

Abused wives: victims without recourse

FRIDAY, JANUARY 28, 1977

By PAULA BERNSTEIN

She still doesn't call him by name. The fear is too fresh; it cannot be erased just yet. But Elvia Elias is safe from him—at least for now.

Earlier this month, her ex-husband, Julio, was locked up on Rikers Island before being shipped to Clinton penitentiary. He is one of the very few men—he may be the first—doing that kind of time for beating his wife.

Elias, 34, is a sometime boxer who never to anyone's memory held a steady job. A Brooklyn Supreme Court judge gave him a three-year sentence for assault, first degree.

Most men get a sentence like that for assaulting strangers. Elias got it for beating up the one person the law usually winks at you for beating up: your wife.

That makes him a rare bird, in the opinion of prison officials and lawyers.

They cannot recall a similar case. They say if a wife-beater is arrested at all, the most he usually gets is a couple of nights in jail, and maybe a slap on the wrist from a Family Court judge.

Baby died

For 14 years in Brooklyn, Elias beat his wife with whatever happened to be handy: a broom, a telephone, a bicycle wheel, a screwdriver, a chain, a knife. His wife, the mother of seven children, was carrying another baby almost to full term when he punched her in the stomach. The baby died.

Yet Rioghan Kirchner, legal assistant at the South Brooklyn Legal Services Corp., says it took considerable pressure from Brooklyn's neighborhood women to get that three-year sentence. She considers it too light: "We felt five to 10 years was more appropriate for the 14 years of hell he put his wife through. After all, with a three-year

Looking back, Elvia Elias, who is 30 and very thin and very pale and very tired, thinks she stayed so long with him because she was afraid. Then, of course, there were the children: seven of them in 14 years, not counting the unborn baby that died. There was no place to go. Or so she thought.

"He had me a prisoner 14 years," she was saying the other day between puffs on the cigaret she smokes relentlessly now as proof she is finally free. Free from the man she says would not allow her to go to church or visit next door—much less smoke. "I feel like a prisoner let loose on the world after 14 years," she repeated.

Nobody to help

Between the beatings came the taunts. "If I even looked out the window, he would say I was looking for my lover, and call me a dirty tramp. Then he would tell me there was nobody to help me, and he would always get me back."

And for a long time, there was nobody to help her. "In my family," she explained, "no one wanted to get involved. My sister said, 'Leave him.' But 'Help you' and 'Protect you'—that was a different thing."

"Once he broke my head with a bicycle wheel. The kids were begging him to stop. He said, 'Now I'm going to kill you,' and began strangling me when the cops came. He told them I was his wife, and he had a right to do this."

She went to Family Court with bruises and black eyes and deep gashes in her head, but found no help. "It seems the judge is not on my side—that I have done something. There's no place to go. You feel so lost, so ashamed."

Many times she went hungry. "The

little bit I had, I gave to the kids. I drank water with sugar. I lay down on the bed and cried, 'My God, why do I have to be punished?' I prayed a lot. I said, 'I believe in you, God. When are you going to help me?' I asked God to take him, so I could break free."

As the children grew up, he began to hit them too. And encourage them to hit her. "My son used to run and get the knife for him. When my daughters would try to help me, he would tell them, 'Woman is nothing but a slave for men. Women are born slaves, and they will die slaves.'"

Promised help

Last fall, Elvia heard about the South Brooklyn Legal Services Corp., a federally-funded program for the poor. She went in one day, her head shaved where the stitches had just been sewn in. They listened to her story and promised help.

Eventually, they got her a divorce. They gave her moral support, along with the neighborhood women who stood by her when she pressed charges. "I owe them everything," Elvia said. "If it weren't for them, I would still be with him."

Elvia is one of thousands of abused wives in New York. So is Diane Jackson, who is black, and Diana Turowski, who is Polish, and Elinor Nardone, who is Italian, and others who talked about it during a recent meeting sponsored by the National Congress of Neighborhood Women and the Brooklyn YWCA.

Wife-beating cuts across all social, economic and color lines. Up in Westchester, wives are admitting it happens to them. So are wives in the Long Island suburbs. "And it's a terrible problem in Queens," said Karen Berger, senior attorney at Queens Legal Services.

Wife beating right now is where rape was five years ago—considered mainly the woman's fault. In the future, if State Sen. Carol Bellamy and City Councilwoman Miriam Friedlander and Brooklyn activist Jan Peterson have their way, the police and judges will see it differently.

Someday: protection

The police and judges, will not say—as they used to when they saw a rape victim—"What did you do to provoke him?" Someday perhaps the law will give the beaten wife the right to take her husband to Criminal Court, without Family Court permission. Maybe someday she'll even be protected by a lawyer—just as the husband who beats her is protected.

Meantime, women in Westchester and Long Island hope to set up emergency shelters for abused wives later on this year. Brooklyn will have one soon, thanks to a \$200,000 state appropriation secured with the help of Sen. Bellamy.

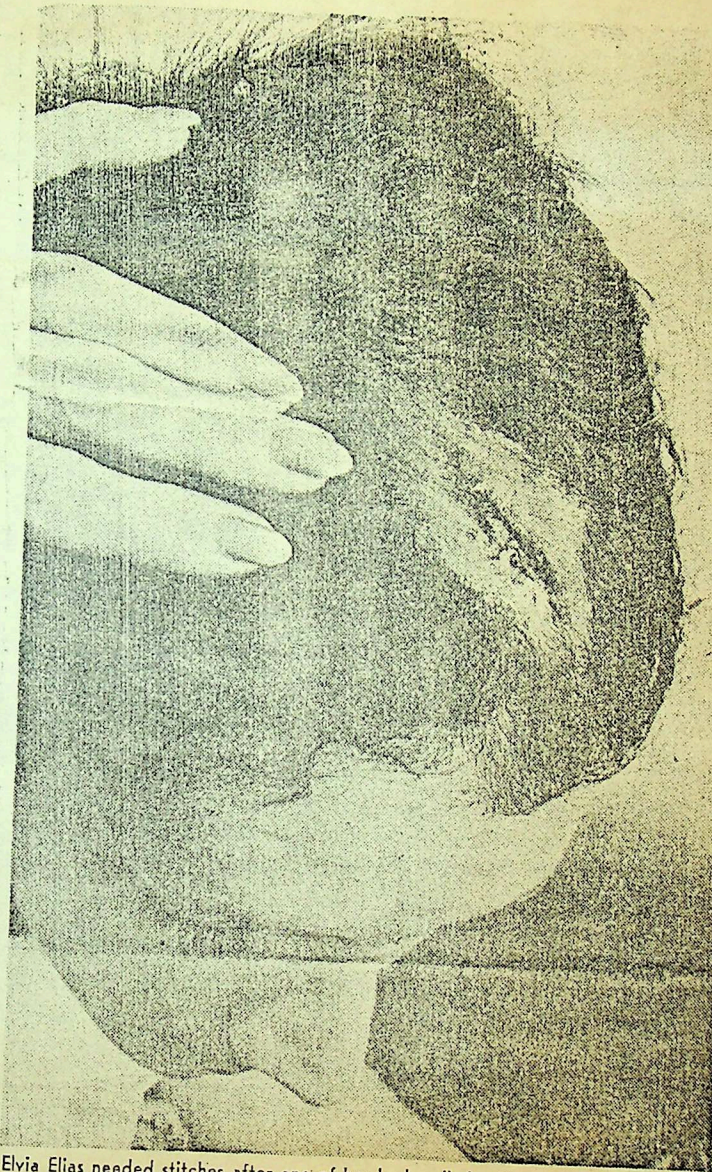
If there had been a shelter like that for Elvia Elias, she would not be trying now to put her life back after 14 years of hell.

Elvia and the children have found a little apartment in a neighborhood where nobody knows them. "The important thing is that we are free of him," she said. "I feel happy, but I am lonely. There is so much I want to accomplish in the world. I want to help other women. I want to go to school, get off welfare, get a full-time job.

"I don't want to wait three years until all my children are in school. Imagine all I could learn. I don't want to sit three years in my house. If I don't get my high school diploma, I'm doomed. But, locked up in my house, I'm not going to accomplish anything.

"The thing about me—I'm always locked up."

*'It seems the judge is not on my side—that
I have done something. There's no place
to go. You feel so lost, so ashamed.'*



Elvia Elias needed stitches after one of her husband's beatings. He is now in the penitentiary. At most, wife-abusers usually spend a few nights in jail. But that may change.

GNP may reflect value of housewives' labor

WASHINGTON (UPI) — What's the value in dollars and cents of the housewife's chores — cooking, washing dishes, changing diapers?

The federal government will attempt to find out this year using funds provided for the Commerce Department in President Ford's 1978 budget.

In past years, some women who stay home while their husbands are earning money for the family have contended their contributions should have monetary value.

The Commerce Department's Bureau of Economic Analysis and the Census Bureau, which separately gather statistics on much of the nation's economic activity and population trends, will ask Congress for \$274,000 to undertake "a new initiative" to develop "mea-

sures related to the quality of life."

The idea is to figure into the quarterly gross national product, which measures the value of all the nation's goods and services, "qualitative variables" such as the value of housewives' services. It would be the first attempt by the government to measure such activity.

The department budget for fiscal 1978 totals \$1.9 billion, a reduction of \$124.8 million — or 5% — from current spending.

Some expenditures proposed for the Commerce Department include:

- \$801.4 million for the National Oceanic and Atmospheric Administration, including \$253 million for loans, loan guarantees and repayment assistance to states affected by offshore energy develop-

ment activities. The department has asked Congress for \$110 million to fund the offshore program during 1977 and \$143 million for 1978.

- \$280.2 million for the Economic Development Administration and the regional action planning commissions, a reduction of \$171.1 million from the amount appropriated for 1977. The major part of the reduction will come at the expense of EDA's regular public works program.

- \$30.3 million to continue preparation for the 1980 census.

- Appropriation of \$30.2 million in funds now available for preparation for the 1980 Winter Olympics in Lake Placid, N.Y. Another \$5.8 million was requested for 1978 to build facilities for the athletes who will participate.

Medical Study Notes Dysfunction Among Rapists

By LAWRENCE K. ALTMAN

Failure to find sperm inside a victim of rape does not necessarily mean that the woman was not raped, according to results of a study being published in a medical journal today. The reason, it was said, was that many rapists apparently have abnormal sexual functions.

The suggestion grew out of a study of 170 men convicted of sexual assault and sent to the Massachusetts Center for Diagnosis and Treatment of Sexually Dangerous Persons. The study reported a high rate of abnormal sexual functions, such as premature and delayed or failed ejaculation, and difficulty in erection.

Although the presence of sperm can confirm recent sexual intercourse, Dr. A. Nicholas Groth and Dr. Ann Wolbert Burgess reported in The New England Journal of Medicine, "Our findings suggest that the absence of sperm does not mean that a woman was not raped."

Possibly 'a Different Population'

In the same issue, an editorial urged caution in interpreting the results pending confirmation from further study involving a large number of rapists and

victims. It was noted that from 50 to 90 percent of rapes go unreported and that few rapists are convicted after arrests.

"Since we do not have information about the rapists who are not apprehended and convicted, we do not know if they are a different population with different motivation and symptoms," said Dr. Carol C. Madelson of Beth Israel Hospital, Boston, who wrote the editorial.

Dr. Nadelson said that confirmation of the study, reported today by Dr. Groth of Harrington Memorial Hospital in Southbridge, Mass., and Dr. Burgess, of Boston College's nursing department, would improve the understanding of the nature of rape and the treatment of both rapist and victim.

Normal During 'Consenting' Sex

The new study reported that 34 percent of those who participated had had abnormal sexual function during the assault. Sixteen percent had difficulty in erection that was resolved only when, in some cases, the rapist forced his victim to stimulate him manually or orally, or in other cases, when the victim resisted.

Three percent of the participants in the study had premature ejaculation. Fifteen percent had retarded ejaculation, which, the researchers said, represented "the most dramatic departure from" the incidence among the general population, in which it is reported in about 1 in 700 men.

"Practically none of these offenders," the researchers said, "reported similar physiologic dysfunction in their nonassaultive, consenting sexual relations. The dysfunction appears specific to the context or situation of rape."

San Diego Ends Nude Beach

SAN DIEGO, Calif., Oct. 5 (UPI)—The San Diego City Council, going along with the results of a city ballot, voted today to ban nude bathing on Black's Beach. Supporters of nude bathing immediately announced plans for massive civil disobedience and court fights to challenge the Council's decision. Black's Beach, a 900-foot isolated strip adjacent to La Jolla, was declared a "swimsuit optional" beach by the Council in April 1947, but in a Sept. 20 referendum voters said legal nude bathing should be ended.

'SCANDALOUS' INCIDENTS REPORTED IN SCOTTISH JAIL

Special to The New York Times

LONDON, Oct. 5—An official investigation has been ordered into allegations that sex, liquor and drugs were freely available to some of Scotland's most dangerous convicts in Barlinnie Prison, Glasgow.

The allegations were made in an anonymous letter smuggled out of the prison and sent to Edward Taylor, a Conservative Member of Parliament. They were "so shocking, alarming and scandalous," Mr. Taylor said today, "that I sent them to the Scottish Secretary of State."

A spokesman for the Scottish prisons department said inquiries had already begun into similar allegations made in a new book by a former prisoner, James Boyle. The anonymous letter "obviously will be taken into account," the spokesman added.

The irregularities described in the letter took place in the special unit of the prison that housed long-term prisoners, prone to violence. Former prisoners were were said to have been permitted to visit the unit accompanied by prostitutes or women friends of prisoners. The women stayed in the cells for up to four hours.

Other reported irregularities included

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THE NEW YORK TIMES. WEDNESDAY JANUARY 4, 1978

Ousted Judge in Rape Case Says Feminists Will 'Stoop' to Any Low

MADISON, Wis., Jan. 3 (AP)—Former Judge Archie Simonson, driven out of office by feminist groups as a result of his comments in a teen-age rape case, says that he has less respect for women's groups than he had before his ouster.

"They stoop as low as they have to stoop to get their point across," Mr. Simonson said in an interview four months after being ousted in a recall election.

Mr. Simonson, a lawyer in private practice now, complained that women's groups had unfairly characterized him as a slaving, dirty old man.

"The press, they are the ones that incited the women," he added.

He insisted that his ideas on sexual permissiveness had not changed and that he would do the same thing again.

"I wouldn't be able to live with myself if I had any regrets," Mr. Simonson, 52 years old, said in the law offices he reopened after his loss in September to a feminist candidate in the first judicial recall election in Wisconsin history.

Comments in Rape Case

The storm erupted around Mr. Simonson last May as a result of remarks made from the bench at a sentencing hearing for a 15-year-old youth found delinquent in the rape of a 16-year-old girl inside a Madison high school.

Mr. Simonson, serving the last year of a six-year elected term at the time, noted the presence of revealing, no-bra fashions around the University of Wisconsin campus, nude dancing at Madison nightclubs and X-rated bookstores and then put the boy on probation.

"Are we supposed to take an impressionable person 15 or 16 years of age who can respond to something like that and punish that person severely because they react to it normally?" Mr. Simonson asked then.

The youth was sent to a state home for boys after breaking the probation imposed by Mr. Simonson by allegedly stealing a bicycle.

Mr. Simonson's remarks, including mention of how he used to pay money to see women dressed as skimpily as those seen on the streets in the summer, drew swift and harsh criticism from women's groups.

Women in granny gowns, bikinis, raincoats and nighties picketed the courthouse and started a recall petition drive that resulted in nearly twice the 21,000 signatures necessary to force an election.

The judge fanned the fires in subsequent news interviews by characterizing women as "sex objects whether they like it or not."

In a summer of campaigning against five challengers, Mr. Simonson steadfastly refused to temper his remarks. He contended that the only issue was whether a judge should be recalled for taking an unpopular decision.

After he was resoundingly defeated by Moria Krueger, a 33-year-old lawyer, Mr. Simonson said that he would never run for judge again because too much politics was involved.

Last week, in a case involving similarly controversial remarks by a judge, Colorado District Judge Dean Mabry dismissed a sexual assault charge against a man accused of breaking into the home of a 20-year-old woman, falling on top of her on the floor, kissing her, breaking the zipper on her pants and placing his hand inside.

The judge termed it "an attempted seduction."

Appeal but No Recall

Assistant District Attorney Michael Argall said that the judge's remarks were "a slap across the face to every woman in the country" and said that he would appeal. But there have been no reports of efforts to oust the Colorado judge from office.

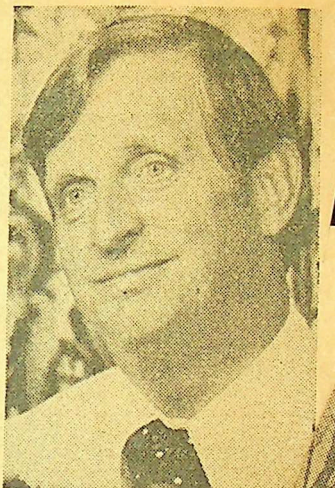
In Wisconsin, Mr. Simonson said that his return to private practice had been eased by the return of many of his old clients as well as inquiries from potential clients who shared his conservative views.

"One of them was a critic who came to me anyway because she said I seemed like a man of principle," he said.

Mr. Simonson, who said that he was considering writing a fictionalized version of the whole controversy, said that the episode may be a landmark in what he sees as a growing rebellion against sexual permissiveness.

"The big argument is that this type of entertainment is a form of expression protected by the First Amendment," he said. "I think that's kind of a tortured interpretation. What's happened to me has brought some attention to the problem. Some people are getting active now. There may eventually be some tightening of our moral code."

"I've had my views reinforced, basically," Mr. Simonson said. "Thank God, most people agree with me."



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Corriere della Sera
Venerdì 2 gennaio 1976
SALARIO GARANTITO IN FRANCIA A MADRI NUBILI, VEDOVE, DIVORZiate

Come Giscard aiuta le donne sole

DAL NOSTRO CORRISPONDENTE

Parigi, 1 gennaio.

Nel 1976, anno consacrato alla «qualità della vita», la Francia giscardiana dedicherà una particolare attenzione alla famiglia, che il presidente della Repubblica, simbolicamente affiancato sui teleschermi dalla moglie Anne-Aymone, ha definito ieri «cellula fondamentale e moderna dell'organizzazione della nostra società». Riunitosi la sera di San Silvestro, il governo ha annunciato una serie di provvedimenti, raccolti in cinque progetti di legge da sottoporre alla approvazione del parlamento, che rientrano in quel «cambiamento della società» promesso da Valéry Giscard d'Estaing al momento dell'ingresso all'Eliseo e sul quale l'opposizione di sinistra ironizza spesso.

Alle madri sole, vedove o divorziate, nubili o separate, sarà garantito un reddito minimo di 900 franchi (circa 140.000 lire) mensili, più 300 franchi (circa 46.000 lire) per ogni figlio. Lo Stato comincerà la differenza tra il reddito fissato dalla legge e quello

di cui dispone la madre. L'assegno integrativo verrà versato per un anno o sino a che il più giovane dei figli avrà compiuto il terzo anno di età. Si calcola che l'applicazione di questa legge venga a costare allo Stato 32 miliardi di lire.

Un secondo provvedimento riconosce alla madre il diritto di un congedo per la maternità di due anni, ovviamente non retribuito. Sinora, la donna che dopo le otto settimane successive al parto previste dalla legge non intendeva riprendere il lavoro, era costretta ad interrompere il rapporto con l'azienda. Adesso il suo contratto verrà semplicemente sospeso. Nel settore pubblico la giovane madre non perderà i diritti di anzianità e di avanzamento. Le donne che adottano un figlio avranno un congedo di otto settimane, retribuito come quello delle puerpere.

Per frenare il calo delle nascite, ritenuto una calamità in Francia, i giovani che diventeranno padri prima del ventiduesimo compleanno, saranno esentati dal servizio militare. Sinora usufrui-

vano di questo privilegio soltanto coloro che assicuravano il sostentamento della famiglia. Inoltre, per quel che riguarda le case popolari, saranno adottate varie misure per assicurare maggiore conforto. Le famiglie di quattro persone avranno diritto a una «abitazione ad affitto moderato» (HLM) di cinque stanze invece delle quattro attuali, quelle di cinque persone di un appartamento di sei stanze.

Le nuove case di almeno cento appartamenti, costruite con contributi statali, avranno il 20 per cento di piccoli alloggi destinati alle persone sole. L'obiettivo è di permettere agli anziani, ai nonni e alle nonne di vivere vicino a figli e nipoti, per favorire i rapporti tra generazioni. Infine, tutte le giovani coppie con redditi modesti potranno avere più facilmente i prestiti di un milione di lire già accordati ad alcune categorie di salariati.

A causa dei limiti finanziari imposti dalla situazione economica, in particolare dal forte passivo della previdenza sociale, il governo giscardiano-gollista non ha annun-

ciato provvedimenti di più ampia portata. Il ministro della sanità, la signora Simone Veil, autore dei progetti di legge, ha spiegato che con essi sono stati soprattutto ribaditi i principi e gli orientamenti della politica globale di aiuto e di sostegno alla famiglia. Un'istituzione non più patriarcale ma non per questo in crisi, al contrario solida, nella Francia degli anni Settanta. Sondaggi recenti hanno rivelato che i giovani vi cercano rifugio. I matrimoni sono sempre più precoci e il numero dei divorzi è inferiore a quello registrato in molti altri Paesi occidentali.

La famiglia è stato il principale terreno d'azione di Giscard d'Estaing. Se col suo «liberalismo avanzato» il presidente francese ha provocato delusioni in molti campi, non è riuscito ad esempio a ridurre gli antagonismi sociali, come si era ripromesso di fare. Non vi è dubbio che egli abbia agito con una certa efficacia sul terreno dell'uguaglianza dei diritti individuali: la legge sugli antifecondativi, l'aborto, il divorzio più facile, la condizione

della donna, il voto dei giovani sono iniziative varate nella ancora breve epoca giscardiana.

I suoi oppositori sostengono che questa è la via più facile, più comoda: con le riforme parziali il presidente francese cercherebbe di mascherare, di far dimenticare, la mancata riforma nei rapporti sociali, di cui aveva tanto parlato durante la campagna elettorale.

Contemporaneamente ai provvedimenti in favore della famiglia, sono stati annunciati numerosi aumenti di prezzo: i tessuti chimici cresceranno del 4 per cento e quelli di cotone dall'1 al 3, i libri (non scolastici) del 6, i televisori in bianco e nero del 4, le automobili Renault del 6-7 per cento. Piuttosto scettici sulla politica giscardiana riguardante la famiglia, i grandi sindacati hanno rinnovato oggi la richiesta di portare il salario minimo garantito a 1.700 franchi (260 mila lire) e di ancorarlo all'aumento del costo della vita. Il governo lo ha fissato a 1.367 (210 mila lire).

Bernardo Valli

New York City's Unemployed Up Sharply

By DAMON STEINSON

Unemployment in New York City, which had been resisting the effect of the recession, increased sharply last month, to 10.7 percent. The unemployment rate rose even more steeply in New Jersey, while the rate for New York State increased slightly.

The city's unemployment rate went up a full point last month, to the highest it has been during the current recession, which began last summer, said Samuel M. Ehrenhalt, regional commissioner of the Bureau of Labor Statistics.

U.S. JOBLESS RATE STEADY IN AUGUST

Continued From Page 1

work for a long-term solution to the rise and fall of unemployment."

Richard Rahn, the chief economist for the Chamber of Commerce of the United States, was also optimistic. The unchanged unemployment rate, he said, was "renewed evidence that the economy has stabilized and a recovery is emerging."

"Unemployment continues to be the greatest scandal in this country," said Lane Kirkland, the president of the American Federation of Labor and Congress of Industrial Organizations. At a press conference, he said unemployed workers could form "a line of distress 4,000 miles long," and added, "The White House has abandoned working people."

Senator Paul S. Sarbanes, who was chairman of a Joint Economic Committee hearing on the unemployment rate, asked Janet L. Norwood, the commissioner of the Bureau of Labor Statistics, what it would have taken to push the rate to 10 percent in August. She said about 200,000 more unemployed.

"If you reported a double-digit unemployment rate, all the alarm bells would have gone off," said Mr. Sarbanes. Maryland Democrat who is up for reelection, "I am increasingly concerned that the nation is becoming numb to the unemployment situation."

99 Million Have Jobs

Over all, employment totaled 99,839,000 in August. That was 107,000 higher than the total in July. Unemployment rose 15,000. After calculating these increases with the rise in the labor force of 122,000, to 110,644,000, the Labor Department determined that there was no change in the unemployment rate.

The unemployment rates for most major occupational groups remained about the same. The rate for adult men, which took a big jump earlier in the summer, rose from 8.8 percent to 8.9 percent. The rate for adult women declined from 8.4 percent to 8.2 percent. The rate for blacks rose to 18.3 percent from 18.5 percent in July.

Since July 1981, the beginning of the current recession, the unemployment rate has increased from 7.2 percent to 9.8 percent. The number of jobs has fallen by one million and the number of unemployed has grown by three million.

Haitian Refugees Not Showing Up For Hearings to Determine Status

By RICHARD J. MEISLIN

Special to The New York Times

MIAMI, Sept. 3 — About one-third of the Haitian refugees scheduled for immigration hearings after being released under a Federal court order last month have been failing to show up. The hearings are being held to determine whether they will be able to remain in this country.

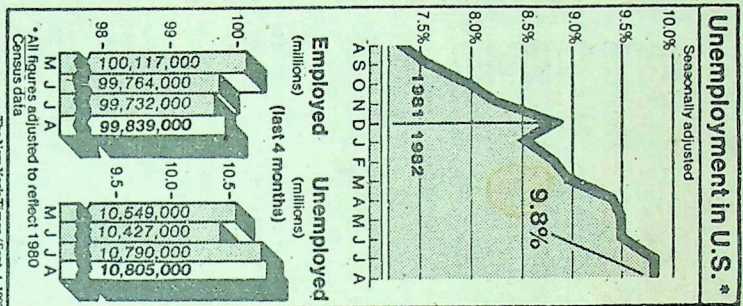
The figures were disclosed today by officials appearing before Federal District Judge Eugene P. Spillman, who on June 29 ordered the release of 1,794 Haitians held in Federal detention camps around the country and in Puerto Rico. The releases began July 23, but as of today 691 Haitian refugees were still awaiting their freedom. So far, 39 of the refugees have been scheduled for various types of hearings but only 12 have shown up.

The hearing today was held to review concerns about the refugee release program and included testimony from a state social services official that some sponsoring agencies might not be providing adequate care for the Haitians in their charge.

"Their care and maintenance ranges from financial assistance to nothing," said Linda Berkowitz, refugee coordinator for the Florida Health and Reentry

ties. The city rate is the highest since November 1977, when it was 10.9 percent.

New York State's rate edged up by 0.3 percent, to 8.5 percent, but in New Jersey an increase of 1.2 percent brought the unemployment rate there to 9.2 percent. The state figures are seasonally adjusted to take into account factors that normally occur at the same time and in about the same magnitude every year, such as changing production cycles, model changeovers, crop seasons, holidays, and opening and closing of schools.



*All figures adjusted to reflect 1980 Census data.

The New York Times, Sept. 4, 1982

employment was accounted for by another sharp drop in auto industry jobs. Unemployment in the auto industry climbed to 20.8 percent in August from 15.9 percent in July. Since March 1979, jobs in the industry have fallen by one-third of the workforce.

Those figures were reflected in the unemployment rates in major automobile producing states, especially Michigan, where the rate rose from 14.4 percent to 15.2 percent. In Ohio, a leading supplier of automobile parts, the rate went from 11.8 percent to 12.7 percent. These numbers, and those from other states, continued to demonstrate that the impact of the recession has been uneven across the country, hitting especially hard the states dependent on manufacturing. The unemployment rate in Florida, where there is little manufacturing, was 7.7 percent last month, and in Texas, which is buttressed by the oil industry, it was 6.7 percent.

Nuclear Rules Assailed

SPARTANBURG, S.C., Sept. 3 (AP) — Senator Strom Thurmond, helping dedicate a \$5 million Westinghouse service center for nuclear power plants Thursday, criticized the regulations involved in the licensing of such plants.

But six of them also failed to show up. In addition, 45 of those released have failed to make the weekly reports of their whereabouts required by the Federal court.

An attorney for the immigration service, Leon B. Keilner, said that 19 of those released had been found, 19 were still being pursued and that "all leads were exhausted" in attempting to find the remaining seven.

One Granted Asylum

Of those who have appeared for their hearings before the immigration service, only one has been granted political asylum. The rest are expected to appeal to the Federal courts. The Government has argued that most of the refugees fled their country for economic rather than political reasons and are entitled to asylum.

A spokesman for the immigration service, Beverly McFarland, said she believed that some Haitians were failing to appear because "they're afraid they may be deported" back to Haiti. But lawyers for the refugee agencies asserted that poor record-keeping by the immigration service was to blame. One lawyer, Eileen Campion, said she had "suffered through three cases"

Comparable data on unemployment in Connecticut are not available monthly, according to Mr. Ehrenhalt. The data on unemployment is based on monthly responses from households in the various states, but the extent of the survey and the number of responses in smaller states such as Connecticut are insufficient for regular reports by the Bureau of Labor Statistics. Mr. Ehrenhalt said annual averages are compiled for all states.

The rise in the city's unemployment rate in August was unusual, according to Mr. Ehrenhalt, but he said that he could not point to major layoffs or indications of any sharp deterioration in the city's economy. It is more "a continuing slippage" as the city's resistance to the recession weakens, he said.

"New York City had been bucking the national recession," he said, "but now it is feeling the downpull more and is able to resist it less."

He noted that overall employment in the city was down by 100,000, with the fewer jobs in government reflecting cutbacks in summer jobs for youths. The job market, he said, is stagnant, with little hiring taking place.

"It's just a tough time to be looking for a job," he said.

There were 322,000 unemployed New York City residents in August, compared with 301,000 in July and 242,000 in August of last year.

The rise in the New York State seasonally adjusted rate from 8.2 percent in July to 8.5 percent in August was not a new high for the year. The state's unemployment had reached 8.8 percent in June.

Mr. Ehrenhalt said that the Buffalo area had suffered substantial job losses in the last year, with 26,000 fewer jobs than a year ago. The Syracuse area has also felt the impact of the recession, he said, but most other areas of the state have been less affected.

Unemployment in the state in August totaled 684,000, little changed over the month but up from 565,000 a year ago. In comparison with other states, Mr. Ehrenhalt said, the latest available figures show 30 states with higher unemployment rates than New York.

I.R.S. to Idle 19,000 Workers

WASHINGTON, Sept. 3 (UPI) — Nineteen thousand Internal Revenue Service employees, about 22 percent of the agency's 87,000 workers, were told today that they would be laid off indefinitely at the end of the day Tuesday.

The workers were also told that they would not be paid for working the day after the Labor Day holiday until on-gress and President Reagan approve the expenditure.

The Internal Revenue Service employees are the first Government employees to be laid off as a result of President Reagan's veto of a \$14.1 billion supplemental spending bill last month.

The 19,000 employees to be laid off work in criminal investigation, employee tax plan and tax-exempt organizations departments. They are stationed in Washington and in field offices.

Congress was scheduled to end its Labor Day recess on Wednesday, and a vote was scheduled for Thursday in the House on whether to override the veto. A two-thirds majority vote in both the House and Senate would reinstate the spending bill and allow the full-fledged Internal Revenue Service employees to return to work.

It Congress fails to override the veto, it must devise a new bill that satisfies the President, who called the supplemental bill a "budget buster."

Employees essential to Government business under the formal procedures for fiscal emergencies are required to keep working without pay, and essential employees on vacation will be required to return, the officials said.

The Internal Revenue Service was the first to be hit by the veto because of a unique financing arrangement for the department that was started in the 1960's. The agency's payroll was split into four parts, none of which can be transferred to other payroll funds.

Layoffs Shrink U.S. Teaching Force

Special to The New York Times

LIVONIA, Mich., Sept. 1 — Ralph DeBastie sat in his living room in this pleasant suburb west of Detroit and commented wryly on the progress of his career: "On the whole, I guess I'm not where I expected to be at this point."

Mr. DeBastie, who is 35 years old, married and has a 3-year-old son, was an elementary schoolteacher in Livonia for 13 years. When the school year began on Tuesday, though, he was not in the classroom. Along with thousands of other teachers nationwide, he had been laid off the victim of declining enrollments and recession-pinched school budgets.

"It was a lot different when I graduated from Michigan State in 1969," he recalled. The schools were bursting with students and male teachers were in great demand.

Just how many teachers will not be returning to school this year is subject to some dispute. A survey by the American Federation of Teachers found that more than 35,000 teachers received lay-off notices at the end of the 1981-82 school year and 44,000 layoff notices were sent out at the end of the previous year. However, many of those who received layoff notices are likely to be rehired, since school districts typically

Ralph DeBastie outside his home in Livonia, Mich. Laid off as a teacher, he is looking for work in other fields.



send out layoff notices to more people than they expect to lay off.

The Bureau of National Affairs, a research and publishing company in Washington, said it could only find 6,466 teachers nationally who had actually been dismissed. An official of the company, Michael Levin-Epstein, conceded that the figure "is a rock bottom number" that is likely to increase when, as in Mr. DeBastie's case, the layoff notices of April become reality in September. The actual number is probably somewhere in between.

As Mr. DeBastie's case illustrates, layoffs, particularly in economically depressed states like Michigan, are teaching teachers well established in their profession, who in times past would have been protected by seniority.

"It's not just the people who have been in it for two or three years, but people who have made a real commitment to teaching," Mr. DeBastie said. Although he said some teachers were trying to find temporary work in hope that retirements would result in their being called back, he is looking for employment in other fields.

Nationally, the effect of layoffs and the lack of opportunity for new teachers has been to raise the average age of the country's two million public school teachers. According to a survey by the National Education Association, the average age of teachers has risen from 36 years old in 1976 to 39 in 1981.

Some educators fear that the bleak economic prospects for teachers are discouraging more gifted people from entering the field. "There has been a fairly steady decline in enrollment in schools of education for the last six to eight years," said Professor Frank B. Womer of the University of Michigan's School of Education. Moreover, he said, recent studies have shown that the Scholastic Aptitude Test scores of students entering education tended to be below those of students going into science, engineering and liberal arts.

The fundamental reason for the shrinkage of teaching is demographic: there are fewer children in school. The National Center for Education Statistics estimates that there will be 39.5 million children in public elementary and secondary schools this fall, as against 40.2 million in 1981 and 41 million in 1980. The total was 46.8 million in the fall of 1971.

Although the overall trend is clearly downward, population shifts have muted the effects in some areas, while aggravating it in others. There have

been teacher shortages in some parts of Texas, while enrollments in some of the older cities of the Northeast and Middle West have been declining sharply. The number of schoolchildren in New York State declined from 3.47 million in 1970 to 2.76 million last year.

The teachers union estimated that 5,800 more teachers would be without jobs in New York State in the 1982-83 school year, which an official of the state teachers union characterized as "not much different from the last few years. We've lost about 25,000 over the last six years."

The outlook in New York City, though, is better, according to Susan Glass, a spokeswoman for the United Federation of Teachers. "The city has come up with some more money and a lot of teachers were reemployed this summer so they can shift to other schools or other fields," she said. "We're pretty certain there won't be mass layoffs."

Just as there are regional differences in opportunities for teachers, there are big variations in demand for specialties. Mathematics and science teachers are in demand in many areas, largely because many have found higher-paying jobs in industry. But there is little demand for music, social studies and language teachers.

Teachers groups have been quick to denounce the Reagan Administration's budget cuts as the cause for many layoffs, although Federal financing of the money spent nationally for elementary and secondary education. However, the Federal money was largely concentrated in poorer, urban districts, magnifying the impact of cutbacks.

Education specialists say it is almost certain that the painful contractions taking place in public school systems will have to be reversed within a few years, simply because of an increase in the national birthrate. Last year, 150,000 more babies were born in the United States than in 1980. The number of births this year are expected to exceed the 1981 figure by 100,000. When these children reach school age, more classrooms and teachers will have to be found. N.E.A. officials say the turnaround should come by 1985.

But this prospect is scant consolation for Mr. DeBastie as he wonders how he is going to pay his bills. "If you can survive for three or four years, maybe you'll get called back," he said. "I'm looking outside education."

LEGAL NOTICE

UNITED STATES BANKRUPTCY COURT
NORTHERN DISTRICT OF NEW YORK
In re
SPALDING BAKENES, INC.
Debtor.
Case No. 81 B 8112871

NOTICE OF HEARING TO CONSIDER OFFERS TO PURCHASE REAL AND PERSONAL PROPERTY

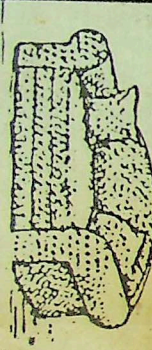
NOTICE IS HEREBY GIVEN that on September 13, 1982, in Room 311 of the United States Courthouse, 440 Broadway, New York, New York, at 2:15 o'clock in the afternoon of that day, a hearing will be held for the purpose of considering offers to purchase the real and personal property of Spalding Bakenes, Inc., a corporation organized under the laws of the State of New York, and its real property located at 1223 Goldensland Road, Rotterdam, New York. Said sales to be free and clear of all liens, claims and encumbrances.

NOTICE IS FURTHER GIVEN that, at said hearing the Court will also entertain any and all offers upon the Debtor's real estate, including the most valuable portion of the Debtor's real estate, located at 1223 Goldensland Road, Rotterdam, New York, although the Debtor has not yet determined if the Court has unobjectionable value and said offers are desirable and its creditors.

NOTICE IS FURTHER GIVEN that additional information regarding the terms and conditions of the proposed sales including an appraisal and a list of the property to be sold may be obtained by contacting McCarthy & McCarthy, P.C., Attorneys at Law, 100 West 11th Street, New York, New York 10011, Telephone: (212) 434-4141.

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*Criticism of the Great Society Program
Stokes New Debate on His Sensitivity*

By HOWELL RAINES
Special to The New York Times

WASHINGTON, Sept. 16 — By denouncing Great Society programs of the Johnson Administration in a speech to a black audience, President Reagan provided fresh ammunition for critics who say he is trying to reverse the racial progress of the last 20 years.

News Analysis The President's speech Wednesday night to a convention of the National Black Republican Council has also fueled anew the partisan debate over Mr. Reagan's personal sensitivity to blacks and his understanding of black history.

Mr. Reagan, 69, was in the White House for less than a year when he signed the federal anti-bullying law, the first such law in the country since the 1960s. He also signed the federal anti-hate speech law, which prohibits the use of force or threats of violence against individuals on the basis of race, religion, or ethnicity.

Mr. Reagan's speech Wednesday night was a rare moment of personal reflection on the role of the federal government in the struggle for civil rights. He spoke of the "great struggle" for civil rights and of the "great struggle" for the rights of the disabled. He spoke of the "great struggle" for the rights of the elderly and of the "great struggle" for the rights of the young.

Mr. Reagan's speech was a rare moment of personal reflection on the role of the federal government in the struggle for civil rights. He spoke of the "great struggle" for civil rights and of the "great struggle" for the rights of the disabled. He spoke of the "great struggle" for the rights of the elderly and of the "great struggle" for the rights of the young.

That debated force today because of the intensely negative Democratic reaction to the President's speech and because the speech coincided with a series of meetings in Washington this week by black groups that are sharply divided on the question of Mr. Reagan's racial attitudes.

Robert Newman, a spokesman for the Democratic National Committee, predicted that the President's speech would drive his poll standing with blacks still lower and would provide an opportunity for effective attack on Mr. Reagan. "We're going to capitalize on that," he said. "We're galvanizing reaction."

Not being invited to the white house since Feb. 19, 1961. Members of the Black Leadership Forum, which represents a number of civil rights groups, have complained that they have not received a response to requests for a meeting this year.

The White House brushed aside Mr. Pendleton's suggestion of a summit

G.O.P.: Clearer Disclosure

Glossed over in the exchange of accusations was the fact that Mr. Reagan's appearance at the black Republicans' convention disclosed a cleavage between the White House political strategy for the fall elections and the Republican Party's official position on black recruitment.

More quietly, it has ignored appeals from black Republicans to appoint a black who would occupy a White House office and have the title of Deputy Counselor to the President. Timothy L. Jenkins, an organizer of the black Republican convention, said that despite these things, Mr. Reagan still had some black support.

"But he's got to do something with

Officially, the Republican National Committee is committed to using the black Republican Council, which has 10,000 members, to recruit more black party members. But white House strategists believe there is little Mr. Reagan can do to win more black voters for the party between now and this election in November.

In his speech, Mr. Reagan, who has approved financial aid for black colleges and medical schools, nonetheless rejected any general appeals to blacks through Government programs designed to subsidize the disadvantaged. Criticizing the Democrats for "mis-

Mr. Reagan's senior black adviser, Melvin J. Bradley, acknowledged that "the approval rating among blacks" was "in the low 40s." In a recent *Wall Street Journal* article, "White House polls show Mr. Reagan's approval rating among blacks 'worse' than among whites," Bradley said that "the use of economic self-help.

Hardened Attitude Perceived

The dispute over Government versus free-market solutions to black problems has been one main point of debate this week. The other has been the quality of Mr. Reagan's caring for blacks.

Representative Mervyn M. Dymally, Democrat of California, said in an interview Wednesday that Mr. Reagan had undergone a hardening of attitude since he was Governor of California.

"He was not a foot-in-concrete ideologue as he appears to be now," said

Backfire Held Possible

Democratic spokesmen predicted today that Mr. Reagan's attempt to use a black forum to improve his standing with white moderates might backfire by prompting a heavy black turnout in the fall elections. While that is open to argument, it was clear that the President's speech prompted an immediate outpouring of campaign talk from both sides.

The black allies and critics of Mr. Reagan are also sniping at one another. Walter E. Fauntroy, a Democratic who is chairman of the Congressional Black Caucus and delegate to Congress from the District of Columbia, said here that

On the other side, Vice President Bush, speaking to the black Republicans' convention today, warned that such attacks on Mr. Reagan were "the beginning of a low road campaign by the Democrats this fall."

Mr. Bush's remark to the black audience were in response to House Speaker Thomas J. O'Neill Jr.'s remark today that Mr. Reagan has "ice water for blood" when it comes to poor people. The racial issue was brought into

LeGree Daniels, chairman of the National Black Republican Council, countered that her group was a "truth squad" returning "distortions" spread by those with a vested interest in social welfare programs.

sharp focus by a series of events that started with the meeting in midweek of the black Republicans and the convening on Friday of the annual conference of the Black Congressional Caucus.

In addition, the Washington Council on Lawyers issued a 133-page report accusing Mr. Reagan of crippling civil rights enforcement at the Justice Department. At about the same time, Mr. Reagan's black appointee to the chairmanship of United States Commission on Civil Rights, Clarence M. Pendleton, called on the President to ally black fears by convening a "minority summit conference" at Camp David, Md.

The suggestion by Mr. Pendleton, who is a Republican opposed to the civil rights enforcement policies of the past, was part of a polite effort by black conservatives to remind Mr. Reagan that he has cut himself off from the nation's black leadership groups. The Congressional Black Caucus, for example, has not been invited to the White House since Feb. 19, 1981. Members of the Black Leadership Forum, which represents a number of civil rights groups, have complained that they have not received a response to requests for a meeting this year.

The White House brushed aside Mr. Pendleton's suggestion of a summit meeting. More quietly, it has ignored appeals from black Republicans to appoint a black who would occupy a White House office and have the title of Deputy Counselor to the President. Timothy L. Jenkins, an organizer of the black Republican convention, said that despite these things, Mr. Reagan still had some black support.

"But let's go to do something with it," said Mr. Jenkins, a Washington executive. "It won't be there forever. It's halfway through his Administration and he's got to act." Mr. Jenkins added that Mr. Reagan "can't keep talking about cutting school lunch programs, abortion and tax breaks to private schools and not recognize that our interests are not served by these things."

in his speech, Mr. Keegan, who has approved financial aid for black colleges and medical schools, nonetheless rejected any general appeals to blacks through Government programs designed to subsidize the disadvantaged. Criticizing the Democrats' "rhetoric of compassion," he asserted that Republicans must attract blacks with the promise of economic self-help.

Hardened Attitude Perceived

The dispute over Government versus free-market solutions to black problems has been one main point of debate this week. The other has been the quality of Mr. Reagan's caring for blacks. Representative Mervyn M. Dymally, Democrat of California, said in an interview Wednesday that Mr. Reagan had undergone a hardening of attitude since he was Governor of California.

"He is not a foot-in-concrete ideologue as he appears to be now," said Representative Dymally, who was a California legislator when Mr. Reagan approved a number of programs to help blacks. Now, he added, Mr. Reagan does not understand black history or the "symbolic importance" of Government programs that he cuts for budgetary reasons.

"There is his failure," Mr. Dymally concluded. "He thinks blacks have the same opportunity to start at the drug-store and end up as president of the corporation."

The black allies and critics of Mr. Reagan are also sniping at one another. Walter E. Fauntroy, a Democrat who is chairman of the Congressional Black Caucus and delegate to Congress from the District of Columbia, said here that black Republicans were allowing themselves to be used by the White House "to justify what everyone knows is an obvious attempt to erode the laws, the programs and institutions that black people have fought for in the last 30 years."

Léonce Daniels, chairman of the National Black Republican Council, commented that her group was a "ruthlessly squared" refuting "distortions" spread by those with a vested interest in social welfare programs.

Former Secretaries of Health, Education and Welfare at news conference on welfare policy. From left are Elliot L. Richardson, Nixon and Ford Administrations.

8 Ex-Welfare Chiefs Ask U.S. Floor on Family Aid

WASHINGTON, Sept. 16 (AP) — Eight former Secretaries of Health, Education and Welfare called today for an overhaul of the program of Aid to Families with Dependent Children, starting with a national minimum benefit for welfare families.

The former Cabinet officers, who served in Administrations from the time of President Eisenhower to President Carter, made the recommendations in a report, "Welfare Policy in the United States." The report was made public at a news conference.

The \$15 billion program of Aid to Families with Dependent Children supports 11 million people in 3.5 million families. Typically a mother and two children. It is financed by the Federal government and the states together.

Range Begins at \$120 a Month

Each state sets its own level of benefits. In November, benefits for family of four ranged from a low of \$120 a month in Mississippi to \$601 in Vermont, the report noted.

The call for a national minimum was made by Arthur S. Flemming, Secretary in the Eisenhower and Kennedy Administrations; Arelahm Ribicoff (Kennedy); Anthony J. Celebrezze (Kennedy and Johnson); Wilbur J. J.

Cohen (Johnson); Robert H. Finch (Nixon); Elliot L. Richardson (Nixon and Ford); David Matthews (Ford) and Patricia Roberts Harris (Carter).

Mr. Flemming, who was dismissed by President Reagan earlier this year as chairman of the Federal Civil Rights Commission, said the Federal Government meant to set "a floor below which no one should fall."

He said he was "in complete disagreement" with the notion that Mr. Reagan has expressed that people could "vote with their feet" if they did not like what their state was offering.

Opposition to Reagan Noted

Mrs. Harris, who was defeated Tuesday in a mayoral primary race in the District of Columbia, said, "It's important that we not have permanent polarization of the welfare rolls."

Mr. Richardson said "there's no blinding the fact" that the thrust of their recommendations went in the opposite direction from the Reagan administration's effort to turn responsibility for the program over to the states.

"We believe our changes represent a creative and realistic form of federalism," the former secretaries said. "The key features of our recommendations are these: national eligibility standards, national minimum benefit levels,

Federal funding of those minimum benefit levels and retention and strengthening of state-local program administration and service delivery." The Nixon and Carter Administrations both tried and failed to establish some national floor. The Reagan Administration and Congress have cut \$1 billion from the program by tightening eligibility standards.

The eight former secretaries said that Federal spending on welfare—which in 1961 exceeded \$70 billion through seven major programs, including Aid to Families, food stamps, Medicaid and Supplemental Security Income, was not high "in comparison with those of other industrial nations."

Alternatives on Minimums

They said their proposed minimum could be based on either the national poverty line, a state's median income or an income level set for families in the federal Supplemental Security Income program.

If the national poverty line was used, they suggested, then a family's monthly benefit should be equal to at least 3 percent of the poverty line in the fiscal year 1986 and at least 60 percent by 1991. If food stamps are counted, a family could get enough income to be within 50 percent of the poverty line in 1986 and

within 75 percent by 1991, they said.

They recommended that all states allow unemployed or incapacitated fathers to draw Aid to Families benefits. Currently, many states bar families if there are two parents living in the home.

They urged that this minimum benefit be entirely financed from Federal funds. States would be free to supplement it with the Federal Government paying a 25 percent matching share.

Ford Foundation Project

A multimillion-dollar program to assist state governments in working out ways to employ welfare recipients was announced yesterday by the Ford Foundation, which will contribute \$25.05 million.

The primary target is the nonworking mother receiving Aid to Families with Dependent Children. Eight states have already committed funds to the project.

The three-year program will be carried out by the Manpower Demonstration Research Corporation, created by Ford and the Federal Government in 1974. It will cost \$45 million to \$50 million with the participating states and local governments providing 55 percent of the money. The balance will come from Ford and other philanthropies.

House Approves Jobs Bill; G.O.P. Calls It a 'Hoax'

By SEETH S. KING
Special to The New York Times
WASHINGTON, Sept. 16 — The House today passed a bill designed to increase the minimum wage rate continued at 9.8 percent of the labor force, the highest level since the beginning of World War II.

Before the debate began, House J. Rhodes, Republican of Arizona, "It is actually aimed at helping people who are running in the election in November."

Republican charges that they were typically playing election-year politics. Today passed a large-scale public works program that they said "would provide at least 200,000 new jobs."

The legislation would allocate more than \$1 billion to cities with high levels of unemployment. The cities could use the funds to pay for unskilled labor to repair bridges and streets or to rehabilitate public buildings and parks.

The measure was passed by a vote of 223 to 169. Thirty-two Republicans joined the Democrats in supporting it, while 28 Democrats voted against it.

The House bill is not expected to go any further, at least in the closing sessions of this Congress. Nothing similar has cleared committees in the Republican-controlled Senate, and there is little chance that it could be joined to any other legislation before Congress early next month.

Sharp Rise in Jobless Claims

ment rate continued at 9.8 percent of the labor force, the highest level since the beginning of World War II.

Before the debate began, House Speaker Thomas P. O'Neill Jr. made a special appeal for passage of the bill, contending that it would have an immediate impact on the economy by employing the jobless in rebuilding the nation's deteriorating roads and public buildings.

"We can no longer accept in good conscience the President's plea for patience," said Mr. O'Neill, a Massachusetts Democrat. "The costs of unemployment compensation now outweigh the cost of putting people back to work. We can afford this measure because Congress saved almost \$2 billion by passing the supplemental appropriations bill over the President's veto."

"Ballot Box Bailout Bill"

The Republicans immediately challenged this, calling the measure "a hoax" that they said would lead them unemployed to believe Congress had done something for them.

"This is a billion-dollar bailout box ballot bill," said Representative John

Law Banning Pistols Signed

EVANSTON, Ill., Sept. 16 (UPI)—Mayor James C. Lyle signed into law Wednesday an ordinance that bans the possession and transport of pistols in this northern suburb of Chicago. Only police officers, antique collectors and gun club members are exempt. The ordinance goes into effect Sept. 28.

J. Rhodes, Republican of Arizona. "It is actually aimed at helping people who are running in the election in November."

After these attacks on the Democratic bill, however, the Republican tried to substitute a measure that would have transferred \$1.5 billion in funds initially allocated for the synthetic fuel program to the Labor Department for allocation to cities, which in turn would use the money to hire people now on welfare or receiving unemployment benefits.

The Democrats ridiculed the plan, asking why the Republicans opposed their measure while trying to push through a similar bill that would cost \$500,000 more while restricting those eligible to benefit from it.

The Republican substitute was defeated by a largely party-line vote of 210 to 152.

The public works bill the House adopted requires that 5 percent of the total amount paid out for unemployment insurance instead be divided among the cities where unemployment has been the greatest and has lasted the longest. Those who have exhausted their eligibility for unemployment benefits would have top priority for public works jobs.

Sponsors of the bill said unemployment compensation costs were running at an annual rate of \$20.7 billion. Under the bill's formula, this would yield about \$1 billion for the jobs. These funds would be available to the cities until the end of December, and would provide for about 200,000 jobs at minimum wage rates.

CIVIL RIGHTS STEPS

Day After Reagan Speech, Plan Is Filed on Bay State Police

By LESLIE MAITLAND

Special to The New York Times

WASHINGTON, Sept. 16 — One day after President Reagan sought to assure black Republicans of his commitment to civil rights, the Justice Department announced today that it was moving on several fronts to enforce antidiscrimination laws in voting and employment.

The civil rights division filed an agreement aimed at increasing the ranks of women on the Massachusetts state police force without imposing quotas. Meanwhile, William Braddo Reynolds, the Assistant Attorney General in charge of the division, met with the Rev. Jesse L. Jackson to discuss enforcement of the Voting Rights Act.

After their meeting, at a joint news conference, Mr. Jackson said he was encouraged by recent signs that the division was attempting to be "responsive." He said that he was asking J. Reynolds to send Federal observers to the district in South Carolina where a black Democrat was running for Congress.

Examination of New England

On the Massachusetts justice front, according to John Wilson, a Justice Department spokesman, the department

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THE NEW YORK TIMES, FRIDAY, OCTOBER 1983

Benefit Changes Take Effect Today

By ROBERT PEAR

Special to The New York Times

WASHINGTON, Sept. 30 — Dozens of changes in Federal law affecting millions of beneficiaries of Government programs take effect on Friday, the first day of the new fiscal year, or shortly thereafter.

The nation's 20.5 million food stamp recipients will receive an 8 percent increase in benefits to help them pay for increases in the cost of food. The last such adjustment was granted in January 1981. The new average allotment for a family of four is \$253 a month.

Under a special temporary program that started this month, more than two million jobless Americans will be entitled to additional unemployment insurance benefits, beyond the current maximum duration of 39 weeks. The program provides six, eight or 10 weeks of additional benefits, depending on the unemployment level in a particular state. However, in the next few months the duration of benefits will be reduced in some states because of changes enacted in 1981 that are now taking effect.

Congress Resisted Deep Cuts

But, as the American Public Welfare Association said in a recent report, social welfare programs "escaped heavy damage" in this year's budget deliberations. The association, which includes hundreds of state and local officials, said that welfare programs last year "bore the brunt of the billions of dollars in spending cuts pushed through Congress by the Reagan Administration as part of its plan to revive the economy."

This year Congress resisted pressure from the White House to make major reductions in support for the poor and looked instead to tax increases and Medicare cuts to help reduce the budget deficit.

In the main welfare program, Aid to Families with Dependent Children,

President Reagan asked for budget cuts totaling \$3.3 billion over three years; Congress approved \$342 million worth of savings, most of which will not occur for two or three years. In Medicaid, which pays medical bills for 22 million poor people, President Reagan proposed cuts totaling \$8 billion over three years; Congress approved \$1.1 billion in cuts. And in the food stamp program, Congress approved only \$1.9 billion of the proposed reductions, which totaled \$7.1 billion over the next three years.

Following is a description of the major changes scheduled to take effect in the fiscal year 1983, starting Friday:

Medicare

Congress approved numerous changes to reduce the growth of the program by \$2.8 billion in fiscal year 1983 and by a total of \$10.1 billion in the next two years. Nevertheless, the cost of the program, nearly \$50 billion now, is expected to approach \$55 billion in 1983. Most of the changes limit the reimbursement of hospitals and physicians and only indirectly affect the amounts that patients must pay. Medicare will no longer pay extra for private hospital rooms unless they are medically necessary. The Government will generally pay only the charge set for semiprivate rooms.

Medicaid

Congress gave states the authority to charge small fees for most medical services. Until now, states could not charge welfare recipients for the wide range of services that must be covered by all state Medicaid plans. The new law says that, in some cases, a state may impose a lien on the house of a person who is "reasonably likely" to remain in a nursing home for the rest of his life. After the person dies and his children no longer use the house, the Government may sell the property and use the proceeds to recover the cost of

Medicaid benefits provided to him.

Welfare

President Reagan's proposals would have reduced or ended benefits for more than 700,000 families, but the changes enacted by Congress will not affect nearly so many families, nor will they cause large reductions in benefits. Under the new law, states may require people seeking welfare to search for jobs while their applications are pending. States may not pay any benefits for the time before an application was filed. Until now states could pay benefits back to the first day of the month in which the application was filed.

Food Stamps

Congress reduced the inflation adjustment by 1 percentage point. As a result, food stamp households are receiving an increase of 8 percent, rather than 9 percent, in monthly benefits.

Congress also established a new formula that will reduce the utility allowance for many apartment dwellers and tenants of public housing. Anne N. Shkuda of the New York State Department of Social Services said that this provision would have "a major impact in New York," where there had been a relatively generous standard allowance for heating costs. The \$128 monthly food stamp allotment for a household receiving Supplemental Security Income, the welfare program for the elderly, blind and disabled, could be reduced by as much as \$50, she said.

Housing

Rents will rise for the 2.4 million families living in subsidized or public housing. These families, whose incomes average less than \$6,000 a year, had been charged a maximum of 25 percent of their adjusted income for rent. On Aug. 1, the maximum rose to 26 percent, and on Friday it rises to 27 percent.

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Last Week's Mortgage Break May Mean Respite, Not Revival

The End of Housing as We've Known It?

By ROBERT LINDSEY

LOS ANGELES — For a change, the housing industry got some good news last week: Interest rates for Government-insured home mortgages declined to 12.5 percent from 13.5 percent, the lowest rate in more than two years. Rates for conventional home mortgages are also on the decline and there has been a modest upturn in applications for building permits in some parts of the country.

In the past, these developments would have been interpreted as evidence that housing was on the same path to recovery that it has taken following six other cyclical recessions since World War II. Fueled by the availability of mortgage money, housing has led the nation out of all of its postwar recessions. Not this time, it seems.

Many builders and lenders say that fundamental changes have occurred during the past four years that suggest the industry will never be the same again.

"We're in a new ball game," said Michael Sumichrast, chief economist for the National Association of Home Builders. "I keep telling our members: Don't kid yourself."

The experts agree there is a huge pent-up demand for housing, a result largely of family formations by members of the postwar generation. Opinion polls indicate that home ownership is a fundamental aspiration of the baby boomers, now in their early 30's.

But there is also a growing consensus among housing economists that many of that generation will never be able to afford the sort of three-bedroom, two-bath suburban dwelling that epitomizes American home ownership, but will have to settle for a condominium apartment or a factory-built home that is perhaps half as large.

"The limits of accommodation to the rising cost of home ownership seem to have been reached in 1981," when the median price of a home reached \$72,000, the United States League of Savings Associations said recently. "Median home prices and required mortgage payments have simply outrun median incomes of the prime first-time home buyers, those between ages 25 and 35."

The skyrocketing inflation of the 1970's caused home prices to soar beyond the reach of many Americans, young and old; probably more significantly, the system of home financing that since the 1930's had made it possible for more than 60 percent of Americans to buy their own homes, started to become unraveled.

Turbulent changes in the financial markets since 1978 caused many lenders to lose confidence in the basic instrument of home financing — the 30-year mortgage at a fixed, affordable interest rate — and nothing has been devised yet to replace it. The changes are rooted largely in a growing demand for capital by government, business and consumers during the late 1970's that caused interest rates to soar. As the demand increased, the money market mutual fund, which purchased high-interest government and corporate securities, was invented.

These funds allowed consumers to obtain much higher returns on their savings than banks and other institutions could pay. They withdrew billions of dollars in deposits in search of higher interest. Savings institutions responded by persuading Washington to allow them to pay higher rates and to begin a process of deregulation designed to

make them more competitive with other bidders for consumers' money. But this left them paying depositors up to 18 percent while borrowers paid them 10 percent or less.

The disruption of previously predictable patterns in the financial markets shocked the savings institutions and soured many of them on financing home mortgages. They raised rates for new mortgages, causing monthly payments to rise; at 17 percent, the prevailing rate until recently, a family needed an income of \$51,000 to qualify for a \$50,000 mortgage. They introduced "variable rate" mortgages with interest that could be raised as institutional borrowing costs increased; and they began writing five-year mortgages to reduce their risk. Some in the industry show signs of resentment that all this has come to pass.

"The money market mutual fund has taken \$200 billion out of the economic system, and it's not regulated or restricted," said Leonard Shane, chief executive officer of Mercury Savings and Loan Association in California. "It's a major change that has come about without national debate, and the reality won't hit until housing doesn't start booming with the economy."

Recent declines in interest and inflation rates are expected to give housing a brief upturn. Mr. Sumichrast forecasts a modest recovery late next year and says a doubling of the recent rate of housing starts, to 2 million a year, may even be attainable for a year or two during the 1980's.

But there is also a conviction among many analysts that once the nation pulls out of the recession there will be such demand for capital that interest rates will rise again. Congress recently passed a bill designed to help savings and loan institutions by allowing them to compete with money-market funds. But if there is a serious capital shortage and Federal deficits do not decline, many housing experts say the bill could hinder, rather than help, Americans trying to get affordable mortgages.

Since World War II, about 65 percent of Americans have lived in homes owned by themselves or family members. Given the prominence of home ownership in the national value system, some people say they believe that young people will rise up in protest, applying enough political pressure to force the Government to develop innovative solutions for the problem. But how this can be done in the free market system isn't clear. "I think the mortgage instrument that will be in place in 1985 hasn't been invented yet," said Sanford Goodkin, a California housing economist.

Anthony M. Frank, chairman of First Nationwide Savings of San Francisco, one of the nation's largest thrift institutions, believes it may become necessary to allocate credit to housing by adopting tax or other incentives. "I hope we can learn before it is too late that home ownership is the most basic glue that holds our country together," he said. "Our young people, denied a chance at home ownership, will not have the same attitudes toward the future of our country as those of us who were afforded a piece of the action."

Looking to the Future

Housing experts say it is impossible to anticipate all the implications of an economy in which fewer middle-class Americans can afford to own a home, but potential effects include the following:

- Fewer new households may be formed in the 1980's than some predict; there could be more doubling-up, for example, with two or more couples buying a home jointly.

- Decreased mobility could affect business by discouraging job transfers. Regional differences in housing costs influence population distribution by encouraging employers and first-time home buyers to go where housing is cheapest.

- Large Levittown-style, mass-produced housing developments of the past may be doomed — fewer builders would be willing to construct large quantities of housing on speculation.

- Certain demographic trends observed in the 1970's, including the increase in the number of working wives and women's deferral of childbirth, could grow, although some economists say the cost of new homes in some communities has already outpaced even the resources of two-pay-check couples.

Affording a new home

Annual household income needed to satisfy bank requirements to secure a 30-year \$60,000 mortgage at fixed rate — assuming homebuyer devotes 32 percent of gross monthly income to housing expenses*

Mortgage rate	Total monthly payments*	Annual household income required for mortgage
8%	\$632.26	\$23,710
9%	674.77	25,304
10%	718.54	26,945
11%	763.39	28,627
12%	809.17	30,344
13%	855.72	32,089
14%	902.92	33,860
15%	950.67	35,650
16%	978.85	37,457
17%	1,047.41	39,278

*Include monthly principal and interest payments as well as \$192, the median national monthly charge paid by new homeowners last year, for real estate taxes, utilities and home insurance.

Source: United States League of Savings Associations

40 CENTS

Rural Cycle

Farm Crisis Falls Short Of Depression's Agony But There Are Parallels

As in '20s, Low Prices Follow
Break in Export Demand
That Had Fed Expansion

Return of the Penny Auction

By MEG COX

Staff Reporter of THE WALL STREET JOURNAL

WING, N.D.—In 1929, a dairy farmer facing foreclosure herded his cows into the bank here, shouting, "Here, Wall Street. I milked 'em this morning, you can milk 'em tonight."

During a parched dust-bowl summer five years later, there wasn't enough feed in pastures around here to keep cattle alive. The U.S. government paid \$20 a head to buy up the starving cows, shot them, and buried them in a pit east of town.

By the end of the Great Depression, 43,000 North Dakota farmers, a third of the state's total, had lost their farms in foreclosure. Mobs of desperate farmers protesting low prices blockaded roads to grain terminals. Sometimes they tried to stop farm foreclosure sales by surrounding the presiding sheriff, forcing him to stop the farmer's hogs, then making him walk home.

Today the pastures around Wing are unusually lush, and the cattle are well fed. But farmers are losing money on nearly every crop. Even the value of their land is falling. The Depression comes up often in conversations over coffee at the Prairie Kitchen Cafe.

Income Drought

U.S. farmers are expected to earn about \$19 billion in 1982. That income level, adjusted for inflation, is roughly the same as during the Depression. It is less than the interest cost on the \$200 billion in farm debt. Farm bankruptcies are rising, and along with them a pressing question: Are farmers as bad off now as they were in the Depression?

Agricultural economists reply that, except for a very small minority, they aren't. But the economists also see some disturbing parallels between current conditions and the early Depression years.

One reason they don't consider these times as bad as the '30s is that today's equivalent farm income is divided among only one-third as many farmers. Moreover, while growers are deep in red ink, cattle and hog feeders, after a long slump, recently have seen their best profits in years.

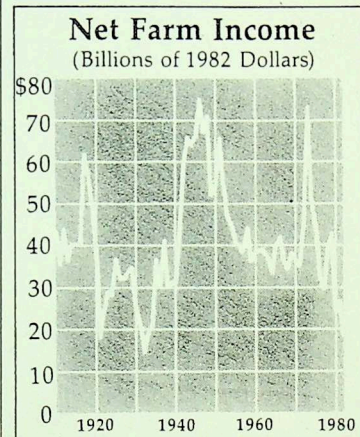
In addition, many farmers now hold jobs; farmers as a whole earn about their income off the farm.

Federal Help

Numerous government programs—prompted, in fact, by Depression hardships—today provide safety nets. Nearly one-fifth of the 1982 farm income, some \$4 billion, will consist of direct government payments of one sort or another.

"People who say it's like the Depression now do a real disservice to those who survived the Depression," says Emanuel Melichar, a Federal Reserve Board economist who believes that numbers other than income tell the story. "Since 1950, the labor in man-hours on the farm has declined by 75%, so more of the return is to capital rather than labor," he argues. "Also, real wealth represented by farm assets had by early 1981 risen to over four times that of 1940."

Gilbert Fite, who lived through the Depression on a South Dakota farm, recalls



Source: Federal Reserve Board

that his family of seven lived on less than \$3 a week, resorting to such expedients as putting cardboard in shoes to cover the holes. Mr. Fite, now a University of Georgia historian, believes that "while farmers today are in a tough situation, this hasn't greatly affected their living standards. The fact they've got assets to sell, such as equipment or land, says something."

Here in Wing, farmers wear their usual scruffy work clothes, but no one appears too poor to dress warmly or eat well. Although farmers aren't buying many luxuries nowadays, color television sets and microwave ovens are common in rural homes, and farmers here think nothing of driving their pickups 50 miles to Bismarck for grocery shopping.

Yet the similarities between today's farm economy and that of the early 1920s can't be dismissed. Farmers overexpanded during World War I, because wartime food demand was strong and the government trumpeted export needs as endless, says Wayne Rasmussen, the chief historian for the Department of Agriculture. By 1919, farm prices were double those of 1915, and land prices were soaring.

It's a familiar story for victims of today's farm economics. Their expectations were similar in the 1970s, when big new grain buyers like Russia and China swelled export demand, prompting farmers to bid land prices to higher and higher levels. When

Please Turn to Page 28, Column 1

Job Seekers Spend Weekend in Line

By ROBIN HERMAN

Clutching extra overcoats around them or slipping into discarded cardboard boxes, nearly 60 people slept on the sidewalk along East 26th Street this weekend to insure a place in line Tuesday morning when the New York City District Council of Carpenters hands out 2,000 applications for apprenticeship jobs. People at the front of the line had been encamped since Friday afternoon.

"I wasn't taking any chances," said Robert Bosalavage, who was No. 38 according to a piece of cardboard he stuck to the imposing wall of the council's Labor Technical College, at 140 East 26th Street. "It's a good union. There's a future to it."

Word of mouth that spread from union members to friends and family had brought most of the men to the line, but the women were primarily from the All-Craft Center, a nonprofit training school in Manhattan for economically disadvantaged women.

'Something More Out There'

"I don't want to be on welfare the rest of my life," said Leonora Rahming, a 21-year-old mother of an infant. She was 11th in line.

"I feel there's something more out there," she said. "Women can do the same jobs men can."

Perfilia Vasquez, 19, was hardly the brawny type at 5 feet 1 inch tall and 110

pounds, but, she said, with no place to live and her sister looking after her 2-year-old daughter, she was hoping a carpentry job would solve her problems.

"I've been out in the cold, so it doesn't really bother me," she said as she stood before a pile of boxes and plywood that she planned to transform into a shelter.

A year and a half ago, when the union took on new apprentices, scuffles broke out in the long, overnight line. This time there were police barricades to keep the line in order, and the people waiting reported that police cars had come by frequently to check the area. People said they had shown up so early because they feared that the high unemployment in New York would produce even bigger lines than in the past.

Fire in a Garbage Can

Teachers from the All-Craft Center took turns at a sort of guardianship position, handing out hot cider, stoking a fire in a garbage can and generally offering encouragement to the young crowd. Knots of strangers had struck up conversations, and there was a lively group around the garbage can, where some old plastic beach chairs had been set up.

Mr. Bosalavage, 29, of Brooklyn, said he had been managing his own super-market until it went bankrupt. A brother-in-law tipped him off to the carpentry jobs, he said.

He brought along a former employee, 18-year-old John Duva, also of Brooklyn. "We're here long enough," Mr. Duva said. "We should get first chance at it."

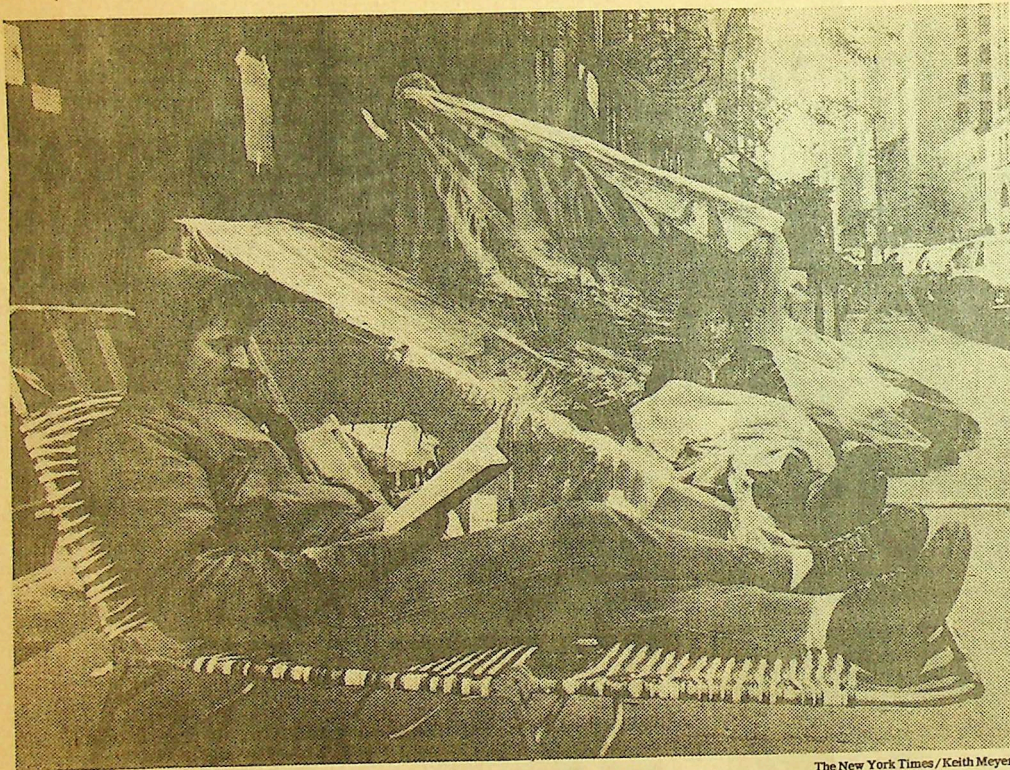
From refuse in the area they had built a solid-looking lean-to with plywood sides and a plastic sheet covering. It contained two sleeping bags. During the day Mr. Bosalavage had made himself comfortable in a plastic-covered lounge chair and passed the time reading "Dark Forces," a book of suspense stories.

Eager to Try Carpentry

Angelo Moreno, 34, of Suffolk County had brought his sister Rose Davis, 29, and their friend Evelyn Brown, 40, both of whom were unemployed and eager to try carpentry.

Mr. Moreno said he had a job filleting fish at a company in Greenport, L.I. He was standing in line here, he said, "mainly for the money." People waiting said the union would pay \$8.79 an hour to apprentices who, after a four-year training period, would earn \$15 an hour. They said the package of general union benefits was also attractive.

The position at the head of the line had been assumed at 3:30 P.M. Friday by Ethel Silver, 48, of Manhattan, who said she had been laid off several years ago from her job as a switchboard operator. "If you really want something bad enough, you'll try it," she said.



The New York Times / Keith Meyers

Robert Bosalavage, foreground, and John Duva waiting outside Labor Technical College at 140 East 26th Street.

More of the Aged Seek Work for Extra Money

Oct. 11, 1982

By IVER PETERSON
Special to The New York Times

CLEVELAND — Lou Pearlman spent 43 years of his life wrestling a beer truck around Cleveland, and when he finally retired, he figured he had earned the right to take it easy. But what he had earned, it turned out, was not enough to cover the gap between what a meager pension and Social Security brought in and what it cost him and his wife to live.

"So, at age 67, I realized I had to go back to work," he said recently. "We've got to have that extra income coming in the way prices are, compared to then."

Around the country other retired men and women are finding that they, too, have to go back to work, usually part time, to make ends meet, or that they must stay on the job past retirement age. Some, of course, stay at their jobs simply to keep busy. But, according to people who handle urgent requests for retirement-age employment, the need for a little extra money comes first.

Public Agency Helps Elderly

"We're getting more and more people coming in whose pension check looked pretty satisfactory when they retired two or three years ago, but it doesn't look so good anymore," said Steven Mann, a placement worker for Skills Available, a tax-financed employment agency for the elderly.

"Sometimes," Mr. Mann said, "they say they get tired of sitting around the house, but I question whether any of

Last of a series of articles appearing periodically on how changing economic conditions are affecting some American families.

them would consider returning to work if it weren't for that financial necessity."

A study by the National Council on Aging also suggests that rising prices are causing a growing number of workers approaching retirement age to put off leaving the work force. Despite an increase in the number of people of retirement age, according to the study, the annual rate of increase in first-time Social Security retirement checks

slowed to 2.7 percent for 1978-80 from 8.4 percent in 1972-74.

"Workers nearing so-called retirement age must be having second thoughts about leaving the labor force entirely," Harold L. Sheppard, the study's author concluded. "Despite automatic cost-of-living increase in Social Security benefits, other sources of retirement income, including private pensions, cannot be relied upon to keep up with actual and expected cost of living for such workers and their families."

Chicago Group Places Thousands

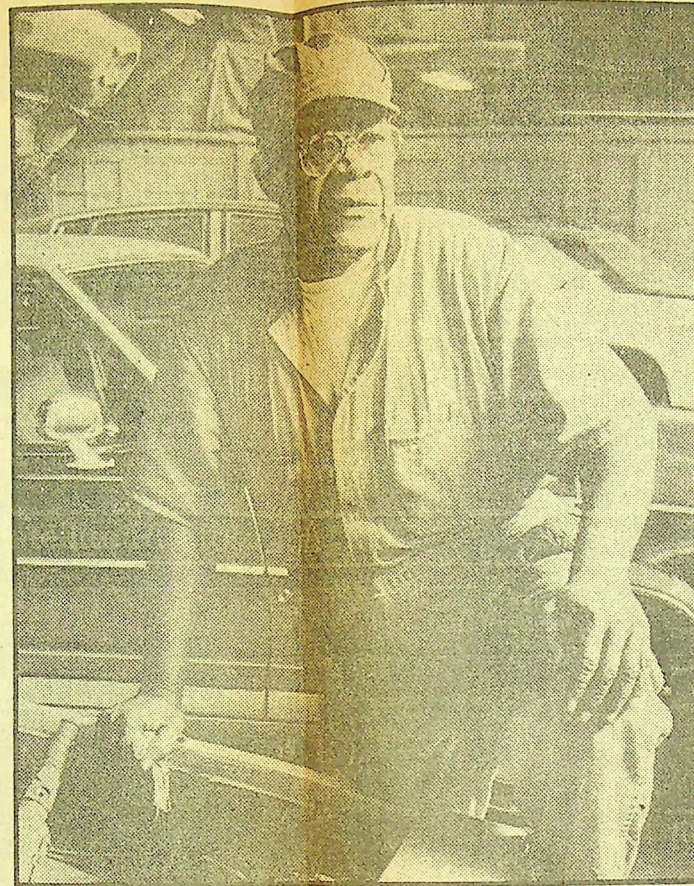
More and more employment centers for retired people have sprung up to meet this need. Chicago's Operation Able perhaps the leading center, has placed thousands of people over 55 in recent years. Now state and county offices are following suit.

The Department of Aging in Hillsborough County, Fla., which includes Tampa, began receiving so many telephone calls from retired people needing to earn a little money that it began a class in job-hunting. Over a year, the class graduated about 120 people, 65 percent of whom have found the kind of part-time work, in stores, as security guards or as typists, that bridges the gap between income and need.

"They just need the money," Phyllis Busansky, the department's director, said. "They don't want to make a million. They basically want to pick up another three or four thousand dollars. The difference of three or four thousand dollars in quality of life today is enormous."

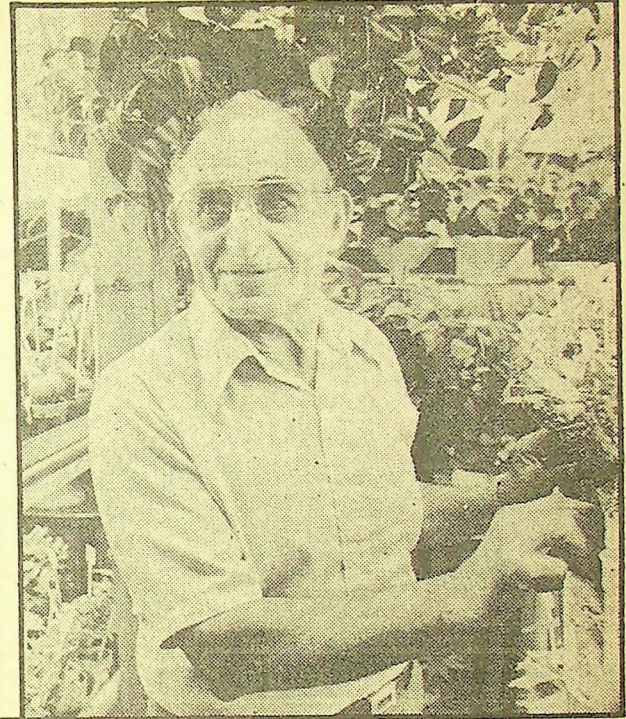
If there is a trend to retirement-age employment, it is still a small one. Indeed, current studies show that the overall participation in the labor force by men and women over 65 is declining, though not as rapidly as before. Moreover, study after study has shown that most people want to retire and stay that way when the chance comes.

A Federal law in 1978 raising the mandatory retirement age to 70 from 65 for most workers was widely expected to lead to an increase in employment by people in that age bracket, but the increase did not come. The scarcity of



Lou Pearlman, below, working at a florist shop in Cleveland. He had retired but took the part-time work because "you've got to have a little extra in your pocket these days." Julio Gomez, at left, who retired nine years ago, returned to work at a Cleveland garage to supplement his income from Social Security.

The New York Times/Barney Tamm



statistical proof that more Americans are working after retirement may be explained by their still scant numbers, according to Malcolm Morrison, director of studies of mandatory retirement at the Department of Labor.

Only four million of the country's 25 million men and women over 65 reported some work experience last year, a relatively small group from which to deduce statistical trends, Dr. Morrison said. Moreover, he pointed out, the recession has prompted more companies to encourage early retirement.

But, he added, retirees who continue to work are probably motivated by economic need. "I would say that the majority of people who work after they re-

tire, whatever their age at that time, do so for economic reasons," he said. "That is supported by studies."

"And there could very well be more of them, because despite the fact that inflation at the moment is very low, many necessities are increasing," he said. "Food costs are still going up, there are lots of sectors that are still going up, and that means they need the money."

Mr. Pearlman's situation here in Cleveland reflects this observation, according to placement officers for the elderly. Marion, his wife, retired after she "lost her job to a computer" at an insurance company, he said. That left the couple with \$267 a month from his

teamsters' pension, \$552 from his Social Security payment and \$333 from hers.

"Taxes are up, gas is up, electricity is up, we need brickwork done on our porch, we needed the extra income," Mr. Pearlman said. "With kids you have to help through college. Now we've got grandchildren and want to help some more. I tell you, you've got to have a little extra in your pocket these days."

Through Skills Available, Mr. Pearlman found a job with Diamond's Flowers driving a delivery van twice a week, earning about \$25 a day.

Mrs. Pearlman is also back at work, part time in another insurance company, to bring in a little more. "If you

don't have any savings in this day and age, you never know what the future will bring," she said.

Julio Gomez, 74, retired from a garage nine years ago, and by last year his savings were exhausted. The \$280 he gets from Social Security, plus income from freelance auto repairs for members of his church, was far from enough to support him and his wife.

"Seemed when you come to the point of retiring, the money decreases, the family expenses increase," he commented. "But if I need work, and if there's work in this world, I can get it."

And he did. Now he earns about \$220 a week working part time at a downtown Cleveland garage and "keeping it down to avoid the taxes," he said.

3.2 Million Students and 2,700 Schools Drop Out of National Lunch Program in Year

Nov. 1
1982

By ROBERT PEAR
Special to The New York Times

WASHINGTON, Oct. 31 — The number of children participating in the national school lunch program declined 3.2 million in the last year, and more than 2,700 schools have dropped out of the program, according to the Department of Agriculture.

One-third of the children who no longer participate are from low-income families, the statistics show.

The figures were made available by the Federal Food and Nutrition Service as a nonprofit law firm, the Food Research and Action Center, issued a report describing the effects of reductions in spending for child nutrition programs.

In 1981, at the request of the Reagan Administration, Congress reduced Federal subsidies for school meals. Schools, in turn, raised their prices, and fewer children bought lunch at school. The number of children in the program dropped 12 percent, to 23.6 million in 1981-82 from 26.8 million in 1980-81.

Center Calls Drop Significant

Lynn Parker, a nutritionist with the

Food Research and Action Center, said Friday that the decline was significant because "low-income children depend on the school lunch program for one-third to one-half of their daily nutritional intake."

In questionnaires distributed by the food research group, 26 states, including Connecticut and New Jersey, reported a drop of more than 10 percent in the average number of school lunches served each day.

Agriculture Department officials said the lunch program cost \$2.5 billion in the last school year, or \$1 billion less than it would have cost under the old law. The savings were achieved through tightening of eligibility criteria, reduction of cash and commodity subsidies and the serving of fewer meals.

School lunch is one of the child nutrition programs that the Federal Government would turn over to the states as part of President Reagan's "new federalism." The House of Representatives, opposing this aspect of the proposal, approved a resolution last month declaring that "the Federal Government should retain primary responsibility for

the child nutrition programs." The Senate has not voted on the resolution, although several influential Republican Senators, including Bob Dole of Kansas, support it.

Program Began in 1946

The lunch program was created in 1946. It was the first of half a dozen Federal programs designed to improve child nutrition.

David A. Stockman, director of the Office of Management and Budget, said in April 1981 that "middle- and upper-income students will stay in the program" even after lunch prices increased.

Agriculture Department officials were more cautious, saying there might be some decline. However, Mr. Stockman and the other officials said that schools would not drop out of the program. But, according to the department, the number of schools serving subsidized meals fell 3 percent, from 93,982 in 1980-81 to 91,233 in the last school year.

Despite the decline in participation, Edwin L. Dale Jr., a spokesman for the

Budget Office, said, "It certainly looks to me as if we still have a very large school lunch program." He noted that President Reagan had proposed no further reductions for the program in the budget he submitted to Congress last February.

Administration officials said they now saw some merit in the contention that schools might drop out of the program if the Government abolished the subsidy for meals served to children from upper- and middle-income families. Many schools said they could not afford to operate the program without such subsidies.

Tuition Limit Was Set

Some private schools were forced out of the program by a new section of the law that said the Federal Government could not subsidize lunches at schools charging tuition of more than \$1,500 a year. The Administration assumed that students at such schools were not needy. Jane E. Mattern, a spokesman for the Food and Nutrition Service, said that at least 500 public schools had also dropped out of the program.

The statistics indicate that there was a decline in the number of students buying lunch at schools that continued to participate.

The Government provides subsidies only for meals that meet nutritional standards set by Federal regulations. Children who do not participate in the program may bring food from home or buy items at school or off campus. Miss Parker said that these children "generally get less nutritious meals — less milk, fruit and vegetables, more snack and 'junk' foods" than those in the school lunch program.

President Reagan retreated from his proposal for further cuts in the program last year after Democrats and others ridiculed the idea of listing ketchup and pickle relish as vegetables. But last month the Food and Nutrition Service, in confidential budget documents, proposed indexing the maximum charge for a reduced-price meal. That would permit the charge to rise with food costs. Congress last year set a limit of 40 cents on the charge to the pupil for such meals.

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REVIEW & OUTLOOK

What to Do About Unemployment

October's unemployment rate, announced last Friday, will add further fuel to efforts to make joblessness one of the top issues in the coming Congress. And well it should. A 10.4% unemployment rate represents a waste of human energy and talent. Idleness is demoralizing. It closes off opportunities for mobility and advancement. And in many communities across the land, it is causing hardship.

But it is one thing to sympathize with the jobless. It is quite another to come up with policies that will actually help. Before there is any rush to "jobs programs," it is important to understand the nature of the problem, what government can do about it and what government definitely should not do.

The first thing to keep in mind is that the problem is world-wide. The unemployment rate is 7% in Germany, 9% in France, 13% in Britain and Canada. Even in Japan, which has best weathered the world recession, unemployment by U.S. definitions would probably be 5% to 6% or higher. None of this is any accident. All major industrial countries, except Francois Mitterrand's France, have put a top priority on slashing inflation to avoid a quantum leap to hyperinflation and all the distress that would ensue. And all major countries have been experiencing a rapid rise in public expenditures, especially transfer payments, that have been undermining prospects for continued growth.

Unemployment is not only the result of world recession. It is also a creature of demography. It is seldom appreciated how remarkably successful the U.S. economy has been in generating jobs. From 1965 to 1980, civilian employment in the U.S. rose from 71 million to over 99 million; by contrast, over the same period, employment rose in Japan from 46 million to 55 million and fell in Germany from 26 million to 25 million. Even in the present recession, there has been no dramatic decline in U.S. jobs: Civilian employment in October stood at 99.1 million, down 600,000 from September but down only 200,000 from two years before.

The reason unemployment is high is that during this same two-year period, the labor force has grown rapidly: from 107.4 million to 110.6 million. Much of this growth is due to the fact that more and more women have to or want to work: The female labor

most likely continue, as it has for over 20 years. But much of the labor force growth is due to the baby boom generation's coming of age; as fewer young people enter the labor force during the '80s, it's likely that unemployment will subside for demographic reasons alone.

In addition, unemployment is a painful but probably necessary part of economic transformation. It is a sad fact of life that many laid-off auto and steel workers will not get their jobs back—even if their industries return to financial health. For even if there were no Japanese competition, the only way for U.S. manufacturers to get customers to buy their products is to bring their spiraling costs in line—and that means, among other things, reducing manning levels.

What's important to remember here is that regional economies have great resiliency. New England, hit hard by the recession of 1974-75, has been spared most of the misery of the present one. Indeed, it is arguable that the severe loss of manufacturing jobs several years ago speeded up the region's transformation to the highly entrepreneurial high-tech and service-based economy that gives it so much strength today. Similar transformations are likely to occur in the Midwest.

In the meantime, it will be tempting to come up with CETA-style job programs. But jobs can't just be created out of thin air; the expenditures that finance them will crowd out other jobs in the private sector, by driving up taxes or interest rates, or both. In addition, make-work jobs can be as demoralizing as unemployment. If politicians feel it's necessary to come up with jobs programs, they ought to at least focus on public works projects—bridges, sewers, roads, etc.—where there's something to show afterward for the expenditures.

The single best thing politicians can do about unemployment is to make sure there is no Depression-style trade war. Protectionist measures such as the local content bill for autos are being paraded around Congress as "jobs legislation." But as the sad experience of the 1930s makes clear, a Balkanization of world production and trade flows would make today's unemployment rates, unfortunate as they are, look puny. Any politician who fans the fires of protectionism is no friend of working people, ei-

By WILLIAM S. OGDEN

The most discussed financial issue of the day is the so-called LDC (less developed countries) debt crisis. It is wholly appropriate that this problem receive such attention. Yet it is wholly inappropriate that we should be so ill served by much of the discussion thus far.

In the main the discussion in the financial and popular press has often missed the point. The key problem is not the viability of the international banking system. That system is fundamentally robust. The key problem is the potential threat to the economic and political stability of much of the Third World—and the intensification and prolongation of the current global recession.

On the eve of the first oil price shock in 1973, the total foreign debt—public and private, long-term and short-term—of non-OPEC developing countries was slightly less than \$100 billion. By the end of 1981, this total had grown to roughly \$470 billion, and \$60 billion or so will be added this year.

A very large proportion of this increase in debt is accounted for by commercial bank lending and, somewhat unnoticed, the number of banks involved in this lending has grown appreciably. At the end of 1973, the international banking system held 36% of the foreign debt of the non-oil LDCs. By the end of 1981, this proportion had grown to 53%—or \$250 billion.

These are extremely large numbers, but they must be put into perspective. The buildup of developing country debt over the past eight years has been accompanied by a similarly rapid buildup of productive capacity.

Natural Response to Changes

It is thus not true that the debt buildup was used to sustain consumption levels. Nor is it true that it resulted from aggressive loan marketing by banks awash in OPEC deposits. The rapid growth of bank lending to the developing economies in the post-1973 period was the natural response of an increasingly integrated global capital market to the changes in the global distribution of savings and investment opportunities created—to no small degree—by the oil price shock. Without this lending, the global distribution of capital would have been less efficient, and the growth pace of the world economy would have fallen significantly.

The problem arises out of the difference between debt-service capability in the

short run and the actual ability to produce for export lenders anticipated in the industrial that matter, politicalized nations.

The fall of the global recession exports from the matically and h debt-service capacity for the non-oil a whole—the ratization on medium total exports of climbed from ro

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The international created a self-funding the short-term possessing a large service that de neered an abrupt reduction in the credits that guaranteed normal debt service

A loss of market ality. For many Latin America, market for foreign disappeared—in participation in tion and private by the investment service uncertainty available credit and the resolution many instances ings that will prove their wo

A Banker's V

A Spectacula

By EDMUND FULLER

There is a trove of good books for animal lovers this season. My favorite is "Lords of the Arctic: A Journey Among the Polar Bears" by Richard C. Davids, photography by Dan Guravich (Macmillan, 140 pages, \$29.95), unquestionably the best popular book ever done about these magnificent beasts. As a polar bear buff I am

him, he is for be gentle and year bond be rare right of friendly to ma ate orphaned the bears you of this book.

Largest, m

Mexican Women Cross Border So Babies Can Be U.S. Citizens

By WAYNE KING
Special to The New York Times

BROWNSVILLE, Tex., Nov. 17 — Ilda Leal, a small, shy, 27-year-old woman, is fairly typical of the Mexican women, now numbering in the thousands, who are coming across the border every year to have their babies in the United States.

They come, many of them, so the baby will be born an American citizen, with all the advantages that that brings. But the practice also raises thorny problems, ranging from a court case over deportation of parents through fears of unregulated care for the mothers to charges that some of the babies are being sold in a black market.

Mrs. Leal is hesitant at first, but she grows talkative as she looks on her fine boy, Abiel Leal Jr., dozing and gurgling on the bottom bunk of a double-decker bed in the cramped but spotless five-room house of Margarita Garcia. Mrs. Garcia, a stocky, strong woman of 47 whose broad face is usually split by an equally broad smile, is a lay midwife, or a "partera," as she is called in Spanish, the only tongue that she and most of her clients speak.

After Mrs. Leal became pregnant, she began seeing a doctor in Mexico, she said through an interpreter, "but then got the idea to have the baby in the United States, because they have better rights, protect the children more."

Her husband, she said, had reservations at first about having the baby at

all, but she insisted, convincing him that if they ever wanted to "fix the papers," to get a visa and perhaps eventually apply for United States citizenship themselves, "it would be better if we have an American baby."

Many women make similar journeys to Mrs. Garcia and about 35 other parteras in Cameron County, just across the narrow Rio Grande River from Matamoros on the Mexican side. The midwives attract pregnant women because, among other reasons, they charge less than hospitals and offer natural childbirth. Last year, the midwives delivered 2,303 babies, almost a third of the 7,082 born in Cameron County. Half or more of those delivered by the parteras, according to county health

Continued on Page 56, Column 3

INSIDE

3 Die in Midair Jersey Crash

Three persons were killed when two small planes collided in clear skies over Livingston, N.J. No one on the ground was injured. Page 40.

Walesa Sees Polish Primate

Lech Walesa, leader of the outlawed Solidarity labor union, conferred with Archbishop Jozef Glemp, Poland's Roman Catholic Primate. Page 3.

Matamoros and caught a dusty local bus to the bridge leading to Brownsville and the United States. There she got out and walked across, showing the border guards her 72-hour visitor's pass.

At the end of the bridge, she walked the five blocks to the home of Mrs. Garcia, who had been recommended to her as "the best."

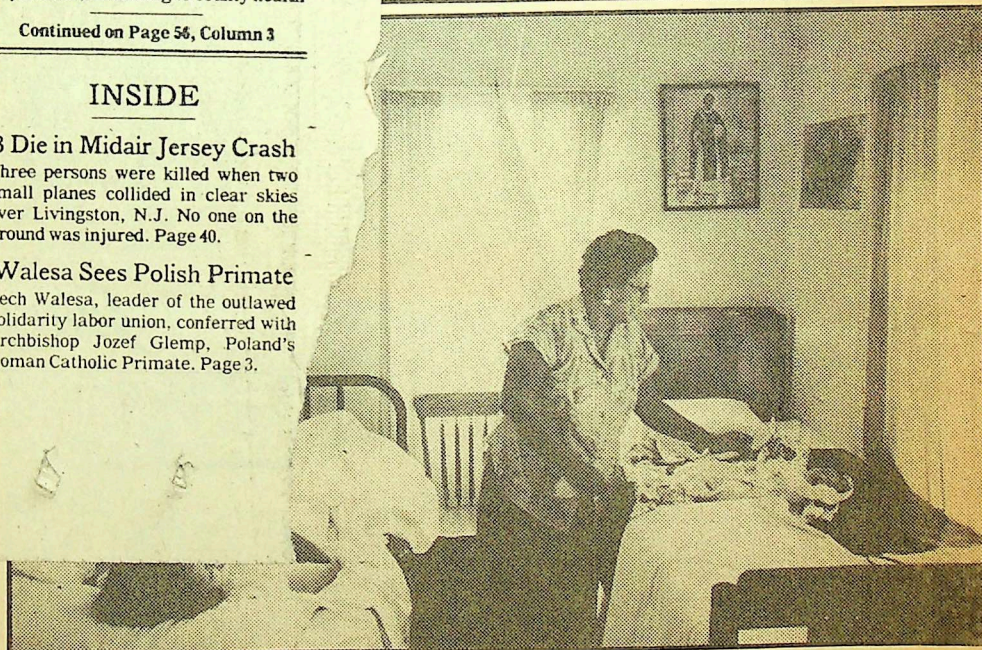
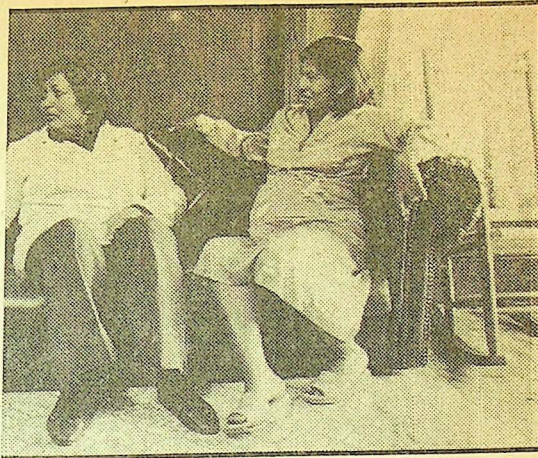
Mrs. Garcia's little house, crammed with knick-knacks, ceramic dolls and pictures of Jesus, is both home and birth clinic, with two tiny rooms with a cot in each for delivering babies.

On the front of the house, which is painted bright yellow and trimmed with blue, is a vivid blue sign decorated with a pair of storks bearing bundles and the words "Se Atendien Partos," meaning "Births attended here."

'I'm Not the Only One'

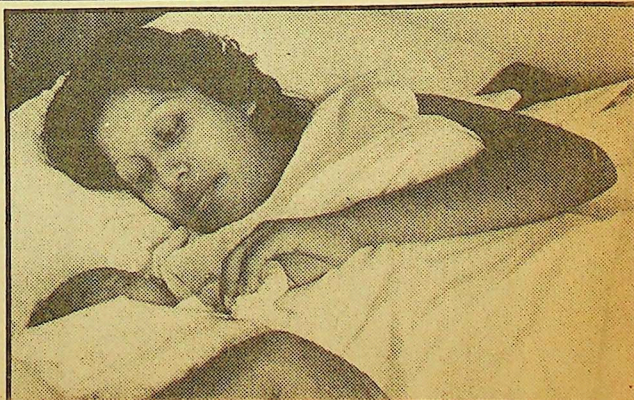
By the time Mrs. Leal reached the house at 7 A.M., the contractions had quickened, and four hours later, with Mrs. Garcia's help, she gave birth to Abiel.

Border to Have Babies



The New York Times / Ziggy Kaluzny

In Brownsville, Tex., Mexican as well as American women seek the services of midwives, known in Spanish as parteras. Margarita Garcia, a midwife, center at top, talks with two patients, Minerva Torres, left, and Rosario Hernandez, at her combination home and clinic. Another midwife, Josefina Salinas, at right above, tends to a newborn



8 December 1982
Wall Street Journal

40 CENTS

Conflict at Home Wives of Jobless Men Support Some Families —But at Heavy Cost

Husbands Feel Anger, Guilt; Women Chafe at Low Pay And Fear for Marriages

'In Prison' in His Kitchen

By CAROL HYMOWITZ
Staff Reporter of THE WALL STREET JOURNAL

My husband's been unemployed for 16 months, and now everything depends on me. At work, I'm trying to get ahead. Then, I come home and have to cheer him up. I feel sorry for him, but I feel sorry for me, too.

—Nancy Smith, office worker

She's moving ahead, and I've fallen down. I'm proud of her, but I want what she has.

—Craig Smith, unemployed steelworker

The Smiths have always thought of themselves as a traditional couple. Married for 17 years, they have two children and a suburban home that they both have worked hard to pay for. But she had always assumed that she could quit her job whenever she chose and be supported by him.

Suddenly, that has changed. He is among some 7,000 steelworkers laid off from U.S. Steel Corp.'s Gary, Ind., works. Now, he is dependent on her earnings.

For the first time since the Depression, the unemployment rate for men has topped that for women. In November, the rate among adult men climbed to 10.1%, compared with 9.1% among adult women.

Differing Vulnerability

Men accustomed to working in manufacturing jobs have been especially hard-hit. Thousands of high-paying, traditionally male jobs have been wiped out in autos, steel and other metalworking industries; in some cases, unemployment rates are as high as 40%.

The wives of many of these unemployed men also have worked all along, typically in clerical or service jobs. These jobs have the advantage of not being nearly so vulnerable in economic downturns. In fact, even wives who haven't been employed previously but now must work can still find employment in the so-called female sector of the job market with relative ease. Such jobs, however, pay

Unemployed Men Support to Both Spouses Is Heavy

ation, the inequality and women, and become the pum-husbands' frustra-

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self many times in recent months. "All of a sudden, it will hit me that my family's security depends on me," she says. Worried that her husband and children could lose their home if something happened to her, she bought a life-insurance policy.

Although her husband was laid off from his steelworker job, Mrs. Smith has retained her office job, which pays about \$11 an hour, at U.S. Steel's Gary works. She has "super seniority," she says, because she also is the president of United Steelworkers Local 2695.

Exciting Responsibilities

As the local's president, Mrs. Smith is responsible for some 700 other Steelworkers members and active in the union's district and international affairs. "I never thought I would ever find such exciting work," she says.

But her union "career," as she calls it, has been rough on her marriage. She feels guilty that she has "such a fulfilling job when Craig is so down," and she worries that she isn't devoting enough time to her family. "I come home from work and the phone starts ringing with union business, and by 8 p.m. I'm drained and mentally gone," she says. "But that's when Craig needs me."

He admits that he is envious. "She's in the 'spotlight' now and I'm in the background," he says.

They have had some "big blowouts," she says, and he has walked out a few times. But they also both recognize how each is contributing. "If Nancy wasn't working, we'd be out in the cold," he says. She adds, "If he wasn't here to take care of the children and keep up the house, I could never do what I'm doing in the union."

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And the criticize that school, and stay home an. Craig Smith, "He doesn't available is Smith and \$p- the child ca- working, es ver- out weigh th free paid job. paid 151

Most of aing and isolated sons their wives h, to all day, and so stu- prison," Mr. \$p in He is sitting Tax he spends sever coffee and smose- morning, and alal- aged 10 and 11, ing Phil Donahue tel: 10 breakfast dishes and counting the hours I home. This routine ll several months ages logical counseling, but "If I was a wom next door and talk to being a man, I stay says.

Women's Problems

Women who have face entirely differe comes the hurdle of fir- sudden, you're out th- without seniority, with- Rita McGonnigal, a 52- from Quincy, Mass., wh- find a job after her hus- welder last August. Afte- she found a \$3.35-an-hour- count department store. nic employment as a housew- and if employers can get- than me, they'll take says.

Once women begin wor- times feel torn in two di- about whether their husba- their old jobs back, they i- work overtime or try to adv- vancing, they fear that the- their spouses' morale.

"They're trying to pay th- ries that are so much less ti- husbands earned, and also h- ol- riages together," says Ellen R- ologist at Nichols College in Dugas,

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UTILITY SHUT-OFFS REPORTED ON RISE

Dec 12/82

Price Increases, Aid Cuts and
Joblessness Called Causes

By IVER PETERSON

Special to The New York Times

TAYLOR, Mich., Dec. 10 — Sharply rising prices for gas and electricity, cuts in welfare benefits and rising long-term unemployment are making more people than ever fall behind on their utility bills, leading to record numbers of utility shutoffs.

There will be 300,000 involuntary gas disconnections this heating season as against 260,000 last year, according to a survey of state public utility commissions and utilities by the Citizen/Labor Energy Coalition, a nonprofit consumer group.

"There's just a lot more people going into this winter without any fuel than we've ever had in the past," said Charles Hill, managing attorney for the National Consumer Law Center in Washington. "There's going to be a lot more people doubling up; there's going to be more people using their oven, and if this is a cold winter there's going to be a great number of people in a great deal of trouble."

Larry and Patricia Mae Harwood of Taylor, Mich., are already in trouble. The Detroit Edison man came last week and disconnected their electric hookup

Continued on Page 37, Column 1

Heating Costs Up Sharply

In the New York metropolitan area, where the proportion of people living in apartments is much higher than in the Middle West, the problems of heatless winters are most often a result of landlord neglect because of the cost of heating oil, which has risen nearly a nickel a gallon over the last few months alone.

As for urban homeowners, the city of Trenton, N.J., recently provided a typical report on their plight to the United States Conference of Mayors.

The report found a rising number of people in Trenton who could not afford weekly heating costs of \$100 to \$225 in the city's aging, uninsulated housing stock, yet earned too much to qualify for Federal home heating programs.

"Therefore, many families, particularly those facing unemployment, cannot afford heating," the Trenton report said. "There have been recent incidents of fires in homes where the families, living without heat or electric service, used candles or kerosene heaters."

Restraining Utility Shut-offs

States here in the industrial Middle West are responding to the developing emergency of cold and dark homes by placing restraints on utility shut-offs. Ohio's Public Utilities Commission early this month ordered a moratorium on utility shut-offs until April 1, and declared that any of the 25,000 homes currently without gas or electricity could be reconnected if the residents paid \$200 toward their overdue bills.

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Dec-12-82

Execution by Injection: A Dilemma for Prison Doctors

By TAMAR LEWIN

Although it was never determined which of the two men fired the shot that killed a Fort Worth car mechanic six years ago, Charles Brooks Jr. was executed last week for the crime, while his codefendant may be paroled in a few years.

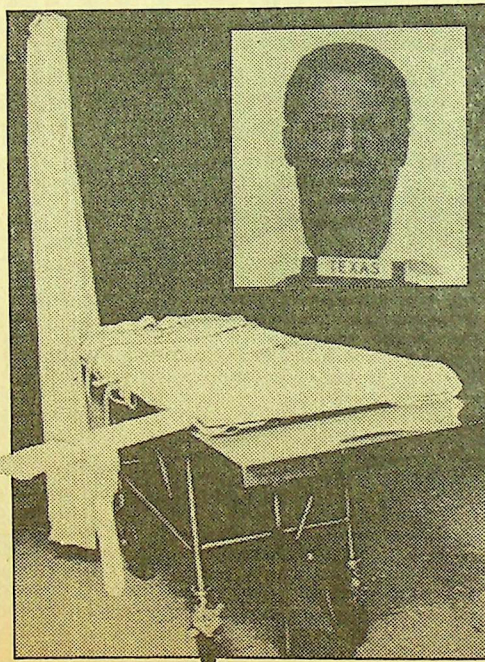
Mr. Brooks was the first person to die under Texas's death-by-injection law, which provides for execution by a lethal dose of anesthetics. Woody Loudres, his accomplice in the 1976 murder of David Gregory, is in prison on a 40-year sentence.

"That's how the whole capital punishment system works," said Jack Greenberg, director of the Legal Defense and Education Fund Inc., an opponent of the death penalty. "It's always arbitrary. And this one is especially arbitrary. I think the basic question here is: What about the codefendant?"

On Monday, Mr. Brooks's last-minute appeals were rejected by the United States Court of Appeals for the Fifth Circuit, the Texas State Board of Pardons and Paroles, Gov. William Clements and, finally, the Supreme Court. The High Court's refusal to hear oral arguments struck many defense lawyers as an ominous sign that, in the future, death row inmates may be killed without the careful, often lengthy, court reviews that have kept executions to a minimum in recent years.

The execution has revived the passionate debate about the death penalty in general — with a new focus on death by injection, which is now prescribed or permitted in Washington, Oklahoma, Idaho and New Mexico, as well as Texas (where there are 171 prisoners on death row, one of whom is scheduled to die this Friday).

Over the last few years, death by injection has been touted as the most efficient and most humane way of execution. But the method raises certain ethical and legal



United Press International
Hospital cot used to strap down Charles Brooks Jr. (Inset) at the state prison in Huntsville, Tex.

questions of its own. "Two years ago, the Government took legal action against a manufacturer who sold euthanasia drugs for animals, and they stopped sales because the drugs hadn't been tested," said Steve Kristovich, a Washington, D.C., lawyer who sued to stop death by injection on the ground that the drugs had not been tested for such use. "It seems to me that if the Food and Drug Administration requires that drugs used on dogs and horses be shown to be quick and painless, they ought to do at least as much for drugs used on people."

Mr. Kristovich's suit was dismissed by Federal district court and is now on appeal.

Death by injection also poses special questions for the health professions. The American Medical Association in 1980 adopted a policy that "a physician, as a member of a profession dedicated to preserving life when there is hope of doing so, should not be a participant in a legally authorized execution." The Texas Medical Association policy states that a doctor's only role in death by injection should be to certify the death.

Accordingly, Dr. Ralph Gray, the medical director of the Texas Department of Correction, neither inserted the catheter in Mr. Brooks's arm nor administered the drugs. He did examine the prisoner to make sure his veins were large enough to accept the needle, though, and both the drugs used and the medical technicians who performed the procedure came from Dr. Gray's office.

"Physical insertion of a catheter is not that complicated a procedure," said Michael Young of the Texas Medical Association's office of medical ethics. "Technicians do it all the time in a non-lethal setting. As to the nuances of getting the drug and supervising the people who do the injection, I'm not at all sure those things were considered when our policy was passed."

Others interested in medical ethics, however, say the policies apply to indirect participation in executions.

"I think the A.M.A. understood what was being

driven at, and I think the state association did, too," said Dr. William Curran, a professor of legal medicine at Harvard medical school. "It was never just the physical act of inserting the needle or the substance that they were thinking of. I would hope for and expect a thorough investigation" by the state and national medical associations "to find out exactly what role the doctor played."

Mr. Young said the state association was not currently planning an investigation. Dr. Sam Sherman, speaking for the A.M.A., said Dr. Gray's actions did not violate the association's policy. Dr. Gray himself said in an interview before the execution that he did not have any ethical problems with his role, and that death by injection was "a better choice" than electrocution.

Many doctors, however, are troubled by the idea that physicians should take any part in executions.

According to Dr. Ward Casscells, who with Dr. Curran co-authored a New England Journal of Medicine article condemning physician involvement, death by injection is not always a simple matter.

"It's not like a tetanus shot at the doctor's office," he said. "You're inserting a plastic catheter of fairly large dimension inside a vein. If it doesn't go into the vein, it can be excruciating. And in about one in four cases, where there is no decent vein in the hands or arms, it can take hours and be a real bloodbath."

"For a doctor to be involved — even by supervising a technician, checking the veins or getting the drugs — is a perversion of our role as healer, comforter and caretaker," he said. "It's ethically dangerous for the state to order doctors to do something that's not medically necessary, whether it's executions or forced sterilizations of retarded women."

He and Dr. Curran contend nurses, technicians and others in the health field should be subject to the same ethical strictures. "I don't think anyone in the health professions should engage in killing," Dr. Curran said.

U.S. DEPARTMENT OF LABOR
WAGE AND LABOR STANDARDS ADMINISTRATION
WOMEN'S BUREAU
Washington, D.C. 20210



FACT SHEET ON THE EARNINGS GAP

A comparison of the median wage or salary incomes of women and men who work full time year round reveals not only that those of women are considerably less than those of men but also that the gap has widened in recent years. In 1955, for example, women's median wage or salary income of \$2,719 was 64 percent of the \$4,252 received by men. In 1968 women's median earnings of \$4,457 were only 58 percent of the \$7,664 received by men.

Wage or Salary Income of Full-Time Year-Round Workers,^{1/}
by Sex, 1955-68

Year	Median wage or salary income		Women's median wage or salary income as percent of men's
	Women	Men	
1955-----	\$2,719	\$4,252	63.9
1956-----	2,827	4,466	63.3
1957-----	3,008	4,713	63.8
1958-----	3,102	4,927	63.0
1959-----	3,193	5,209	61.3
1960-----	3,293	5,417	60.8
1961-----	3,351	5,644	59.4
1962-----	3,446	5,794	59.5
1963-----	3,561	5,978	59.6
1964-----	3,690	6,195	59.6
1965-----	3,823	6,375	60.0
1966-----	3,973	6,848	58.0
1967 2/-----	4,150	7,182	57.8
1968 2/-----	4,457	7,664	58.2

^{1/} Worked 35 hours or more a week for 50 to 52 weeks.

^{2/} Data for 1967 and 1968 are not strictly comparable with prior years, since earnings of self-employed are included.

Source: U.S. Department of Commerce, Bureau of the Census: Current Populations Reports, P-60.

This gap in earnings varies by major occupation group. It is largest for sales workers (women earn only 40 percent of what men earn) and smallest for professional and technical workers (women earn 66 percent of what men earn).

Median Wage or Salary Income of Full-Time Year-Round Workers,
by Sex and Selected Major Occupation Group, 1968

Major occupation group	Median wage or salary income		Women's median wage or salary income as percent of men's
	Women	Men	
Professional and technical workers-----	\$6,691	\$10,151	65.9
Nonfarm managers, officials, and proprietors-----	5,635	10,340	54.5
Clerical workers-----	4,789	7,351	65.1
Sales workers-----	3,461	8,549	40.5
Operatives-----	3,991	6,733	59.2
Service workers (except private household)-----	3,332	6,058	55.0

Source: U.S. Department of Commerce, Bureau of the Census:
Current Population Reports, P-60, No. 66.

Another measure of the gap in the earnings of women and men full-time year-round workers is a distribution of these workers by earnings intervals. For example, 20 percent of the women but only 8 percent of the men earned less than \$3,000. Moreover, 60 percent of the women but only 20 percent of the men earned less than \$5,000. At the upper end of the scale, only 3 percent of the women but 28 percent of the men had earnings of \$10,000 or more.

Earnings of Full-Time Year-Round Workers,
by Sex, 1968

Earnings	Women	Men
Total-----	100.0	100.0
Less than \$3,000-----	20.0	7.5
\$3,000 to \$4,999-----	40.0	12.6
\$5,000 to \$6,999-----	26.0	21.3
\$7,000 to \$9,999-----	10.9	30.9
\$10,000 to \$14,999-----	2.5	19.5
\$15,000 and over-----	.4	8.2

Source: U.S. Department of Commerce, Bureau of the Census:
Current Population Reports, P-60, No. 66.

The previous figures do not necessarily indicate that women are receiving unequal pay for equal work. For the most part, they reflect the fact that women are more likely than men to be employed in low-skilled, low-paying jobs. For example:

In institutions of higher education, women are much less likely than men to be associate or full professors.

In the technical field, women are usually in the lowest category of draftsman or engineering technician.

Among managers and proprietors, women frequently operate a small retail establishment, while the men may manage a manufacturing plant or a wholesale outlet.

In the clerical field, women are usually the class B and men the higher paid class A accounting clerks. Among tabulating machine operators, also, women are concentrated at the lower level.

In cotton textile manufacturing, women are usually the battery hands, spinners, and yarn winders (the lowest paying jobs), while men are loom fixers, maintenance machinists, and card grinders.

Nevertheless, within some of these detailed occupations, men usually are better paid. For example, in institutions of higher education in 1965-66, women full professors had a median salary of only \$11,649 as compared with \$12,768 for men. Comparable differences were found at the other three levels as shown in the following table.

Median Annual Salaries of Teaching Staff in Colleges
and Universities, by Sex, 1965-66

Teaching staff	Number		Median annual salary	
	Women	Men	Women	Men
Total-----	26,734	118,641	\$ 7,732	\$ 9,275
Professors-----	3,149	32,873	11,649	12,768
Associate professors-----	5,148	28,892	9,322	10,064
Assistant professors-----	8,983	37,232	7,870	8,446
Instructors-----	9,454	19,644	6,454	6,864

Source: National Education Association: "Salaries in Higher Education, 1965-66," Research Report 1966-R 2, February 1966. (Copyright 1966, National Education Association. Reprinted by permission.)

Median salaries of women scientists in 1968 were from \$1,700 to \$4,500 a year less than those of all scientists in their respective fields. The greatest gap was in the field of chemistry, where the median annual salary of women was \$9,000 as compared with \$13,500 for all chemists. Additional details are given in the following table.

Median Annual Salaries of Full-Time Employed Civilian Scientists,
by Field, 1968

Field	Median annual salary	
	Total	Women
All fields-----	\$13,200	\$10,000
Chemistry-----	13,500	9,000
Earth and marine sciences-----	12,900	9,500
Atmospheric and space sciences-----	12,400	11,300
Physics-----	14,000	10,200
Mathematics-----	12,000	9,400
Computer sciences-----	11,100	11,800
Agricultural sciences-----	11,000	(1/)
Biological sciences-----	13,000	9,900
Psychology-----	11,200	11,500
Statistics-----	14,900	12,000
Economics-----	15,000	12,000
Sociology-----	12,000	10,000
Anthropology-----	12,700	11,000
Political science-----	12,000	9,700
Linguistics-----	11,500	9,600

1/ Median not computed for groups with fewer than 25 registrants reporting salary.

Source: National Science Foundation: "National Register of Scientific and Technical Personnel." 1968.

The jobs and salaries expected to be offered by 206 companies to June 1970 college graduates were reported in a survey conducted in November 1969. There was a substantial spread in the offers to be made to men and women with the same college majors as indicated in the following table.

Expected Salaries for June 1970 College Graduates,
by Sex and Selected Field

Field	Average monthly salary	
	Women	Men
Accounting-----	\$746	\$832
Chemistry-----	765	806
Economics, finance-----	700	718
Engineering-----	844	872
Liberal arts-----	631	688
Mathematics, statistics-----	746	773

Source: Endicott, Frank S., Dr.: "Trends in Employment of College and University Graduates in Business and Industry." Northwestern University. 1970.

Surveys of average earnings for major office occupations made by the Bureau of Labor Statistics showed that in the period from July 1968 to June 1969 men's average weekly earnings were substantially higher than those of women among class A and class B accounting clerks and payroll clerks. For example, the weekly salary differential between the earnings of women and men class A accounting clerks ranged from \$2.00 to \$45.50 in the 88 important centers of business and industry surveyed regularly.

**UNEMPLOYMENT RATE: HIGHER
FOR WOMEN THAN MEN—
AND THE GULF IS WIDENING**

	Rate of unemployment, average for year	
	Women	Men
1960	5.9%	5.4%
1961	7.2%	6.4%
1962	6.2%	5.2%
1963	6.5%	5.2%
1964	6.2%	4.6%
1965	5.5%	4.0%
1966	4.9%	3.2%
1967	5.2%	3.1%
1968	4.8%	2.9%
1969	4.7%	2.8%

Source: U.S. Dept. of Labor

**MOST WOMEN WORKERS ARE
IN LOWER-PAYING JOBS**

People Employed as:	% of All Women Workers	% of All Male Workers
Proprietors, managers	4%	14%
Professional, technical	15%	14%
Craftsmen	1%	20%
Factory workers	15%	20%
Clerks, sales workers	42%	13%
Service workers	16%	7%
Household workers	6%	Less Than 1%

Source: U.S. Dept. of Labor

U. S. NEWS & WORLD REPORT,
April 13, 1970

**WOMEN EARN LESS THAN MEN
IN ALL KINDS OF JOBS**

Median annual earnings, full-time workers		
Occupation	Women	Men
Scientists	\$10,000	\$13,200
Professional, technical	\$ 6,691	\$10,151
Proprietors, managers	\$ 5,635	\$10,340
Clerical workers	\$ 4,789	\$ 7,351
Sales workers	\$ 3,461	\$ 8,549
Craftsmen	\$ 4,625	\$ 7,978
Factory workers	\$ 3,991	\$ 6,738
Service workers	\$ 3,332	\$ 6,058

Source: U.S. Dept. of Labor, National Science Foundation. Data for 1968.