

## TEMPORARY UNEMPLOYMENT COMPENSATION

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MARCH 23, 1959.—Ordered to be printed

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Mr. BYRD of Virginia, from the Committee on Finance, submitted the following

### R E P O R T

together with

### SUPPLEMENTAL VIEWS

[To accompany H. R. 5640]

The Committee on Finance, to whom was referred the bill (H. R. 5640) to extend the time during which certain individuals may continue to receive temporary unemployment compensation, having considered the same, unanimously approve and report favorably thereon with an amendment and recommend that the bill as amended do pass.

#### PURPOSE

H. R. 5640 would extend the time from April 1, 1959, to July 1, 1959, during which unemployed persons who have established a claim to temporary unemployment compensation before April 1, 1959, may receive such payments.

#### GENERAL STATEMENT

The Temporary Unemployment Compensation Act of 1958 provides a continuation of unemployment benefit payments to individuals who have exhausted their benefit entitlement under the State unemployment insurance programs or under the Federal unemployment insurance programs for ex-servicemen, veterans, and Federal workers. Present law provides that no payments may be made under this temporary program for any week of unemployment beginning after April 1, 1959. Thus, under present law, many individuals currently entitled to benefits would have their benefits cut off after April 1. The bill is designed to permit individuals who have already established a claim to temporary unemployment compensation to have an

additional period of 3 months in which to obtain these benefits if they are unemployed. The bill is designed to provide a gradual closing out of the existing temporary program rather than a sudden discontinuance of it.

The House bill provided in effect, a continuation of the temporary unemployment compensation benefits for those who have established their first claim to such benefits prior to April 1, 1959. The Committee on Finance adopted a technical amendment (hereinafter explained) which permits the first claim of an individual to be filed in certain cases as late as April 6, 1959, provided that the individual had exhausted his rights to regular unemployment compensation prior to April 1, 1959. These individuals will be permitted to continue to receive benefits under the same terms that were imposed during the existing temporary program, except that no benefits will be payable for any week of unemployment beginning after June 30, 1959. For example, the limitation provided in the Temporary Unemployment Compensation Act that benefits may not exceed 50 percent of the individual's entitlement under the State program will still be in effect. The present bill will not provide any additional benefits to individuals who have already used up the total benefit to which they were entitled under the Temporary Unemployment Compensation Act, nor will it provide new entitlement to TUC benefits for any persons who exhaust their regular unemployment compensation benefits after March 30, 1959.

The Temporary Unemployment Compensation Act provided benefits under agreements with the States. Seventeen States entered into agreements to provide benefit payments for individuals covered by their own unemployment insurance programs, as well as by the Federal programs for Federal employees, ex-servicemen, and veterans. Another 14 States adopted the program simply for the unemployment compensation programs for Federal employees, ex-servicemen, and veterans. Five other States elected to pay temporary benefits under the framework of their own laws without Federal participation. Generally speaking, the States which have adopted a program for extended unemployment benefits include the principal industrial States and the States with relatively high unemployment. The financing of extended unemployment benefits for individuals covered by the State programs is on the basis of a Federal loan, and the basic Temporary Unemployment Compensation Act provides for repayment of these loans by the States.

The Department of Labor estimates that this extension of the benefits under the Temporary Unemployment Compensation Act will provide some payments to approximately 405,000 individuals and will involve additional costs of approximately \$78 million. At the time that the 1958 program was adopted, an appropriation of \$665,700,000 was made to cover benefit payments, grants for administration, and salaries and expenses in the Bureau of Employment Security in the Department of Labor. It is estimated that as of March 30, 1959, the total expenses under the program will be about \$447 million, leaving an unexpended balance of the appropriation of about \$218 million. There will be no need for additional appropriations to continue this program, and it will be seen that a considerable portion of the appropriations made for the fiscal year 1959 will not be expended. The bill provides that no benefits may be paid for a week of unemployment

beginning after July 1, 1959. However, in the mechanics of the program certain amounts will actually be paid out after July 1 in connection with disputed claims and the like.

It is believed that nearly all of the States that presently have agreements with the Federal Government for the payment of temporary unemployment compensation will desire to extend the duration of their agreements to take advantage of the additional benefit period.

#### EXPLANATION OF COMMITTEE AMENDMENT

The technical amendment was adopted by the committee to assure that individuals who exhaust their regular benefits prior to April 1, 1959, but who have regular report days after April 1, 1959, under procedures followed by the State agency, would not be precluded from receiving the benefits of this act. For example, individuals who file their first claims in States in which unemployment compensation is paid on a flexible-week basis would have through March 31, 1959, to file their first claims; individuals who file in States in which unemployment compensation is paid on a calendar-week basis would have through April 4, 1959, to file their first claims; and individuals who file their first claims in States in which unemployment compensation is paid on a statutory or payroll-week basis would have through April 6, 1959, to file their first claims.

The following letter received from Hon. Wilbur D. Mills, chairman of the House Ways and Means Committee, indicates House concurrence in this committee amendment.

COMMITTEE ON WAYS AND MEANS,  
HOUSE OF REPRESENTATIVES,  
Washington, D.C., March 23, 1959.

Hon. HARRY FLOOD BYRD,  
*Chairman, Committee on Finance, U.S. Senate.*

DEAR MR. CHAIRMAN: It has been called to my attention that the Department of Labor has suggested that H.R. 5640, to extend temporary unemployment compensation benefits in certain cases, needs a technical amendment to deal with a problem presented to the Senate Committee on Finance relating to the cutoff date of April 1, 1959, for filing claims.

I wish to state that if your committee sees fit to amend the House bill to take care of this technical problem, I would recommend to the House that it accept this amendment without a conference.

Sincerely yours,

WILBUR D. MILLS, *Chairman.*

The Department of Labor approval of this bill is expressed in the following statement:

STATEMENT OF NEWELL BROWN, ASSISTANT SECRETARY OF  
LABOR, BEFORE THE SENATE COMMITTEE ON FINANCE ON  
EXTENSION OF THE TEMPORARY UNEMPLOYMENT COMPEN-  
SATION ACT OF 1958, MARCH 20, 1959

I appreciate this opportunity to discuss with the committee the views of the Department of Labor with respect to legislative proposals for the extension of temporary Federal unemployment compensation. As this committee knows,

on June 4, 1958, the President approved the Temporary Unemployment Compensation Act of 1958 enacted by the Congress to provide benefits for persons who had exhausted their regular benefits under the various State and Federal unemployment compensation laws. As enacted, no benefits would be paid under this act for any week of unemployment beginning after March 31, 1959.

Seventeen States elected to participate fully in this temporary unemployment compensation program and 19 others elected to participate with respect to exhaustees only under Federal unemployment compensation laws. Through January 1959, \$359 million was paid out for temporary unemployment compensation and it is estimated that \$75 million more will be paid out in February and March. By March 31, 1959, approximately 1½ million persons will have received temporary unemployment compensation under this act. We firmly believe that the Temporary Unemployment Compensation Act of 1958 was necessary. But it was intended to be—and I believe should be—temporary.

This was emphasized by the Department in its proposal to the Congress for the enactment of temporary unemployment compensation legislation. For example, the explanation submitted by the Department to accompany its proposal contains the following statement:

"This is a program *for a limited period* to assist the States in meeting an urgent and immediate need and not a proposal for supplementation of regular benefits on a prolonged basis." [Emphasis supplied.]

Again and again the Secretary of Labor, in his testimony before the House Committee on Ways and Means, stressed the fact that this legislation was designed to, and should, be temporary in nature.

Throughout the consideration of the Temporary Unemployment Compensation Act by the Congress it was also emphasized that the proposed act was designed as a temporary measure to serve as a stopgap in order to afford the States a reasonable opportunity to take appropriate legislative action to meet the problem in their respective States, and that regular sessions of most of the State legislatures would not be held until 1959.

In 1959, 46 State legislatures and the Congress (which acts for the District of Columbia) have convened or will convene. There is significant activity by the States to provide additional benefits, either through the enactment of extended unemployment compensation to be paid in emergencies or through the increased duration of benefits under the regular State systems. As of March 13 unemployment compensation legislation providing additional benefits had passed 1 or more houses of 11 State legislatures and 2 of these bills have been enacted into law. In seven additional States such unemployment compensation bills have been introduced with the support of the Governors. Eleven of these States are considering extensions to 30 or more weeks and one has enacted a permanent program providing for the payment of

additional unemployment compensation during high levels of unemployment. Thirty-seven State legislatures are still in session and two will convene later.

While exhaustions under State law are less than they were last year, they remain at a relatively high level. We do not believe, however, that the answer is a succession of temporary extensions superimposed by Federal legislation on the unemployment compensation systems of the States.

We believe that the program already started should be permitted to taper off. For this reason, we favor the enactment of H.R. 5640 which has already passed the House. This bill as passed by the House would permit individuals who had filed first claims under the act before April 1, 1959, to receive temporary unemployment compensation until they have exhausted their rights or have become reemployed. In no event, however, would benefits be paid for a week of unemployment beginning after June 30, 1959.

If the committee desires to assure that persons whose unemployment began in the week prior to April 1, 1959, but who, under the State law, would report and file a claim after April 1, 1959, should be entitled to receive the benefits of the temporary unemployment compensation program, a technical amendment would be necessary.

STATISTICAL DATA

The following tables set forth statistics and information relating to the existing temporary unemployment compensation program.

TABLE I.—*List of fully<sup>1</sup> participating States in TUC*

Alabama	Indiana	New Jersey
Alaska	Maryland	New York
Arkansas	Massachusetts	Pennsylvania
California	Michigan	Rhode Island
Delaware	Minnesota	West Virginia
District of Columbia	Nevada	

<sup>1</sup> Includes participation with respect to individuals who have exhausted their benefit rights under State unemployment insurance laws and the unemployment compensation programs for Federal workers, ex-servicemen, and for veterans.

NOTE.—Prepared by the Bureau of Employment Security, U.S. Department of Labor.

TABLE II.—Combined table showing States participating, either fully or partially, in the temporary unemployment compensation program

State	UI-TUC <sup>1</sup>		UCX-UCFE-TUC		UCV-TUC	
	Exhaustion date	Date benefits payable	Exhaustion date	Date benefits payable	Exhaustion date	Date benefits payable
Alabama <sup>2</sup>	June 30, 1957	July 19, 1958	June 30, 1957	July 6, 1958	June 30, 1957	July 13, 1958
Alaska <sup>2</sup>	do	Oct. 5, 1958	do	Aug. 3, 1958	do	Aug. 3, 1958
Arizona	do	do	do	July 1, 1958	do	July 1, 1958
Arkansas <sup>2</sup>	June 30, 1957	July 6, 1958	do	July 6, 1958	do	July 6, 1958
California <sup>2</sup>	do	do	do	do	do	Do.
Colorado	(?)	(?)	(?)	(?)	do	July 13, 1958
Connecticut	(?)	(?)	(?)	(?)	do	July 6, 1958
Delaware <sup>2</sup>	June 30, 1957	July 1, 1958	June 30, 1957	July 1, 1958	do	July 1, 1958
District of Columbia <sup>2</sup>	do	June 19, 1958	do	June 19, 1958	do	June 19, 1958
Florida	do	do	do	July 15, 1958	do	July 15, 1958
Hawaii	do	do	do	Aug. 3, 1958	do	Aug. 3, 1958
Idaho	do	do	July 7, 1957	July 6, 1958	July 7, 1957	July 6, 1958
Illinois	(?)	(?)	(?)	(?)	Nov. 30, 1957	July 1, 1958
Indiana <sup>2</sup>	June 30, 1957	June 23, 1958	June 30, 1957	June 23, 1958	June 30, 1957	June 23, 1958
Kentucky	do	do	Mar. 31, 1958	Sept. 14, 1958	do	Sept. 14, 1958
Maryland <sup>2</sup>	June 30, 1957	June 19, 1958	June 30, 1957	June 19, 1958	June 30, 1957	June 19, 1958
Massachusetts <sup>2</sup>	do	July 6, 1958	do	July 6, 1958	do	July 6, 1958
Michigan <sup>2</sup>	do	June 22, 1958	do	June 22, 1958	do	June 22, 1958
Minnesota <sup>2</sup>	do	July 1, 1958	do	July 1, 1958	do	July 1, 1958
Nebraska	do	do	do	Aug. 17, 1958	do	Aug. 17, 1958
Nevada <sup>2</sup>	Dec. 28, 1957	July 13, 1958	Dec. 28, 1957	July 13, 1958	Dec. 28, 1957	July 13, 1958
New Jersey <sup>2</sup>	Oct. 1, 1957	June 29, 1958	Oct. 1, 1957	June 29, 1958	Oct. 1, 1957	June 29, 1958
New Mexico	do	do	June 30, 1957	July 6, 1958	June 30, 1957	July 6, 1958
New York <sup>2</sup>	June 30, 1957	June 23, 1958	do	June 23, 1958	do	June 23, 1958
North Dakota	do	do	do	Oct. 26, 1958	do	Oct. 26, 1958
Ohio	(?)	(?)	(?)	(?)	do	July 13, 1958
Oregon	do	do	June 30, 1957	July 13, 1958	do	Do.
Pennsylvania <sup>2</sup>	June 30, 1957	June 19, 1958	do	June 19, 1958	do	June 19, 1958
Puerto Rico	do	do	do	do	do	Do.
Rhode Island <sup>2</sup>	June 30, 1957	June 22, 1958	do	June 22, 1958	do	June 22, 1958
South Carolina	do	do	do	Aug. 4, 1958	do	Aug. 4, 1958
Texas	do	do	do	Aug. 20, 1958	do	Aug. 20, 1958
Virgin Islands	do	do	do	June 19, 1958	do	June 19, 1958
Washington	do	do	July 6, 1957	July 13, 1958	July 6, 1957	July 13, 1958
West Virginia <sup>2</sup>	June 30, 1957	June 27, 1958	June 30, 1957	June 27, 1958	June 30, 1957	June 27, 1958
Wisconsin	(?)	(?)	(?)	(?)	do	June 21, 1958

<sup>1</sup> Unemployment insurance.<sup>2</sup> Temporary unemployment compensation.<sup>3</sup> Unemployment compensation for ex-servicemen.<sup>4</sup> Unemployment compensation for Federal employees.<sup>5</sup> Unemployment compensation for veterans.<sup>6</sup> Fully participating States.<sup>7</sup> See table III, "Extended benefits under State law."

NOTE.—Prepared by the Bureau of Employment Security, U.S. Department of Labor.

TABLE III.—States which have extended benefits under their own State laws

The following States have extended benefits under their own law. Such extension applies equally to UCFE (but not to UCV). Interstate UI and UCFE claims should be taken in usual manner against such States. Form ES-960 not required except for participation in TUC program as shown in columns above.

	Unemployment insurance		Unemployment compensation for Federal employees	
	Exhaustion date	Date benefits payable	Exhaustion date	Date benefits payable
Colorado <sup>1</sup> .....	June 30, 1957	July 13, 1958	June 30, 1957	July 13, 1958
Connecticut.....	(?)	Apr. 16, 1958	(?)	Apr. 16, 1958
Illinois.....	Nov. 30, 1957	July 1, 1958	Nov. 30, 1957	July 1, 1958
Ohio.....	June 30, 1957	July 13, 1958	June 30, 1957	July 13, 1958
Wisconsin.....	.....do.....	June 21, 1958	.....do.....	June 21, 1958

<sup>1</sup> Colorado law extends benefits by 25 percent rather than 50 percent of regular benefits.

<sup>2</sup> See "Interstate Claims Taking Handbook, Connecticut"—revision of Apr. 16, 1953, for explanation of Connecticut extended benefits

NOTE.—Prepared by the Bureau of Employment Security, U.S. Department of Labor.

TABLE IV.—Covered workers in fully participating States and in the States having their own extended programs

The following table indicates that 52.5 percent of the covered workers under the UI program in the United States are in the 17 States that have accepted the TUC program and that an additional 17.5 percent are in the 5 States that have extended their own laws to provide for temporary benefits (TED).

	Average number covered workers	Percent of total		Average number covered workers	Percent of total
Alabama.....	584, 566	1.4	Rhode Island.....	254, 411	0.6
Alaska.....	46, 946	.1	West Virginia.....	389, 088	.9
Arkansas.....	265, 163	.6			
California.....	3, 840, 121	9.1	Total (TUC).....	22, 220, 287	52.5
Delaware.....	129, 522	.3			
District of Columbia.....	450, 448	1.1	Colorado.....	341, 213	.8
Indiana.....	1, 135, 850	2.7	Connecticut.....	785, 320	1.9
Maryland.....	753, 807	1.8	Illinois.....	2, 791, 570	6.6
Massachusetts.....	1, 568, 489	3.7	Ohio.....	2, 634, 962	6.2
Michigan.....	1, 953, 722	4.6	Wisconsin.....	865, 616	2.0
Minnesota.....	691, 498	1.6			
Nevada.....	73, 380	.2	Total (TED).....	7, 418, 681	17.5
New Jersey.....	1, 583, 644	3.7			
New York.....	5, 231, 560	12.4	Total (TUC and TED).....	29, 638, 968	70.0
Pennsylvania.....	3, 268, 082	7.7	U.S. total.....	42, 286, 386	100.0

NOTE.—Prepared by the Bureau of Employment Security, U.S. Department of Labor.

## TEMPORARY UNEMPLOYMENT COMPENSATION

TABLE 5.—*Status of temporary compensation benefit funds*

Congressional appropriation for benefits.....		\$640, 000, 000
June payments.....	\$57, 935	
July payments.....	41, 362, 585	
August payments.....	65, 194, 528	
September payments.....	71, 124, 540	
October payments.....	54, 627, 087	
November payments.....	39, 829, 607	
December payments.....	45, 497, 034	
January payments.....	41, 173, 587	
Total.....	358, 866, 903	
February payments <sup>1</sup> .....	38, 000, 000	
March payments <sup>1</sup> .....	37, 000, 000	
Total.....		433, 866, 903
Balance available from congressional appropriation.....		206, 133, 097

<sup>1</sup> Estimate: based on trends of initial and continued claims filed through Feb. 21, 1959.

NOTE.—Prepared by the Bureau of Employment Security, U.S. Department of Labor.



TABLE 6.—Benefit payments, by States, under the temporary unemployment compensation program

State	June and July	August	September	October	November	December	January 1959	Total
Alabama.....	\$659,373	\$1,792,679	\$1,790,329	\$1,142,895	\$794,850	\$944,680	\$851,497	\$7,976,303
Alaska.....				31,473	100,423	203,092	211,494	546,482
Arkansas.....	135,995	501,442	503,663	331,583	224,089	313,347	268,408	2,278,532
California.....	2,591,918	6,239,369	7,498,523	5,366,677	5,668,681	5,373,894	5,731,913	38,470,975
Delaware.....	101,410	223,570	202,099	136,046	149,818	170,572	155,781	1,139,298
District of Columbia.....	183,568	292,478	299,193	265,141	202,543	214,334	199,631	1,646,888
Indiana.....	3,841,733	4,826,731	3,534,919	2,171,715	1,491,164	1,517,203	1,461,246	18,844,711
Maryland.....	1,211,487	1,564,239	1,683,612	1,280,704	1,053,886	1,261,341	1,278,937	9,334,206
Massachusetts.....	2,053,919	4,151,334	3,854,091	3,210,698	2,015,037	2,208,641	2,045,228	19,574,948
Michigan.....	9,554,499	15,161,406	16,890,593	9,554,776	7,146,391	5,719,178	4,837,063	68,863,906
Minnesota.....	622,517	1,113,597	1,192,975	966,405	750,066	1,019,622	954,546	6,619,738
Nevada.....	28,687	132,810	133,582	115,484	88,208	109,223	104,100	713,094
New Jersey.....	4,498,045	6,529,879	6,963,349	5,410,394	3,525,796	4,381,500	3,691,710	35,000,673
New York.....	8,267,190	11,571,506	14,229,750	11,161,897	8,159,515	9,495,529	9,607,004	72,492,391
Pennsylvania.....	4,579,433	7,472,100	9,773,862	9,919,065	7,785,055	9,220,104	7,757,746	56,462,365
Rhode Island.....	905,897	894,344	747,785	543,393	417,649	486,825	486,825	4,572,718
West Virginia.....	462,789	1,228,373	1,444,415	1,246,417	991,844	1,180,014	1,048,740	7,612,592
Total.....	39,788,460	63,695,857	53,869,630	52,905,768	40,565,015	43,829,099	40,681,869	362,199,818
14 States paying on UCV <sup>1</sup> and UCFE <sup>2</sup> exhaustions only.....	335,839	659,428	925,243	879,353	587,520	663,165	707,338	4,762,886
5 States paying on UCV <sup>1</sup> exhaustions only.....								1,904,199
Grand total.....								358,866,903

<sup>1</sup> Unemployment compensation for veterans.

<sup>2</sup> Unemployment compensation for Federal employees.

NOTE.—Prepared by the Bureau of Employment Security, U.S. Department of Labor.

## CHANGES IN EXISTING LAW

In compliance with subsection 4 of rule XXIX of the Standing Rules of the Senate, changes in existing law made by the bill are shown as follows (existing law proposed to be omitted is enclosed in black brackets; new matter is printed in italics; existing law in which no change is proposed is shown in roman):

**SECTION 101(a)(1) OF THE TEMPORARY UNEMPLOYMENT  
COMPENSATION ACT OF 1958 (42 U.S.C. 1400)****TITLE I—INDIVIDUALS WHO HAVE EXHAUSTED  
THEIR RIGHTS****PAYMENT OF COMPENSATION****ELIGIBILITY**

SEC. 101. (a) (1) Payment of temporary unemployment compensation under this Act shall be made, for any week of unemployment which begins on or after the fifteenth day after the date of the enactment of this Act and before **[April]** *July 1, 1959*, to individuals who have after June 30, 1957 (or after such later date as may be specified pursuant to section 102(b)), exhausted (within the meaning prescribed by the Secretary by regulations) all rights under the unemployment compensation laws referred to in paragraph (3) and who have no rights to unemployment compensation with respect to such week under any such law or under any other Federal or State unemployment compensation law. *Payment of temporary unemployment compensation under this Act to any individual shall be made only if such individual had exhausted all rights under the unemployment compensation laws referred to in paragraph (3) before April 1, 1959 and his first claim under this Act was filed before April 1, 1959 in States in which unemployment compensation is paid on the basis of flexible-weeks, before April 5, 1959 in States in which unemployment compensation is paid on the basis of calendar-weeks, and before April 7, 1959 in States in which unemployment compensation is paid on the basis of statutory or payroll weeks.*

## SUPPLEMENTAL VIEWS ON H.R. 5640

The undersigned have voted with the majority of the committee to report H.R. 5640 in order to have before the Senate at the earliest possible time a proposal for some emergency or temporary extension of unemployment compensation.

In our opinion, however, H.R. 5640 falls far short of what is needed today. For the reasons we shall outline, therefore, we hope the Senate will approve the strengthening amendments which the undersigned presented in committee, but which were rejected by the majority.

The simple fact that there are today more than 4.7 million persons unemployed is ample proof that a measure offering scanty assistance to less than 10 percent of that total is wholly inadequate to meet the emergency.

This bill, H.R. 5640, would simply provide a continuation of the temporary unemployment compensation benefits for those who have established their first claim to such benefits prior to April 1, 1959. The new cutoff date would become July 1, 1959.

The bill would, at the very maximum, provide temporary benefits to approximately 405,000 unemployed. However, since this figure includes those who had established eligibility under the 1958 Temporary Unemployment Compensation Act and who have since returned to work, it is unlikely that enactment of H.R. 5640 would benefit more than 300,000 persons, and perhaps only as many as 265,000.

Some of these may be made eligible to draw as little as 1 additional week. Labor Department estimates set the probable average extension of benefits at only about 6 weeks.

There is no provision in H.R. 5640 to assist the 900,000 persons who have already exhausted their rights under existing temporary unemployment compensation programs, or the 1 million persons who were not engaged in covered employment. Nor does it provide any aid for the estimated 1.6 million persons who will exhaust their benefits under State programs during the balance of this year.

Assistance to the unemployed is a problem that must be viewed as a whole and not in such an arbitrary, fractional part as in H.R. 5640.

Results of unemployment—dissipation of savings, forced reliance on community welfare, injury to the overall economy due to decreased purchasing power—are not selective in that they affect only certain groups of jobless workers.

The worker who has exhausted his entitlements under the regular State plan and under TUC, and who is still unemployed through no fault of his own, has as many desperate problems, if not more, than the current TUC recipient whose benefits would be cut off on April 1 if no further action were taken.

Further, there is the too often overlooked fate of the jobless worker whose employment was not covered by regular State unemployment insurance. The hunger of this man and his family is just as great

as that of the man in covered employment; yet, his only recourse is to community welfare.

We think it is vitally necessary to assist the 265,000 to 405,000 persons who could draw meager benefits under the provisions of H.R. 5640. But we also believe that the fate of the several million other workers cannot be ignored.

It is for this reason that we support an emergency program such as is provided in S. 1323 and proposed it as a substitute for H.R. 5640.

This bill would provide up to 16 weeks of additional benefits for all persons who had exhausted their regular or emergency benefits as well as those unemployed who were not in covered employment. In this last category, however, it is important to note that S. 1323 would require such persons to have a substantial work record to be eligible for benefits, and to be ready and willing to work if suitable employment is offered. Benefit amounts would be based on those under existing programs. The extended benefits would be paid only under agreements with the States. The program would run to July 1, 1960.

If the recovery of the national economy does not materialize, and approximately the same number of persons remain unemployed during the year, it is estimated that the program envisioned by S. 1323 would cost \$875 million.

However, an estimated \$206 million remains under the TUC Act, thus reducing the total of new money needed under S. 1323 to about \$670 million.

An emergency program such as this is by no means a "dole." For the administration to characterize it as such is to display a callousness that is shocking in a Nation that has a high regard for human life and dignity as does ours.

The "dole" will come only after the Federal Government washes its hands of its responsibility by its failure to enact a truly meaningful emergency unemployment compensation program.

The "dole" will come as already overburdened communities are forced to spread their funds still more thinly to meet the bare living requirements of the unemployed.

This is not a problem that affects only a few isolated areas of our country. More than half of the 149 major labor market areas in the United States today have unemployment of more than 6 percent. Unemployment of the same magnitude also exists in 183 smaller labor markets.

Unemployment today truly is a national problem, begging for national solution.

One part of that solution is the enactment of a temporary program similar to that proposed in S. 1323. This would serve better to meet the current emergency and to provide a form of insurance for the next year as we wait for the long-expected pickup in the national economy.

A second part of that solution, just as vital as and closely related to the first, is the adoption of a program of minimum national standards for unemployment insurance. Only in this way can we effectively prevent the recurrence of the emergency needs encountered in 1958-59.

The preferable solution, of course, would be the adoption of programs of action to promote a full employment national economy. Undoubtedly, the unemployed would prefer jobs to unemployment compensation. So would we, but social justice requires emergency action now.

We urge, therefore, that the Senate consider and approve the objectives of S. 1323, through an amendment in the nature of a substitute. This would provide an emergency program of relief for those most severely affected by the present recession. The Congress, if the proposal in S. 1323 is enacted, will then be able to consider a more permanent improvement of our unemployment compensation laws and the other necessary long-range solutions for the economic problems which confront the Nation, in the assurance that those who now face economic disaster are, in some substantial measure, better provided for.

PAUL H. DOUGLAS.  
ALBERT GORE.  
EUGENE J. McCARTHY.  
VANCE HARTKE.

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