same conditions and so long as such benefits continue to be accorded to other employees of Railroad, in active service or on furlough as the case may be, to the extent that such benefits can be so maintained under present authority of law or corporate action or through future authorization which may be obtained.

9. *Moving expenses.*—Any employee retained in the service of Railroad or who is later restored to service after being entitled to receive allowance, and who is required to change the point of his employment as a result of the transaction, and who within his protective period is required to move his place of residence, shall be reimbursed for all expenses of moving his household and other personal effects, for the traveling expenses of himself and members of his family, including living expenses for himself and his family and for his own actual wage loss, not to exceed three working days, the exact extent of the responsibility of Railroad during the time necessary for such transfer and for a reasonable time thereafter and the ways and means of transportation to be agreed upon in advance by Railroad and the affected employee or his representatives; provided, however, that changes in place of residence which are not a result of the transaction, which are made subsequent to the initial change or which grow out of the normal exercise of seniority rights, shall not be considered to be within the purview of this section; provided further, that the Railroad shall, to the same extent provided above, assume the expenses, etc. for any employee furloughed within three (3) years after changing his point of employment as a result of a transaction, who elects to move his place of residence back to his original point of employment. No claim for reimbursement shall be paid under to Railroad within 90 days after the date on which the expenses were incurred.

10. Should Railroad rearrange or adjust its forces in anticipation of a transaction with the purpose or effect of depriving an employee of benefits to which he otherwise would have become entitled under this Appendix, this Appendix will apply to such employee.

11. *Arbitration of disputes.*—(a) In the event Railroad and its employees or their authorized representatives cannot settle any dispute or controversy with respect to the interpretation, application or enforcement of any provision of this Appendix, except Sections 4 and 12 of this Article I, within 20 days after the dispute arises, it may be referred by either party to an arbitration committee. Upon notice in writing served by one party on the other of intent by that party to refer a dispute or controversy to an arbitration committee, each party shall within 10 days, select one member of the committee and the members thus chosen shall select a neutral member who shall serve as chairman. If any party fails to select its member of the arbitration committee within the prescribed time limit the general chairman of the involved Labor Organization or the highest officer designated by Railroad, as the case may be, shall be deemed the selected member, and the committee shall then function and its decision shall have the same force and effect as though all parties had selected their members.

Should the members be unable to agree upon the appointment of the neutral member within 10 days, the parties shall then within an additional 10 days endeavor to agree to a method by which a neutral member shall be appointed, and, failing such agreement, either party may request the National Mediation Board

to designate within 10 days the neutral member whose designation will be binding upon the parties.

(b) In the event a dispute involves more than one Labor Organization, each will be entitled to a representative on the arbitration committee, in which event Railroad will be entitled to appoint additional representatives so as to equal the number of Labor Organization representatives.

(c) The decision, by majority vote, of the arbitration committee shall be final, binding, and conclusive and shall be rendered within 45 days after the hearing of the dispute or controversy has been concluded and the record closed.

(d) The salaries and expenses of the neutral member shall be borne equally by the parties to the proceeding and all other expenses shall be paid by the party incurring them.

(e) In the event of any dispute as to whether or not a particular employee was affected by a transaction, it shall be his obligation to identify the transaction and specify the pertinent facts of that transaction relied upon. It shall then be the Railroad's burden to prove that factors other than a transaction affected the employee.

12. Losses from home removal.— (a) The following conditions shall apply to the extent they are applicable in each instance to any employee who is retained in the service of Railroad (or who is later restored to service after being entitled to receive a dismissal allowance, who is required to change the point of his employment within his protective period as a result of the transaction and is therefore required to move his place of residence :

(i) If the employee owns his own home in the locality from which he is required to move, he shall at his option be reimbursed by Railroad for any loss suffered in the sale of his home for less than its fair value. In each case the fair value of the home in question shall be determined as of a date sufficiently prior to the date of the transaction so as to be unaffected thereby. Railroad shall in each instance be afforded an opportunity to purchase the home at such fair value before it is sold by the employee to any other person.

(ii) If the employee is under a contract to purchase his home, Railroad shall protect him against loss to the extent of the fair value of any equity he may have in the home and in addition shall relieve him from any further obligation under his contract.

(iii) If the employee holds an unexpired lease of a dwelling occupied by him as his home, Railroad shall protect him from all loss and cost in securing the cancellation of said lease.

(b) Changes in place of residence which are made subsequent to the initial changes caused by the transaction and which grow out of the normal exercise of seniority rights shall not be considered to be within the purview of this Section.

(c) No claim for loss shall be paid under the provisions of this Section unless such claim is presented to Railroad within 1 year after the date the employee is required to move.

(d) Should a controversy arise in respect to the value of the home, the loss sustained in its sale, the loss under a contract for purchase, loss and cost in securing termination of a lease, or any other question in connection with these matters, it shall be decided through joint conference between the employees, or their representatives, and Railroad. In the event they are unable to agree, the dispute or controversy may be referred by either party to a board of competent real estate appraisers, selected in the following manner: One to be selected by the representatives of the employees and one by Railroad, and these two, if unable to agree with 30 days upon a valuation, shall endeavor by agreement within 10 days thereafter to select a third appraiser, or to agree to a method by which a third appraiser shall be selected, and, failing such agreement, either party may request the National Mediation Board to designate within 10 days a third appraiser whose designation will be binding upon the parties. A decision of a majority of the appraisers shall be required and said decision shall be final and conclusive. The salary and expenses of the third or neutral appraiser, including the expenses of the appraisal board, shall be borne equally by the parties to the proceedings. All other expenses shall be paid by the party incurring them, including the compensation of the appraiser selected by such party.

ARTICLE II

1. Any employee who is terminated or furloughed as a result of a transaction shall, if he so requests, be granted priority of employment or reemployment to fill a position comparable to that which he held when terminated or furloughed,

even though in a different craft or class, on Railroad which he is, or by training or retraining physically and mentally can become, qualified, not however, in contravention of collective bargaining agreements relating thereto.

2. In the event such training or retraining is requested by such employee, Railroad shall provide for such training or retraining at no cost to the employee.

3. If such a terminated or furloughed employee who has made a request under sections 1 or 2 of this Article II fails without good cause within 10 calendar days to accept an offer of a position comparable to that which he held when terminated or furloughed for which he is qualified, or for which he has satisfactorily completed such training, he shall, effective at the expiration of such 10-day period, forfeit all rights and benefits under this Appendix.

ARTICLE III

Subject to this Appendix, as if employees of Railroad, shall be employees, if affected by a transaction, of separately incorporated terminal companies which are owned (in whole or in part) or used by Railroad and employees of any other enterprise within the definition of common carrier by railroad in Section 1(3) of Part I of the Interstate Commerce Act, as amended, in which Railroad has an interest, to which Railroad provides facilities, or with which Railroad contracts for use of facilities, or the facilities of which Railroad otherwise uses; except that the provisions of this Appendix shall be suspended with respect to each such employee until and unless he applies for employment with each owning carrier and each using carrier and to the National Railroad Passenger Corporation; provided that said carriers and the National Railroad Passenger Corporation shall establish one convenient central location for each terminal or other enterprise for receipt of one such application which will be effective as to all said carriers and the Corporation and Railroad shall notify such employees of this requirement and of the location for receipt of the application. Such employees shall not be entitled to any of the benefits of this Appendix in the case of failure, without good cause, to accept comparable employment, which does not require a change in place of residence, under the same conditions as apply to other employees under this Appendix, with the National Railroad Passenger Corporation or any carrier for which application for employment has been made in accordance with this section.

ARTICLE IV

Employees of Railroad who are not represented by a Labor Organization shall be afforded substantially the same levels of protection as are afforded to members of Labor Organizations under these terms and conditions.

In the event any dispute or controversy arises between Railroad and an employee not represented by a Labor Organization with respect to the interpretation, application or enforcement of any provision hereof which cannot be settled by the parties within 30 days after the dispute arises, either party may refer the dispute to the Secretary of Labor for determination. The determination of the Secretary of Labor, or his designated representative, shall be final and binding on the parties.

1. It is the intent of this Appendix to provide employee protections which meet the requirements of Section 405 of the Act and are not less than the benefits established pursuant to Section 5(2)(f) of the Interstate Commerce Act. In so doing, changes in wording and organization from arrangements earlier developed under Section 5(2)(f) have been necessary to make such benefits applicable to contemplated discontinuances of intercity rail passenger service affecting a great number of railroads throughout the nation. In making such changes it is not the intent of this Appendix to diminish such benefits.

Thus, the terms of this Appendix are to be resolved in favor of this intent to provide employee protections and benefits no less than those established pursuant to Section 5(2)(f) of the Interstate Commerce Act.

2. In the event any provision of this Appendix is held to be invalid or otherwise unenforceable under applicable law, the remaining provisions of this Appendix shall not be affected, and such provision shall be renegotiated and resubmitted to the Secretary of Labor for certification pursuant to Section 405 of the Act.

Appendix 2

PROBLEMS OF ELDERLY PEOPLE

HOUSING AND THE TAX RELATIONSHIP (WIDOWS, VETERANS, RETIRED PERSONS, AND HARDSHIP CASES)

SUBMITTED BY RALPH E. LACY, COUNTY ASSESSOR, BANNOCK COUNTY, IDAHO

Five general areas causing problems for these people

1. Rapidly increasing living costs (Housing).
2. Increasing numbers of Retired Persons.
3. Fixed incomes which are very low.
4. Increasing taxes on Real & Personal Property.
5. Rapidly changing economic conditions.
 - A. Neighborhoods are changing value by commercializing of old residential areas.
 - B. New assesment indicate new values of residential areas turned commercial; and the appearance is that we are taxing these people out of their homes.
 - C. The facts are that it is due to changing times, and these people are being run over by progress and inflation. They cannot cope with the competition for their property, and they are forced to move into substandard housing by taxation, or forced to sell their property, even though they may not wish to.

THE COUNTY OFFICIALS' POSITION

County officials in our county take a sympathetic attitude toward these people and feel that most elderly and retired persons deserve (among other things) the dignity of adequate housing.

THE ASSESSOR'S POSITION—(HE MUST ASSESS THE PROPERTY OF ALL)

The law (Idaho Code) requires the assessor to place a value on all property—Real and Personal—without regard to ownership. In other words, we must assess the property, not the people.

If the assessor does his job correctly we are finding (all too often) that these elderly people are being forced to move into sub-standard or less desirable housing because of the increased housing costs caused by increased assessed values and rapidly increasing tax levies. (Either ownership or rentals)

I would like to point out that cold practical and impersonal as it is, the assessor has no choice but to appraise at market value, and he is many times accused of being the villain who raises taxes.

Our community has very recently put into operation a program of Federal Housing for the elderly in which we have high hopes. We realize that this is only one way of approaching this complex problem of housing for our elderly people, and our experience is so limited that it is not fair to make a judgment on the program (as a whole) but it does seem to have many very commendable features that we feel will have desirable results. I, at least, would like to recommend to you as a United States Senator that you encourage the use of this Federal program and where possible promote Bannock County participation.

I feel that the program will:

1. Provide housing of a quality that our elderly people deserve. Their health, welfare, and dignity is our first concern. The building standards and other regulations seem to be high enough to insure these things.

2. The tenants can afford to live in these quarters because the Federal grant does subsidize the cost, and in most cases the living standards are raised considerably.

3. Every person who occupies these quarters is potentially either directly or indirectly a person whose property had been exempted from taxation; and when they occupy the federal facilities their property will be occupied by younger persons who will be required to pay ad valorem taxes.

4. We have found no evidence that this program of housing has or will have an adverse effect on the local real estate market. Opinions that have been expressed indicate that these elderly, and in many cases poor people, are not good or desirable customers for the commercial rental market.

THE COMMISSIONERS POSITION

One of a very few facilities available to the county commissioners is that of completely or partially exempting property taxes on homes owned and lived in by elderly taxpayers.

This tax exemption program does, however, have two sides; and no matter how commendable any exemption is, the fact remains that the tax burden is only shifted to other taxpayers, and ours has reached an alarming 2.3% annual charge on the market value of property. (A \$20,000 home will be taxed about \$460.)

Bannock County now has an assessment ratio of 15.8% which results in anticipated assessed value of about \$52,000,000, and our exemptions are about \$543,000, or more than 10%. This ratio is alarming when we consider that it is increasing every year. We county officials are concerned not only for our elderly people but for the other real and personal property taxpayers as well, and we are looking for ways to help with the elderly persons housing problems, and not add to a heavy tax burden of the other property owners. I suppose it may be that we need Federal and perhaps even State aid.

Recommended actions.

1. Continuance, and perhaps even expansion of the Bannock County program of Federal Housing for the elderly.
2. Explore the possibility of other methods that can be used; and above all make funding available to local authorities to properly finance this worthwhile project.

Appendix 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)

Middle-Aged and Older Workers Employment Act

Establishes a mid-career 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 non-profit 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 4

KEY FACTS ON UNEMPLOYMENT AMONG MIDDLE-AGED AND OLDER WORKERS (AGED 45 AND OLDER)

Unemployment (Seasonally Adjusted).—1,025,000 in June 1971—up 72 percent from the January 1969 level of 596,000.

Long-Term Joblessness (15 weeks or longer).—353,000 in June 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.—205,000 in June 1971, up 327 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	1st time enrollments				
	Total	Under age 22		Age 45 and over	
		Percent	Number	Percent	Number
Total, all programs.....	1,051.4	68	716.8	4	46.3
Manpower Development and Training Act:					
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
Youth programs:					
Neighborhood Youth Corps:					
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 one-in-eight 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.

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 Framers Union.....	2, 680	6, 960, 160
Virginia State.....	125	160, 947
Total Action Against Poverty in Roanoke Valley.....	70	300, 000

Appendix 5

LETTERS FROM INDIVIDUALS AND ORGANIZATIONS

ITEM 1. LETTER FROM MRS. VIVA M. PETERSON, POCATELLO, IDAHO, WITH ENCLOSURES.

August 26, 1971.

Senator CHURCH.

DEAR SIR: My name is Viva M. Peterson. I used to work for the UPRR Co. at Pocatello Idaho.

As the results of losing the passenger trains to Amtrak from the Pocatello yard, I was dismissed from my job as coach cleaner.

I am not of retiring age yet. I also was entitled to continue working until I would have 300 months worked for my retirement.

I was offered a job in the Pocatello Steel Car Shop. Effective July 6, 1971 I offered to look into the job to see for sure if I could handle said job. My union said no it could not be permitted, as I would not be covered by insurance. Also that said job was uncomparably to the coach cleaner job. An for me to refuse said job. So as the results of refusing the job my pay check was stopped as of July 6, 1971.

Yours truly,

VIVA M. PETERSON.

Born November 3, 1906.

A. (Enclosures follow: Exchange of letters between Mrs. Peterson and A. W. Campbell, Master Mechanic, Union Pacific Railroad Company.)

UNION PACIFIC RAILROAD CO.,
OFFICE OF MASTER MECHANIC,
Pocatello, Idaho, June 30, 1971.

Mrs. VIVA M. PETERSON
Pocatello, Idaho

Account resignation and retirement of L. N. Robinson, Laborer in Pocatello Steel Car Shop, effective at close of shift on Friday, July 2, 1971, there will exist, and we have authority to fill, position of Car Yard Laborer effective at 8 A.M. on Tuesday, July 6th. You are qualified for the Laborers job in Steel Car Shop and we are offering position to you. Will you accept it?

Please use the bottom portion of this letter, plus self-addressed, stamped envelope enclosed in furnishing us your prompt reply. Thank you.

A. W. CAMPBELL,

JULY 1, 1971.

DEAR SIR: I am sorry, but I cannot accept employment as a Laborer in the Steel Car Shop because I would have no guarantee of being able to stay there since my seniority as a laborer would be that of the youngest employee. In addition the job is not comparable to the one which I was forced to leave in any way. Thank you.

VIVA PETERSON.

I certify that this is a true and correct copy of the original.

MERCEDES A. SCOTT, *Notary Public.*

UNION PACIFIC RAILROAD CO.,
OFFICE OF MASTER MECHANIC,
Pocatello, Idaho, July 14, 1971.

Mrs. VIVA M. PETERSON,
Pocatello, Idaho 83201

DEAR MRS. PETERSON: Referring to the Carrier's offer of employment as Laborer, Pocatello Car Shop effective July 6, 1971, and your rejection of such offer on July 1, 1971.

You were, of course, afforded protection under the AMTRAK Agreement by virtue of the discontinuance of passenger service and the abolishment of your former assignment as Coach Cleaner, Pocatello, effective close of business May 1, 1971. However, to remain qualified for such protection an affected employe must meet certain obligations; and, in this connection, your attention is directed to Section 6(d) of Appendix C-1 of the AMTRAK Agreement which reads, in part, as follows:

"The dismissal allowance shall cease prior to the expiration of the protective period in the event of the employee's * * * failure without good cause to accept a comparable position which does not require a change in his place of residence * * * after being notified, * * *"

Therefore, since you declined the offer of comparable employment at Pocatello without show of good cause, the acceptance of which position would not have required a change in your place of residence, your AMTRAK protection and the dismissal allowance for which you were eligible will terminate effective July 6, 1971.

Yours truly,

A. W. CAMPBELL.

I certify that this is a true and correct copy of the original.

MERCEDES A. SCOTT, *Notary Public.*

ITEM 2: LETTER FROM W. W. HAHNE, POCATELLO, IDAHO

AUGUST 26, 1971.

HON. MR. FRANK CHURCH,
Chairman on Committee for Aging,
Washington, D.C.

DEAR SIR: I am W. W. Hahne, age 53, Brakeman, working out of Pocatello, Idaho, on the Union Pacific Railroad since October 3, 1939. I was in Passenger service for about 12 years, until April 31, 1971.

On May 1, 1971, my job as Passenger Brakeman was abolished by Amtrak. Through this, I was forced to go back into freight service. At the time, I was suffering with severe Arthritis. Have had this condition for about five years, and the Doctors have been given me medication for it, for that long.

According to my understanding, under the Amtrak Law, my job was not to be worsened. In Passenger service I worked 7 days and was off 5 days. In between times I could recuperate, where this way I am on call 24 hours a day.

I was off sick, unable to work from July 6, 1971, to August 24, 1971. Am back working temporarily, under the Doctor's care and medication. The way things look now it is doubtful that I will be able to work steadily. Had Passenger service been maintained, I would still be able to perform my duties as Passenger Brakeman, as the work is not so strenuous or hazardous.

I hope this information will be of help to you, as the Chairman on the Committee for Aging, as you realize unemployment is on the rise and not on the decrease. The way it looks to me now, I may take a loss in my Railroad retirement due to Amtrak.

If any further information is needed on this matter, please write me and I will do my utmost to furnish you with the information you need.

Sincerely Yours,

W. W. HAHNE.

Subscribed and sworn to before me, a Notary Public this 26th day of August, 1971.

JANE MATKINS, *Notary Public.*

ITEM 3: LETTER FROM ORION L. HENDRY, POCATELLO, IDAHO

AUGUST 27, 1971.

Re to the mishandling of men under the Amtrack law.

HON. FRANK CHURCH,
U.S. Senate,
Washington, D.C.

DEAR SIR: I hired out in service as a brakeman for the Union Pacific Railroad in 1937. After working for twenty-one years on-freight out of Glens Ferry, Idaho on call seven days a week, my Doctor recommended a change on account of my

declining health—where the hours were more stable. After some thought, my wife and I, decided to sell our home and move to Pocatello, Idaho so I could work in passenger service where the hours are assigned. You also have regular rest and meals and in this assignment, there were days off. In other words; I had a set schedule of work and rest. After the passenger service was discontinued, I was forced to go back to work on unassigned freight service where I now have to work every day any time I am called day or night.

It cost much more here to purchase a home but was well worth it as I worked passenger for nine years and my general health has improved.

My job was abolished on May 1, 1971 and I am now back where I started in freight thirty years ago. I feel it is only just that the men who were in passenger service are entitled to reimbursement for such a forced demotion. Under the present way this is being handled by the Railroad, these men are the only ones not receiving any consideration. This is a definite demotion in working conditions, type of work and assigned days off; whereas, previously, in passenger service I worked seven days and was off four on an assigned schedule.

It is my understanding of the law under Amtrak that anyone whose job was affected by the discontinuation of passenger service would not lose in any way. I think this needs the attention of those in authority to take this into consideration, as it is not being properly handled by the railroads.

Sincerely yours,

ORION L. HENDRY.

ITEM 4: LETTER FROM PAUL E. INGEBRETSSEN, POCATELLO, IDAHO

AUGUST 26, 1971.

Senator FRANK CHURCH,
Washington, D.C.

DEAR SIR: My name is Paul E. Ingebretsen, I have worked for the Union Pacific Railroad since I was 15 years old. I will be 61 years old on the 31st of October. On September 11, 1971 I will have worked 35 years as a brakeman or conductor.

On January 1, 1952 I was in a very bad accident. I broke both legs, three ribs on one side and one on the other, putting one thru my lungs, cracked three vertebrae, broke a right shoulder blade and had a contusion of the kidney. This happened while working on the railroad. I was out of work for 6 months and 22 days. When I was able to go back to work I went back to work on passenger as a brakeman and there I stayed till the passenger trains were taken off.

I am presently working as a conductor on thru freight. My legs are in bad shape, I cannot run, and I do not know how long my back can stand the terrific slack action on these long trains. It would be next to impossible to pack a knuckle if the train were to break in two.

When I worked passenger as a brakeman I worked 6 days and then had 5 days to rest and relax. Now I am worked every day and some times twice a day. Going to work all hours of the day and night. Just to make a living. Now don't you think my job has been made worse?

Yours truly,

PAUL E. INGEBRETSSEN.

ITEM 5. LETTER FROM ALBERT VAN S. PULLING, POCATELLO, IDAHO

AUGUST 25, 1971.

DEAR FRANK: Your announcement about the meeting of us oldsters came today. If I show up it will presumably be just long enough to leave this note and pay my respects. You are aware of my opinions. Old people should be kept at work if they are able and willing to work. My respect for Organized Labor is appreciable, but the Unions are responsible for these insane legal age limits for professional workers as well as their own members. This has had some discussion for some time, but little if anything has been done. We have been thrown the sop of higher Social Security, which we possibly rate, in view of Inflation. And this adds to Inflation!! I still work a little. I taught one Summer School course this year. Though coming 80 the day of this oldster discussion, I could and cheerfully would work more if there was any way to do it. Repeat, Social Security and more of it *is* logical enough under the existing situations that really should not exist. A complete reversal of the economic trends may be the only solution. Nor do I know how to do it. I am something of the land economist, but I have never studied general economics much.

While "pen" is in hand, please note that I just wrote to President Nixon to plead for the Executive Order that will prevent further erosion of Wilderness lands. The Idaho Environmental Council is pushing this, and quite correctly. The Forest Service is fighting it, as it might mean a little loss of revenue. Only a very little, but they do not want to lose anything. A great organization, that I know front, back, and sidewise, they are a bit too commercial, I know that you will do what you can.

I won't pick on you further right now!

Sincerely,

ALBERT VAN S. PULLING,
Professor Emeritus of Biology.

ITEM 6. TELEPHONE MESSAGE RECEIVED FROM VINCENT
GOTTSCHALK, IDAHO FALLS, IDAHO

To Senator Frank Church.

Message: "What you are doing is a fine thing and while I'm not a Senior Citizen I appreciate the interest you are taking in improving the level of living for the aged. As it now stands, when retirement comes along it is almost as if an entire lifetime has been wasted. I wanted to take this opportunity to express my thanks and only wish I could be in attendance at your meeting Saturday."

Appendix 6

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 Pocatello, Idaho, on August 27, 1971, I would have said:

The following replies were received:

MAMIE R. CAPELLEN, BLACKFOOT, IDAHO

Your hearing at Pocatello August 27, was very interesting, well organized and comprehensive on the problem of Employment. It was really a work day for you.

J. A. GERRY, POCATELLO, IDAHO

Why can't the State of Idaho reduce the price of the health baths at Lava Hot Springs to the senior citizens? Why can't we receive full retirement or Pensions from U.P. railroad as it was taken from my checks, because I receive a small Social Security check, and that was taken from outside employment.

DAVID JACOBS, POCATELLO, IDAHO

In considering the question of transfer of pension credits, I am inclined to believe that instituting a process such as this would have the effect of turning employers away from people with pension credits as prospective employees. The employers would see a situation whereby they could choose between two candidates for employment—one young and one older. Even if the age discrimination were eliminated, the pension credits would make the older worker more expensive to the company; thus would the government contribute another problem to the already complex problem of employment of older persons.

I don't mean to merely interject a note of pessimism yet I do believe that a program such as this would not achieve the desired effect.

JOHN E. WILHELM, POCATELLO, IDAHO

I would like to coordinate and unite the knowledgeable older unemployed into the development of Natural Resources.

Further to utilize those of this area into Development of new Defense Material. I have on hand one such Project for the War Dept. but due to the tremendous advantages a foreign Dept. could have over us I am at a loss into Whose hands I could release this information for Security reasons.

It alone could be a Boon to this Community and State and an advantage over future conflict.

We have the knowledge and equipment, all we Need is coordination and unity with Strait Security.

Many of the issues examined are worthy, many of the formulas suggested are intelligent. But the Problem is to coordinate the Thoughts to Action.

MARTHA THOMAS, POCATELLO, IDAHO

Oh, do enjoy your old age: *First: Educate* all older persons to relax and enjoy their retirement. That is hard to do, I know, because at 65 I kept wanting

to go to work again. I would constantly remind myself that I was so foolish, because there are so many things I didn't have time to do While I worked. There are still many Things I can do, such as write a family history for my children. Help with voluntary service, go to school.

2nd: Lower retirement age, for example a Railroad Engineer can work until he is 70—this is too old—few live more than 2 or 3 yrs. after retirement. Theirs should be lowered to 60 yrs, compulsory at 65. It would give an employer a chance to hire younger people and seniority would insure those of 45 to 60 yrs. employment.

3rd: Raise S.S. & hold out funds for S.S. in all types of employment, so old people would feel independent.

4th: Have much more public work, for able bodied people. There is so much that needs doing all over our U.S.A. Trees need planting in burnt out forests. Weeds along our roads—country roads need improvement, etc.

MRS. AGATHA E. PALLISTER, BOISE, IDAHO

Unemployment among people over 45 is increasing rapidly, due largely to layoffs to hire younger people who are flooding the labor market. It will increase much more if or when the armed forces are home. This will affect the urban areas as much or more than the rural. If the serviceman has been trained in skills that are not called for in the rural areas it seems apparent that his desires are to use them or seek further training that he can use in industry or business. The opportunity for greater income is in the urban areas until such time the farmer can realize greater profits from his land.

Retirement Jobs of Idaho was conceived for the purpose of seeking employment for persons drawing Social Security or having a fixed income from other sources such as Disability Insurance, etc. To refer men 65 years or older and women 62 years or older to part-time, temporary or permanent full time or part-time employment to subsidize Social Security benefits. When the determination was made in 1970 that people over 55 years of age were considered Older Americans, we changed our service to include 55 year old people.

At the present time 51% of the people applying for work are 55 to 62 for women and 55 to 65 for men. They are too young to draw Social Security and too old to be employed in their regular occupation. This is due to lack of training and experience in new methods adopted by employers who prefer to train young people who are potential life long employees, or for health reasons. Many persons over 55 are not able to take full time employment due to poor health. Many suffer from arthritis, high blood pressure, back and leg trouble, poor eyesight or hearing, and are not able to live on a disability income. Those in good health need full time employment but cannot find employment for the same reason they were displaced in the beginning.

On-the-job training for individuals 55 years plus may be one solution. But the employers must co-operate to the extent that a person will work and be trained for a specific job, and an opportunity for advancement will be available. Persons 45 years of age are in their prime of life, and policies of employers should not be allowed to be changed over night, so that one morning a man at 45 years of age is told he is too old. At 45, some persons will take advantage of formal training in order to earn a living until they are old enough to draw Social Security.

The Retirement Test is of great importance to people who are drawing Social Security. The financial need and psychological need for employment is strikingly apparent after a person reaches 65 years of age. It is surprising to note the drive and energy in people to 85 or older. These are the fortunate ones who have maintained good health. The day a man reaches 65 he begins to feel unneeded or a burden to his family because of inadequate income. There have been instances of age discrimination in both Federal and State jobs. In some cases it has been contested and the people have been hired in Federal but not in State jobs.

A person can take part-time or temporary work but cannot make more than \$1680 in a year without sacrificing a part of his Social Security. Many can easily make \$1680. in skilled occupations, working on part-time or temporary basis the first five months of the year. If he draws \$125. Social Security or \$1500. for a year his total income is only \$3180. If he earns more than \$1680. in a year it is quite possible that in the following year he will not be able to find employment, and may sacrifice several months of Social Security.

Many feel they should be able to earn as much as they can without being penalized. It has been recommended by some groups of older workers that a minimum earnings of \$3600. a year be considered. Whereas, if a person is able to work on a temporary or part-time basis and they are drawing as much as \$125. a month Social Security, their income can be \$5100. a year. They will not be living in poverty, and can feel they are a part of society again.

Many employers have taken advantage of the Social Security Act, stating they would be in favor of hiring older people because they come cheap as they can make only \$1680. a year.

There are some applicants who need work for psychological reasons, and there are still many who need work for financial assistance. Regardless of financial status most applicants have expressed a willingness to help and have helped older people who are ill or who need home repairs, etc, and are unable to pay for it. They have offered their services free or for the cost of materials. This is their way of helping themselves and helping others in the community.

Summary : To increase the minimum earnings of people drawing Social Security to be \$3600. a year before a cut in their Social Security earnings is made.

