

for doing a better job of equipping available workers for existing jobs and tailoring existing jobs to the capacities of available workers. If ghetto people continue to be kept out of the mainstream by a wall of institutional and cultural obstacles, they will be increasingly frustrated.

At the moment, I am not much encouraged. Yet I think there are, here and there, isolated experiments which offer hope of success. We are not utterly without resources; the question is whether we can take advantage of them.

Representative GRIFFITHS. Thank you very much, Mr. Fitch.
Mr. Lesser?

**STATEMENT OF LEONARD LESSER, GENERAL COUNSEL,
INDUSTRIAL UNION DEPARTMENT, AFL-CIO**

Mr. LESSER. Thank you, Madam Chairman.

I have submitted a paper. Rather than read it, I will discuss it briefly.

Representative GRIFFITHS. We will put the paper in the record.

Mr. LESSER. I think in order to consider the subject of today's discussion, which is labeled income maintenance, it is necessary that we first have an understanding of what we are talking about when we talk about income maintenance programs. Are we talking about a single system which will solve all our problems, either a radical reform of our welfare system, or a new concept such as a guaranteed income, a negative income tax, or some other single-shot solution to meet all of the problems of maintaining an adequate income for all Americans? Are we talking about a panacea-like solution that will either replace existing governmental measures which are aimed at maintaining income such as minimum wage, social security programs, or existing welfare programs, or if not replacing them, at least eliminating the need for further improvements because this new system is going to be so much better in its operation? As I point out in my statement, it seems to me that the concept of any single device which is comprehensive enough to meet all of the problems of income maintenance is quite deceptive. I do not believe there is any such single device which really will be acceptable, either to the Congress or really, to the American people. I think this is borne out, if we examine those persons who are receiving, or who should be receiving or who are likely to receive, some forms of income maintenance payments. Such an examination reveals a wide spectrum of needs resulting from a variety of situations. As I point out, first there are those who want to work, but for whom there are no jobs. There are those who can and do work but whose income from work is inadequate. Low wages account for their substandard conditions. Others in the labor force have had their income interrupted because of the hazards of unemployment, illness, or injury.

Secondly, we have a whole major group of persons who have worked, who have been in the labor force, who are now out of the labor market because they have retired because of age, or who have not yet reached retirement age but have become disabled. Disability has removed them from the labor market.

Finally, there is a group who are not physically able to work or mentally not able to work and for that reason have not been in the labor market or have not been real participants for any period of time. There are others who may be physically able to work but who should not work because of family responsibilities, such as mothers