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Report on
MICHIGAN

**Employment Problems
of Nonwhite Youth**

By

The Michigan State Advisory Committee
To The
United States Commission on Civil Rights

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To The
United States Commission On Civil Rights

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Preface

The United States Commission on Civil Rights

The United States Commission on Civil Rights is an independent agency of the Executive Branch of the Federal Government created by the Civil Rights Act of 1957. By the terms of that Act, as amended by the Civil Rights Acts of 1960 and 1964, the Commission is charged with the following duties: investigation of individual discriminatory denials of the right to vote; study of legal developments with respect to denials of the equal protection of the law; appraisal of the laws and policies of the United States with respect to denials of equal protection of the law; maintenance of a national clearing-house for information respecting denials of the equal protection of the law; and investigations of patterns or practices of fraud or discrimination in the conduct of Federal elections. The Commission is also required to submit reports to the President and the Congress at such times as the Commission, the Congress, or the President shall deem desirable.

The State Advisory Committees

An Advisory Committee to the United States Commission on Civil Rights has been established in each of the 50 States and the District of Columbia pursuant to section 105 (c) of the Civil Rights Act of 1957 as amended. The Committees are made up of responsible persons who serve without compensation. Their functions under their mandate from the Commission are to: advise the Commission of all relevant information concerning their respective States on matters within the jurisdiction of the Commission; advise the Commission upon matters of mutual concern in the preparation of reports of the Commission to the President and the Congress; receive reports, suggestions, and recommendations from individuals, public and private organizations, and public officials upon matters pertinent to inquiries conducted by the State Committee; initiate and forward advice and recommendations to the Commission upon matters which the State Committee has studied; assist the Commission in matters in which the Commission shall request the assistance of the State Committee; and attend, as observers, any open hearing or conference which the Commission may hold within the State.

Introduction

Unemployment among nonwhite youth is as crucial a problem in Michigan as in the rest of the Nation. Unemployment among Negroes between the ages of 14 and 19 is several times more than among white youth. Although the national unemployment rate has decreased in recent years, it has increased among nonwhite youth.

In an attempt to determine the reasons for the high rate of unemployment among Negro youth in Michigan, the Michigan State Advisory Committee to the U.S. Commission on Civil Rights held three open meetings in different parts of the State to gather information on education, apprenticeship, employment, manpower planning, and inter-governmental coordination as they related to racial discrimination and the problems of training and employment.

From the outset the Committee was aware of the complexity of the problem. In order to conduct a meaningful study, Committee members considered other issues, including the job market and employment requirements; education, including elementary training, vocational education, and opportunities for apprenticeship training at the college-level; counseling and motivation among nonwhite youth; and public and private group efforts to deal with racial discrimination.

The findings and recommendations which the Committee made as a result of its study were adopted in April 1965. The Committee recognizes that substantial progress in this area may have been made during the past year in Michigan communities, especially under programs initiated by the Office of Economic Opportunity.

Some of the data gathered by the Committee are more than a year old. Nevertheless, the Committee believes that the basic causes of unemployment

and the possible solutions to the problem are of a long-term nature, and that its findings continue to be relevant to an understanding of the problem.

The Committee's findings and its recommendations to the Commission, which are based on these findings, are presented in this report of the Michigan State Advisory Committee to the U.S. Commission on Civil Rights.

I. The Problem and Its Causes

A. Its Size

Despite widespread economic prosperity in Michigan, unemployment among nonwhite youth is increasing. Many of these young people have been classified as "unemployable" because they lack the necessary skills and education for obtaining jobs in today's labor market.

In 1960, 6 percent of the white labor force in Michigan was unemployed; 16.3 percent of the nonwhite labor force was unemployed; and 22.5 percent of the nonwhite labor force under the age of 25 was unemployed. In the Flint area, 5.2 percent of the white labor force was out of work in 1960, whereas 13.6 percent of the nonwhite labor force did not have jobs. However, 31.9 percent of the nonwhites under 25 in Flint was unemployed. Approximately one out of every four Negro youths was out of work.

B. Automation

The problem of unemployment in Michigan has been aggravated by automation. In the past, young people with little or no training could find entry-level unskilled jobs. Automation, however, is gradually eliminating many unskilled jobs and is simultaneously raising the requirements for obtaining the jobs that are still available.

Dr. Norman Barcus, Chief of the Research and Statistics Division of the Michigan Employment Security Commission, told the Committee that Michigan lost 160,000 jobs between 1953 and 1958 as a result of automation and productivity due to automation is growing at the rate of three to four percent per year.

New jobs created as a result of automation, however, require a much higher level of skill and competence. Sar A. Levitan, professor of labor

economics at George Washington University, pointed this out in a May 1963 publication, Vocational Education and Federal Policy. He stated that between 1953 and 1962, national employment of persons with less than nine years of schooling decreased by 8.2 percent. On the other hand, Mr. Levitan reported, employment of persons with 9 to 12 years of education increased 2.8 percent and of those with 12 to 16 years 20.3 percent. The employment of persons with more than 16 years of education increased 47.6 percent.

C. Population Explosion

In Michigan, as elsewhere in the Nation, the effects of the post-war population explosion are now being felt. Each year an average of 125,000 18 year olds enter the Michigan labor market and it is estimated that 10 percent of these young people are Negroes. Jobs will have to be found for these youngsters as well as for those already in the labor market who may be displaced by automation.

D. Segregation and Metropolitan Sprawl

The problem of unemployment of nonwhite young people is largely concentrated in the central cities of Michigan's metropolitan areas. According to the 1960 census, 86 percent of the nonwhite population of the tri-county metropolitan area of Detroit lived in the city of Detroit and made up 29 percent of its population. In the Lansing area, 84.3 percent of the nonwhites lived in the city itself. In Kent County, 96.4 percent of the nonwhites lived in the city of Grand Rapids.

This concentration of Negroes in the central cities of major metropolitan areas has aggravated their employment problems in several ways.

The total environment for the young Negro created in part by highly-concentrated, segregated housing facilities works to stifle his incentive while

he is still young, thus discouraging him from either trying to get an education or from applying for a job.

Several members of the Michigan Civil Rights Commission analyzed this situation for the Committee. William Layton, Director of the Lansing office of the State Commission, said that "the factors that produce low aspirations and ultimately school dropouts can be identified early and involve the whole spectrum of the youth's environment."

Dr. Wilbur Brookover, Professor of Education at Michigan State University, told the Committee that "the handicaps of our minority youth result not from innate inability to learn but from their disadvantaged homes and neighborhoods."

The problem is further complicated by the fact that Negroes become more concentrated in the central city as the white population moves to the suburbs. The white exodus is followed by commercial and industrial interests, thus transferring many employment opportunities.

In a study of equal employment opportunity in suburban shopping centers, the former Michigan Fair Employment Practices Commission found, for example, that the all-white character of suburban neighborhoods tended to discourage Negroes from applying for jobs in those areas. In addition, the Fair Employment Practices Commission found that late closing hours and the absence of convenient public transportation to the central city deterred nonwhites from seeking employment in suburban shopping centers.

The educational facilities in the central city do not adequately prepare nonwhites for available jobs. (The residents of segregated neighborhoods, who are the ones who have the greatest need for outstanding educational programs, are those least able to finance them.) Ronald Haughton, Co-director, Institute of Labor and Industrial Relations at Wayne State University in Detroit,

commented on this problem and told the Committee that "we are just going to be chewing around the edges of this total education-employment problem for years to come, until somebody has the guts to break the housing patterns."

E. Lack of Incentive: Past Discrimination

Several participants at the open meeting told the Committee that past experiences with discrimination have lowered nonwhite youth's incentives for trying to obtain an education or a job. There is, furthermore, evidence that discrimination does persist in employment offices and craft unions. Traditional hiring practices continue to shut out much of the labor market, particularly Negroes, from information about job opportunities.

The Committee received information which indicated that discriminatory practices may exist even in companies which have a nationwide non-discriminatory policy. This is especially noticeable in the lower echelons.

According to Walter Greene, compliance officer of the Army Materiel Command in Detroit, company representatives and personnel officers often fail to evaluate Negro applicants with the vigor and enthusiasm expressed by officers of the corporations. In some cases, Greene said, Negroes were rejected by personnel officers but later when the rejection was brought to the attention of higher level managers, the same applicants were hired.

An example of this situation was seen in the experience of a young Negro woman who was sent to a plant by the Michigan Employment Security Commission after having been assured that the company would hire qualified Negro clerical help. The receptionist told her no jobs were available. After the woman returned to the Commission and a telephone call was made to the office manager, she was able to obtain an interview.

There is also evidence that smaller businesses have not acted as rapidly as large firms. Charles Mitchner, Counselor of the Grand Rapids office of the Commission, told the Committee that in that city "many small employers

have never hired, trained or accepted nonwhites in any capacity." He added that the employers in small businesses, who make up 60 percent of the Grand Rapids plants and 97 percent of the city's offices, plead fear of loss of business or loss of other employees if they were to hire nonwhites.

The Committee received information which indicated that when non-white youth become discouraged by these experiences and show this discouragement, employers who are willing to hire Negroes become impotent with the applicants' apparent lack of incentive.

II. Education

A. Inequality of Facilities

The concentration of nonwhite population in one area, mainly a result of segregated housing, creates the problem of segregated schools. Although schools in these areas should be outstanding in terms of facilities, equipment, faculty, and plant in order to meet the special needs of their students, they are generally below average. Those who must vote the taxes for a more costly education program are unwilling to do so; those who require the program are least able to pay for it. From the outset the segregated neighborhood and the segregated school serve to handicap the child and eventually produce the unemployed adult.

B. Teachers, Teaching Methods, Unsuitability of Materials

Mr. Layton, director of the Lansing Office of the Michigan Civil Rights Commission, said that "the average school is shaped by middle class values and administered and taught by people who subscribe to these values. The teachers are not trained to work with children who are economically and culturally handicapped and the counseling is inadequate."

The methods and materials used in teaching are primary causes of school failure and dropout for these children. In addition, the shortage of teachers who understand the nonwhite child's needs has become a serious drawback to progress.

C. The Mott Program

The Mott Program in Flint has provided evidence that under privileged children can learn as well as other children if the proper circumstances are provided. The program, "A Better Tomorrow for the Urban Child" (BTU),

discards all conventional techniques and lesson material for teaching reading in the first three grades because they are based upon the experiences of the middle class child. New materials and new teaching techniques, combined with a lower pupil-teacher ratio in this program, have indicated that by the end of the third grade these students attain the reading level of children in more culturally advantaged schools.

Through the Mott Program, parents are involved in their child's education. A staff of social workers visits the home of the student to obtain a greater understanding of the child's individual needs. Parents serve as volunteers and school aides.

There has also been experimentation in Flint at the secondary level. The Flint "Personalized Curriculum Program" reduced pupil-teacher ratio from 30 to 1 to 15 to 1. The program attempted to develop a new attitude toward work. In conjunction with classroom work, a modified cooperating employer in a "classroom away from school" situation, rather than within a more traditional employer-employee relationship.

The student reports back to class on his work experience and receives academic credit for it. The goal of the program is to encourage a student to complete high school in preparation for work and to help him make a smoother transition from school to a job when he graduates.

The Mott Program also operates a retraining project--similar to those now provided under the Federal Manpower Development Training Act and the Economic Opportunity Act--which emphasizes the individualized approach and the coordination of all relevant community services. The project is aimed at improving the skills of those who are already employed as well as of those persons who are out of school (either dropouts or high school graduates) but who are untrained for work.

D. Counselors

Information received by the Committee suggested a need to strengthen counseling services, especially those for minority youth. Dr. Clifford

Haslick, Secretary of the Curriculum on Better Human Relations of the Department of Public Instruction, told the Committee that "...most of our counselors are previous teachers and come from middle class backgrounds. Their experience is confined to the field of teaching, which limits to some degree their effectiveness in guiding and advising people."

Richard Swain, field representative of the Bureau of Apprenticeship and Training, suggested that counselors be given sabbatical leaves so they could return to industry occasionally and refresh their understanding of industry's needs.

The absence of Negro counselors was another weakness the Committee observed within the secondary education system. When the Committee met in Grand Rapids, the only Negro counselor in the area was employed at the Junior College.

E. Vocational Education

There is serious question as to whether vocational education is meeting either the needs of Negro youth or the needs of the job market. A recurring criticism made to the Committee members was that vocational education does not even begin to prepare students to deal with the age of automation.

Vocational training is evidently inadequate, since the occupations for which it trains are not those which industry demands. Miss Arlene Dick, a partner in "The Gilbert Girls," an employment agency for office personnel in Grand Rapids, told a Committee member that training in high schools is deteriorating in quality. "Standards for typing and shorthand are not as high as 15 years ago," she said, "and not high enough for jobs."

"A high school diploma in Grand Rapids," she added, "provides nothing which can lead to a job."

Many people agree with Max Horton of the Michigan Employment Security Commission that the vocational school is a "reform school without

bars to which a stigma is attached. . . .There is a bad attitude toward it by both the administrators and the public."

The picture may be improving, however. Dr. Haslick pointed out that "...attitudes are changing now toward people who take vocational education. This begins with the school administrators. Vocational education is becoming respectable."

A progress report to the Detroit Board of Education, World of Work Opportunities in The Public Schools of Detroit (1964) urges closer integration of vocational education with basic education. Vocational Education in Michigan (1963) a report of the Michigan Vocational Evaluation Project, recommends a concentration of vocational training in fewer schools. In urban areas, vocational education should be offered in selected comprehensive schools and, in more sparsely populated areas, in "area schools." In addition, the report recommends, chief emphasis on training at the post-high school level should be placed in the community colleges which could then become more comprehensive in their curriculum offerings.

According to the report, vocational schools can no longer undertake narrowly specialized training. What is required today is a broad general training adaptable to a variety of specialized jobs. The report adds that we must train, not for specific jobs, but for occupational areas--clusters of occupations--a relationship which is still not fully understood.

III. Apprenticeship

A. Formal Apprenticeship Systems and Equal Opportunity

In recent years the skilled trades have been the goal of many Negro workers whose jobs were being eliminated by automation. The absence of Negro apprentices also has made the skilled trades a protest target of civil rights organizations.

There are two routes to becoming a skilled trades journeyman-- apprenticeship or less formal training and experience with an employer.

Apprenticeship programs are usually run by joint apprenticeship committees made up of representatives of the employers and the union. A quarter of a century ago, the Federal Government set up the Bureau of Apprenticeship and Training to promote and expand the system and raise its standards. Since January 1964, the Bureau has been authorized to require nondiscrimination in the selection of apprentices. Apprentices are now being chosen by objective tests administered by the Michigan Employment Security Commission (ESC). The Federal Government also is empowered to withdraw Federal contracts from employers who discriminate.

B. Absence of Nonwhite Apprentices

Even with these new tools, however, no significant increase in the number of Negro apprenticeships has been reported. The Detroit Apprenticeship Training School and the Apprenticeship Information Center, conducted jointly by the Michigan ESC and the Bureau of Apprenticeship Training, have had no impact on the final selection of nonwhite youth for apprenticeships.

Eleven Negro construction trade apprentices out of a student body of 1244 were enrolled in a city-wide apprenticeship training school in Detroit

in 1963. The carpenters, lathers, and plasterers crafts were the only ones in which Negroes were represented. A meeting was called by the Mayor with the contractors associations, the Building Trades Council, and Negro organizations. As a result of the meeting, resolutions calling for equal opportunity were adopted by the Joint Construction Activities Committee, a consultant was named to implement the resolution, and a committee was designated to review the qualifications for apprenticeship programs.

A follow-up survey revealed that these efforts increased the number of nonwhite trade apprentices from 11 to 42 out of a city-wide total of 1811 apprentices and there were nonwhite apprentices in four trades--plumbers, electricians, steam fitters, and sheet metal workers--that previously had had no nonwhites.

But the number of nonwhite apprentices is still very low. Carl Byerly, Assistant Superintendent of the Detroit public schools, reported that as of June 1964 the Detroit Apprenticeship Training School had 40 nonwhites among its 1008 students in manufacturing and engineering and 28 nonwhite students among 1591 in the building trades. In the Grand Rapids tool and die making apprenticeship course, as of April 1964, there were two nonwhites among 400 enrollees. There were two nonwhites among 700 apprentices in registered apprenticeship programs in the Grand Rapids area in April 1964.

C. Causes for Low Nonwhite Participation in Apprenticeship

All groups involved in apprenticeship programs denied responsibility for the lack of nonwhite participation. Furthermore, these same groups, including the contractors, building trades unions, vocational education authorities, joint apprenticeship committees, and the Bureau of Apprenticeship and Training, tended to reject responsibility for finding a solution to the problem.

The Committee heard several conflicting explanations as to why nonwhites do not enter apprenticeships. Members were told that training contractors, unions, and apprenticeship committees discriminate; that Federal, State,

and municipal agencies do not enforce nondiscrimination provisions of the law; and that applicants lack qualifications for the increasingly demanding occupations.

A lack of qualified applicants was a widespread complaint. Alfred Ida of the Office of Vocational Education, Grand Rapids Board of Education, told the Committee that in 1950 the electricians wanted to indenture a Negro and in 1963 the carpenters wanted to do the same, but in both cases the groups could find nobody who was qualified.

Harlan R. Arthur of the Education and Training Department of the Ford Motor Company said that "the core of the problem is the lack of qualified applicants of either color. In the tests, which include a written section, a check of the high school record, and on interview, there is a very high rate of failure among both Negroes and whites."

Another apparent obstacle which limits the number of Negroes entering apprenticeships is the testing method employed. A Negro trade union leader, Horace Sheffield, told the Committee, "I suspect the exams have been geared to restrict the flow of people into the trades, not so much in order to really test an individual in terms of his total knowledge. . . . There should be an exhaustive determination of what kind of examination will best produce individuals who are competent to do a particular job. You don't need a Master's Degree to become a plumber."

According to Burton Gordon of the Michigan Civil Rights Commission "the tests may be objective but the cards are still stacked against the minority group youngster. Tradition has discouraged the nonwhite. It takes a little more than an objective test today."

The possibility that tradition may have excluded nonwhites from apprenticeships was suggested by several people.

William Price, State Supervisor of the Bureau of Apprenticeship and Training, said that "many program sponsors select their apprenticeship applicants from their current force," which would indicate that past discriminatory practices are being perpetuated. If there are no Negroes in their work force, there

will be no Negroes among their apprenticeship applicants.

Mr. Layton of the Michigan Civil Rights Commission also suggested that past discrimination in apprenticeships may have reduced motivation for many nonwhite youth. He told the Committee that "there is a pronounced lack of motivation (among Negro youth) probably due to the long-time exclusionary practices of the craft unions. Most efforts to break the patterns of exclusion have not been successful. Perhaps the best tool is stricter enforcement of nondiscriminatory clauses in contractual arrangements, particularly as they involve the training facilities in the skilled craft areas."

Furthermore, little effort has been made to publicize apprenticeship openings when they have been available. One officer of a joint apprenticeship committee said that he knew of no instance where his committee had received an application from a Negro. When asked how a Negro would know about an opening he answered, "We tell the Michigan ESC and the Board of Education about it and we leave the dissemination of information to them."

The policy of limiting the supply of trained craftsmen, regardless of race, is another obstacle to the expansion of Negro youth participation in apprenticeship programs. Both union and management officials seem determined to limit the size of these programs. Unions claim that their wage rates, as well as the level of employment, would be affected if too many apprentices were taken on. They point to the fact that in 1964 the overall rate of unemployment was 4.7 percent but in the construction industry it was 9.9 percent. "Besides," said a union spokesman to the Committee, "industry would rather work employees overtime than add employees with all the fringe benefits." A management spokesman explained that the employer must estimate the number of apprentices he will take in relation to the amount of work he has in sight and the number he can afford to train.

However, there is evidence that if the traditional apprenticeship programs continue to produce a declining percentage of skilled workmen, the supply will have to be made up in some other way. Thomas Roumell, Director of the Michigan ESC, warned that the limitation of the training of skilled

craftsmen would result in greater acceleration of automation and accompanying reduction of jobs.

D. Suggested Remedies

A possible solution to the apprenticeship problem reported to the Committee is the "pre-apprenticeship training course". Such a course attempts to make up the deficiencies in a youth's basic education and helps him to qualify for apprenticeship training. On occasion, such a program is developed in cooperation with the unions.

In Detroit, the Michigan ESC and the Bureau of Apprenticeship and Training have opened an Apprenticeship Information Center to channel information to school counselors and to the community and to provide guidance and counseling. It is a unit of the Michigan ESC's new Youth Opportunity Center and it "ferrets out and attracts young people who previously felt they had no place to turn," according to James R. Sagel, Assistant Deputy Director of the Field Operations and Employment Service of the Michigan ESC.

E. Evidence of Progress Lacking

In spite of Federal anti-discrimination policies and scattered efforts, both public and private, in the State of Michigan, there is still no evidence that the number of nonwhite apprentices in the construction trades has increased. Lack of racial data on actual placement makes it impossible to measure results.

The Committee felt that the schools, unions, and the employers should make a greater effort to recruit Negro apprenticeship applicants. The Committee also felt that Federal regional offices were not doing all they could to enforce Title 29 of the Bureau of Apprenticeship and Training Regulations, which provide for decertification of apprenticeship programs as a penalty for discrimination. The BAT appears to lack either effective sanctions for the enforcement of equal opportunity in apprenticeships or enough determination to achieve nonwhite youth participation in apprenticeship training.

IV. Job Training Programs

A. Current Programs

The 1963 amendments to the Manpower Development Training Act, the 1963 Vocational Education Act, and the 1964 Economic Opportunity Act have combined to produce broadening concepts of job training methods essential to achieve job placement for Negro youth.

Under these programs the Michigan Employment Security Commission has been carrying on an increasingly broad and effective program throughout the State. Municipal governments, boards of education, and State agencies have participated in, or plan to participate in, work-training programs under the Economic Opportunity Act. These programs, whose purpose is to teach good work habits to inexperienced youth, were in the planning stage at the time of the Committee's investigation.

B. Nonwhite Participation

As of June 30, 1964, more than 50 percent of the trainees in Manpower Development Training Act and Area Redevelopment Administration training programs in Michigan were Negro. Some classes in Detroit had a 90 percent Negro enrollment.

About 10 percent of the total nonwhite unemployed had enrolled in training programs as of June 30, 1964, but approximately 27 percent of the unemployed nonwhite youth had enrolled. About 12 percent of the total Negro unemployed had completed training and obtained employment.

C. Difficulties to Overcome

On-the-job training programs seem to be increasing both in number of programs and in number of trainees. Although these programs have been established in more than 20 cities in the State, nearly half of them are concentrated in Detroit. Training programs and resulting job placement, despite steady growth, still leave a large gap between the number of persons they serve and the total number of unemployed Negro youth.

Some agencies have indicated that the programs may have to be curtailed in the second year after Federal aid has been reduced, due to the high wage rates required by the Federal government for trainees and personnel and the additional cost of training and supervision.

Officials and citizens working in this field told the Committee that they were confronted with a lack of facilities, equipment, and funds for training; lack of basic education of applicants necessary for them to benefit from the training; difficulty in finding openings for on-the-job training, especially in small industry; lack of effective means of communicating with potential trainees; and difficulty in identifying prospective manpower shortages.

The transfer of on-the-job training programs, provided by the Manpower Development and Training Act, from the Michigan Employment Security Commission to the Bureau of Apprenticeship Training has not succeeded in promoting the program. Bureau officials say they have insufficient staff to cover this function. The program, however, offers possibilities for encouraging on-the-job training in smaller industries where the employment of minority youth can be improved.

D. State Government Programs

Despite these difficulties, many of the new Federal programs are being utilized in Michigan through the Governor's efforts to establish coordination among State agencies.

In January 1964, the Governor of Michigan established a Committee to make certain that Michigan would take full advantage of Federal programs

for job training and placement of minority youth. The Manpower Development and Vocational Training Coordinating Committee is composed of the heads of all State agencies involved in these programs and of representatives of the United Automobile Workers, the Michigan Welfare League, and the Michigan State University Department of Industrial and Labor Relations.

The Committee's coordinating responsibilities include joint planning among State agencies, stimulating the interest of citizens and local agencies, encouraging efforts by business and labor, developing cooperation between public and private groups, maintaining liaison with Federal agencies, and advising the Governor on needs for executive and legislative action.

In August 1964 the Governor established by Executive Order a Human Resources Council to develop further coordination. The Council consists of leading citizens and 10 State agencies most directly concerned with human resources.

To administer the functions of the Council, which include the marshaling of State resources to encourage private initiative and agency efforts in solving social problems, the Governor established the Office of State Coordinator.

It appeared to the Committee that more financial support by the State would be necessary as the programs developed and Federal aid declined.

E. Local Programs

A number of local communities reported progress in solving the problem of unemployment among Negroes, each according to the size and extent of its Negro youth problem and the degree of its experience and resources.

The Committee felt that Detroit has made outstanding progress with private enterprise in compliance, in job training, in its direct service to Negro

youth through personal contact, in its informational counseling service, and in program coordination.

Detroit has its own compliance program established by Executive order of the Mayor. All contractors and suppliers having municipal contracts must sign a nondiscrimination clause and submit a personnel inventory (by head count) of the number and classification of Negro employees.

Lansing has carried out a nationally recognized demonstration project in literacy training and work orientation in cooperation with the Michigan Catholic Conference. It was the first city in Michigan to establish a metropolitan Community Action Committee under the Economic Opportunity Act.

Grand Rapids has several official and volunteer civic, church, and teacher-sponsored projects to work with dropouts, potential dropouts, and minority families. Its United Community Services program helps to coordinate the city's social service programs.

Outstanding progress in Flint has been made through the Mott Program, which has served as a model for other community school programs throughout the country. It includes the 20 year old community school programs, the newer Personalized Curriculum Program for potential dropouts, a work study program for work orientation under private employers, and the development of new methods of basic education for the disadvantaged child.

F. Evaluation

Unfortunately, it is difficult to evaluate the progress of these programs. The Committee learned that the absence of racial data on applications for jobs and on employee records hampered its efforts to measure the dimensions of the problem, to ferret out the foci of discrimination, or to evaluate progress toward the achievement of equality of opportunity in training, placement, and promotion of Negro youth.

Several persons interviewed said that the law prohibiting racial information on job applications has proved to be more of a protection for the employer against employing Negroes than a protection for Negroes against discrimination.

Mr. Layton of the Michigan Civil Rights Commission said that although racial data was used at one time as a device for countering integration, it would insure more minority participation if it were used now.

Sol Littman of the Anti-Defamation League also supported the use of racial data. "Before, we were merely interested in nondiscrimination," he said. "Nowadays we are talking about affirmative action. The first requires color blindness. The latter requires color awareness."

The Committee felt that many employers and supervisors used the law prohibiting racial data as a smoke screen to hide the state of Negro employment in their organizations.

Nevertheless, some programs indicated substantial gains in reducing Negro youth unemployment. The Flint experience suggested that Negro youth can become qualified and secure jobs if provided with educationally sound training courses for occupations in demand by the community, with improvement of academic skills, with cooperative attitudes on the part of small employers in providing work, and with personalized orientation.

Despite widespread activity in the State directed at solving the problems of unemployment among Negro youth, a very small percentage of the growing number of the untrained and undereducated have been involved. In the future, these demonstration projects and volunteer efforts will need to be greatly enlarged and generously supported by local communities and the State as well as by the Federal Government if the Negro youth of Michigan is to become productively employed.

The Committee believes that the ultimate solution begins with the preschool child and must involve the whole process of his education and the improvement of his living environment.

The present reclamation programs are important for the success of later, long-term programs to improve the basic education of tomorrow's youth. Employment of a small number of unemployed nonwhite youth will at least provide incentives and equip them financially and culturally to seek a better education for their children.

The absence of coordinated planning limits the success of current programs. Out of a growing understanding and concern with the problem, a number of projects have emerged; these are neither connected with each other nor coordinated in their work.

The Economic Opportunity Act provides for coordination on the community level of anti-poverty programs under Title II. More comprehensive coordination designed to include all programs, Federal, State, and local, rests with the State and local leadership.

The Governor of Michigan and the Director of the State Office of Economic Opportunity have urged such comprehensive coordination at the local level in the total field of rehabilitation of unemployed nonwhite youth as well as in education and anti-poverty programs designed to prevent Negro youth unemployment in the next generation.

Recommendations

The Michigan State Advisory Committee recommends to the U.S. Commission on Civil Rights:

1. That the U.S. Commission on Civil Rights call to the attention of the U.S. Equal Employment Opportunity Commission and the Department of Labor those practices which result in discrimination in employment of non-white youth in Michigan. These include:

a. Hiring practices which restrict employment opportunities ranging from outright exclusion in every department to the relegation of nonwhites to less desirable job categories.

b. Restrictions on promotion for nonwhite employees which not only create a dead-end for the employee but also close entry-level jobs to young job seekers.

c. The practice of recruiting for private industry through present employees which prevents nonwhite youth from acquiring information about job openings.

d. Exclusionary practices in apprenticeship and other training programs which deny training opportunities to nonwhite youth.

e. Those employment areas which have been slowest to respond to equal employment opportunity policies, such as the skilled trades, business offices, and companies with a small number of employees.

2. That the U.S. Commission on Civil Rights recommend that the Equal Employment Opportunity Commission and the Department of Labor encourage the development and promotion of techniques for recording racial

data so that the problem of job training and placement of minority group youth can be identified and measured and the results of equal opportunity programs evaluated.

3. That the U.S. Commission on Civil Rights request the Department of Labor to:

a. Review and re-evaluate the assignment of the Bureau of Apprenticeship and Training to implement the nondiscrimination policy in apprenticeship and on-the-job training programs.

b. Seek to achieve nondiscrimination in apprenticeship training programs by the application of Federal sanctions where appropriate. The nondiscrimination provisions should be more strictly enforced and Federal construction contracts should be canceled when discrimination in apprenticeship is found.

c. Consider expanding Title 29 of the Bureau of Apprenticeship and Training regulations to include affirmative action to seek non-white applicants for apprenticeship; to encourage them to enter pre-apprenticeship training where necessary; and to provide unions and contractors with technical assistance in the recruiting process.

d. Require the Bureau of Apprenticeship and Training to report periodically on the results of its anti-discrimination policies and affirmative efforts to recruit Negro apprentices.

4. That the U.S. Commission on Civil Rights explore with the U.S. Employment Service the possibility of more extensive research to identify present and prospective manpower shortages which might lead to more relevant on-the-job and vocational training programs for youth.

5. That the U.S. Commission on Civil Rights request the U.S. Office of Education to explore:

a. The full range of job preparation programs administered by local school authorities in order to assure nonwhite youth equal opportunity

to enter all such programs, to receive adequate counseling, and to find jobs.

b. The possibility of withholding Federal aid for school districts unless there is a definite assurance that the facilities will be provided equally for all children of the community irrespective of the racial composition of the neighborhood in which they live.

c. The possibility of changing vocational teacher certification and requirements to permit recruitment of persons skilled in the vocation which they would be teaching and put vocational education in a more competitive position with private industry so that better qualified teachers could be recruited.

d. A new approach to vocational education which would train fewer people for specific occupational skills that might become obsolete.

6. That the U.S. Commission on Civil Rights request the U.S. Office of Education to encourage State and local boards of education:

a. to improve the status of teaching in low-income areas through continued development of new techniques and content, reduction of pupil-teacher ratio, enrichment of teacher education, adjustment of certification requirements, and additional compensation for such preparation.

b. to give continuing and accelerated special attention to potential dropouts and to consider the development of programs similar to those developed in the Flint, Michigan school system.

Appendices

Appendix I

The Michigan State Advisory Committee to the U.S. Commission on Civil Rights gathered information for this report at the following open meetings:

Lansing	January 15, 1964
Grand Rapids	April 23, 1964
Detroit	June 30, 1964

Appendix II

Participants and Correspondents

Almerigi, Tony - President, Kent County Building and Construction Trades Council, Grand Rapids.

Applegate, Albert - Administrative Aide to Governor George W. Romney.

Arthur, Harlan R. - Education and Training Department, Ford Motor Co., Detroit.

Ballachey, Michael E. - Legal Assistant for State Advisory Committees, U.S. Commission on Civil Rights.

Barcus, Norman - Chief, Research and Statistics Division, Michigan Employment Security Commission, Detroit.

Bean, George - City Manager, Grand Rapids.

Briggs, Larry - Director of Visitations, The Mott Program of Flint Board of Education, Flint.

Brookover, Dr. Wilbur - Chairman, Department of Foundations of Education, College of Education, Michigan State University. Chairman, Executive Committee of Michigan Vocational Education Evaluation Project.

Brown, Manley E. - Director, Management Development and Training, Lear Siegler, Inc., Grand Rapids.

Brownell, Samuel M. - Superintendent, Detroit Public Schools.

Burns, The Reverend Alden B. - St. Paul's Methodist Church, Grand Rapids.

Byerly, Dr. Carl - Assistant Superintendent, Detroit Public Schools.

Christianson, Frank - Director, Mott Program of the Flint Board of Education.

Coomes, Jerry - Executive Director, Michigan Catholic Conference, Lansing.

Cowles, Alfred - Director, Grand Rapids Human Relations Commission.

Cummiskey, John - Chairman, Grand Rapids Human Relations Commission.

De Journo, Philip - President, Wurzburg's Department Store, Grand Rapids.

Dulude, Hector - Director, Bureau of Apprenticeship Training, U.S. Department of Labor.

Fuller, Alex - Vice President, Wayne County CIO Council, Detroit.

Gilbert Girls - Private employment agency for office personnel, Grand Rapids.

Gordin, Burton I. - Executive Director, Michigan Civil Rights Commission.

Greene, Walter - Chief, Equal Employment Opportunity Headquarters, U.S. Army Materiel Command, Detroit Procurement District.

Gullen, George - Vice President, Industrial Relations, American Motors Company, Detroit.

Hall, Harry R. - Executive Vice President, Michigan State Chamber of Commerce.

Haslick, Clifford - Secretary, Curriculum Committee on Better Human Relations, Department of Public Instruction (Representing Division of Vocational Education).

Haughton, Ronald - Co-director, Institute of Labor and Industrial Relations, Wayne State University, Detroit.

Hoffius, Judge Stuart - Chairman, Planning Committee, United Community Services, Grand Rapids.

Horton, Max - Former Director (1963), Michigan Employment Security Commission, Detroit.

Ida, Alfred - Office of Vocational Education, Grand Rapids Board of Education.

Jeffrey, Mildred - Human Relations, UAW.

Johnson, Arthur - Executive Secretary, Detroit Chapter, NAACP, Detroit.

Johnson, The Reverend Louis - Pastor, Friendship Baptist Church, Detroit.

Johnson, Tim - Director, Community Services, Grand Rapids Urban League.

Kavieff, Melvin C. - Chief Coordinator, Cass Apprenticeship School, Detroit.

Kennedy, Bernard J. - Director, Vocational Education, Grand Rapids Board of Education.

Kern, Msgr. Clement H. - Pastor, Holy Trinity Church, Detroit.

Layton, William - Head of Lansing Office of FEPC.

Littman, Sol - Michigan Regional Director, Anti-Defamation League, Detroit.

Lovell, Malcolm R., Jr. - Director, Michigan Economic Opportunity Office.

McLaughlin, James - Director, Federal Housing Administration, Grand Rapids.

Malcolm, Irvin - Employee Relations Director, J. L. Hudson Co., Detroit.

Manley, Frank - Director, Mott Program, Flint Board of Education.

Marks, Richard V. - Secretary-Director, Detroit Commission on Community Relations.

Mitchner, Charles - Counselor, Michigan Employment Security Commission.

O'Keefe, Donald - Director, Grand Rapids Urban Renewal.

Paul, Junior A. - Coordinator, Related Technical Instruction, Flint Community Junior College.

Phillips, Paul - Executive Director, Grand Rapids Urban League.

Prast, Edward C. - Representative for Apprenticeship and Training, Bureau of Apprenticeship and Training of the U.S. Department of Labor, Saginaw. (includes Flint)

Price, William - Bureau of Apprenticeship Training, U.S. Department of Labor.

Pylman, Jay - Superintendent, Grand Rapids Public Schools.

Raymond, William - Director, Job Development and Employment Department, Detroit Urban League.

Robinson, Kenneth - Director, Region ID, UAW. Member, Michigan Civil Rights Commission.

Roumell, Thomas - Director, Michigan Employment Security Commission, Detroit.

Sagel, James R. - Assistant Deputy Director, Field Operations and Employment Service, Michigan Employment Security Commission.

Seaman, Mrs. John - Member, Committee on Civil Rights of Michigan Conference of Churches.

Sheffield, Horace L. - Administrative Vice President, Trade Union Leadership Council (TULC), Detroit.

Smith, Grant - President, Owen, Ames and Kimball, building contractors, Grand Rapids.

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Turnquist, Carl - Director, Vocational Education, Detroit.

Van Den Branden, Felicien - Principal, Apprenticeship Training School, Detroit.

Van Dyke, Joseph - President, AFL-CIO Labor Council of Kent County.

VanderLoan, Robert - Manager, Research and Employment, Grand Rapids Employers' Association.

Villarreal, Marcelo - Mexican-American Post No. 505, American Legion, Detroit.

Watt, Mrs. Junetta - Personnel Manager, A & P Food Stores, Detroit.

Williams, Robert A. - Director of Pupil Personnel, Grand Rapids Board of Education.

Appendix III

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