

01 1/31 AMENDMENTS TO THE OLDER AMERICANS
967 ACT OF 1965

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FIRST SESSION

ON

H.R. 4261

A BILL TO AMEND THE OLDER AMERICANS ACT OF 1965
SO AS TO EXTEND ITS PROVISIONS

HEARINGS HELD IN WASHINGTON, D.C., MAY 10, 11, 16, AND
JUNE 1, 1967

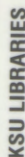
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CARL D. PERKINS, *Chairman*



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AMENDMENTS TO THE OLDER AMERICANS ACT OF 1965

WEDNESDAY, MAY 10, 1967

HOUSE OF REPRESENTATIVES,
SELECT SUBCOMMITTEE ON EDUCATION OF THE
COMMITTEE ON EDUCATION AND LABOR,
Washington, D.C.

The subcommittee met at 10:10 a.m., pursuant to call, in room 2261, Rayburn House Office Building, Hon. Dominick V. Daniels (chairman of the subcommittee) presiding.

Present: Representatives Daniels, Green, Reid, Scherle, and Steiger.
Also present: Daniel Krivit, counsel.

MR. DANIELS. The Select Subcommittee on Education will now come to order.

We are here this morning to consider H.R. 4261 and amendments to the Older Americans Act.

On the occasion of the signing of the Older Americans Act of July 14, 1965, President Johnson said that this act "clearly affirms our Nation's high sense of responsibility toward the well-being of older citizens * * *. Under this program, every State and every community can move toward a coordinated program of both services and opportunities for older citizens."

The act, Public Law 89-73, established the Administration on Aging within the Department of Health, Education, and Welfare. The Administration became operational on October 1, 1965.

The Administration serves as the central focus within the Federal Government in all areas of concern to older people, including adequate income, housing, health, job opportunities, and the need for opportunities to contribute meaningfully to the life of the community. The Administration is also the traffic center of ideas for improving the lives of older Americans and the central clearinghouse for information pertaining to the aged and aging.

Among the Administration's most important responsibilities is the stimulation of the effective use of existing resources and programs in the Nation for developing services and opportunities for older people.

Between now and the end of this 20th century, an estimated 65 million people will reach 65 years of age, and some 20 million persons will move from early old age to advanced old age.

Under the Older Americans Act, the Administration on Aging administers three grant programs to aid States, communities, and non-profit and public organizations to develop new approaches in meeting the needs of aging and older people, to develop new knowledge

about the older population and their living conditions, and to train personnel who can provide the special services needed by the elderly.

The Older Americans Act has been in operation for the past 19 months. Many plans have been developed by State, local, and private organizations. Much has been done and much remains to be done in this area of aiding our older citizens.

H.R. 4261 was introduced in this session of Congress by the Honorable Carl Perkins, chairman of the full Committee on Education and Labor, and 19 similar bills were subsequently introduced in the House.

Without objection, the bill, H.R. 4261, will be inserted in the record at this point.

(The bill follows:)

[H.R. 4261, 90th Cong., first sess.]

A BILL To amend the Older Americans Act of 1965 so as to extend its provisions

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "Older Americans Act Amendments of 1967".

COMMUNITY PLANNING, SERVICES, AND TRAINING

SEC. 2. (a) (1) The first sentence of section 301 of the Older Americans Act of 1965 (42 U.S.C. 3021) is amended by striking out "four" and inserting in lieu thereof "six".

(2) The second sentence of such section is amended (1) by striking out "and" before "\$8,000,000" and (2) by striking "and for the fiscal year ending June 30, 1968, and each of the two succeeding years, such sums may be appropriated as the Congress may hereafter authorize by law," and inserting in lieu thereof "\$10,550,000 for the fiscal year ending June 30, 1968, and such sums as may be necessary for the next four fiscal years."

(b) Section 302(c) is amended by striking out "June 30, 1972" and inserting in lieu thereof "June 30, 1974".

RESEARCH AND DEVELOPMENT PROJECTS AND TRAINING PROJECTS

SEC. 3. Section 603 of the Older Americans Act of 1965 (42 U.S.C. 3053) is amended (1) by striking out "and" before "\$3,000,000" and (2) by striking out "and for the fiscal year ending June 30, 1968, and each of the two succeeding fiscal years, such sums may be appropriated as the Congress may hereafter authorize by law" and inserting in lieu thereof "\$6,400,000 for the fiscal year ending June 30, 1968, and such sums as may be necessary for the next four fiscal years".

TECHNICAL AMENDMENTS

SEC. 4. (a) (1) Paragraph (2) of section 102 of the Older Americans Act of 1965 (42 U.S.C. 3002) is amended by inserting " , unless the context otherwise requires," after "means".

(2) Paragraph (4) of such section 102 is amended by striking out "The term 'nonprofit institution or organization' means an institution or organization which is owned and operated by" and inserting in lieu thereof "The term 'nonprofit' as applied to any agency, institution, or organization means an agency, institution, or organization which is, or is owned and operated by."

(b) Clause (b) of section 401 of such Act (42 U.S.C. 3031) is amended by striking out "activity".

(c) Section 601 of such Act (42 U.S.C. 3051) is amended (1) by inserting "regular full-time" before "employ" in subsection (a) (1); (2) by striking out "who appointed them" in subsection (c); and (3) by striking out "\$75" in such subsection and inserting in lieu thereof "\$100".

(d) Section 602 of such Act (42 U.S.C. 3052) is amended by striking out "Secretary of Health, Education, and Welfare" in subsections (a) and (b) and inserting in lieu thereof "Secretary"; by striking out "Secretary concerned" in subsection (b) and inserting in lieu thereof "Secretary", and by striking out "their respective functions" in subsection (b) and inserting in lieu thereof "his functions".

STATEMENT OF HON. JOHN W. GARDNER, SECRETARY, U.S. DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE; ACCOMPANIED BY RALPH K. HUITT, ASSISTANT SECRETARY FOR LEGISLATION; WILLIAM D. BECHILL, COMMISSIONER, ADMINISTRATION ON AGING; AND JOHN GRUPENHOFF, ASSISTANT TO ASSISTANT SECRETARY FOR LEGISLATION

Mr. DANIELS. We are privileged to have as our first witness the Honorable John W. Gardner, Secretary of the Department of Health, Education, and Welfare, and I am happy to recognize him at this time.

Secretary Gardner, I hope that you make your presentation in the manner you deem to be most suitable. I hope the members will permit the Secretary to complete his testimony without interruption for questions. There will be ample time later for any questions the members desire to direct to the Secretary or members of his staff.

Secretary Gardner, will you kindly proceed.

Secretary GARDNER. Thank you, sir. I have with me Assistant Secretary for Legislation Ralph Huitt and his Special Assistant, John Grupenhoff, and the Commissioner of the Administration on Aging, William Bechill.

Mr. Chairman and members of the subcommittee., I appreciate this opportunity to comment on the proposed Older Americans Act Amendments of 1967 which will give new impetus and strength to the work of the Administration on Aging and the programs authorized by Congress in 1965.

The Older Americans Act of 1965 set broad objectives for the improvement of conditions for the Nation's older people. The act particularly emphasizes the importance of joint Federal, State, and community efforts that can provide new and meaningful opportunities and services for older people. It stresses the development of new knowledge and ways to meet the many and varied interests of our increasing older population, as well as the training of needed personnel in the field.

The Administration on Aging is the newest agency of the Department. It has several important responsibilities. These include serving as a national clearinghouse for information in the field of aging, assisting my Office in all matters pertaining to the needs and interests of older people, administering the three grant programs provided under the Older Americans Act, providing technical assistance to States and localities in developing programs for their older citizens, and stimulating more effective use of existing resources and services for older people. It is concerned with the needs of older people in relation to income, health, housing, meaningful use of time, and with promoting the array of services for older people.

In America today, there are some 19 million persons age 65 or over—a number equal to the combined population of 20 States. By 1975, those 65 and over will number about 21.2 million, about 27 percent more than were in this age group at the time of the last census in 1960.

The gift of long life was brought about by the remarkable scientific and technological advances of our time. In 1900, the average life expectancy was 47 years in the United States. Today, our life expectancy is 70 years, the biblical measure of longevity, three score years and ten. Whether or not these added years of life are to be meaningful and productive depends upon whether or not the problems brought about by these same scientific advances can be resolved.

The problems faced by older people today are many and varied: low income; poor housing; inadequate access to medical, health, and other community facilities; and a separation from—even, some would say, rejection by—the rest of our mobile, work-oriented, youth-centered society. We must meet these needs in an interrelated way. Health services must be buttressed by adequate housing, and adequate housing assured through income security. And there must be educational, recreational, and community services that afford substance and meaning to life for the older person, his neighbors, and his community.

In his recent message to the Congress on older Americans, the President said, "One of the tests of a great civilization is the compassion and respect shown to its elders." The responsibility of those who participate in the programs of the Older Americans Act is to create a genuinely humane environment for older people.

The Older Americans Act Amendments of 1967 would greatly assist in this task.

Specifically, the bill would provide for an extension of the grant provisions of the Older Americans Act through fiscal 1972, as recommended by the President.

We are requesting authorizations for 1968 of \$10,550,000 for the grants to the States authorized under title III of the act, and \$6,400,000 for the research, demonstration, and training grant programs authorized under titles IV and V. The bill would also authorize such sums as may be necessary to carry out the provisions of the act for the 4 succeeding fiscal years.

These increased authorizations are necessary to continue the constructive action by all levels of government and voluntary organizations that has taken place during the first 19 months of the program.

PROGRESS UNDER GRANT PROGRAMS OF THE PRESENT ACT

One of the immediate tasks that had to be faced in 1965 by the Administration on Aging was the implementation of the grant programs authorized by the act.

Under title III, appropriations of \$5 million in 1966 and \$6 million in 1967 were made available to the States for carrying out State and community programs. The response by the States has been excellent. Forty-three States, the District of Columbia, and Puerto Rico are actively implementing the program. Some 432 community programs have been started, another 150 are pending, and others are under active development. The kinds of activities supported, for example, include community planning, programs for older people in senior centers, services in senior housing projects, and employment and health referral services. The authorization requested in the proposed amendments

will enable the continuation of these programs and will provide the States with the assistance required to support about 250 to 300 new community projects in 1968.

An example of a title III project is the survey in Lincoln, Nebr., which revealed that of the 14,000 older citizens in the city, approximately 7,000 had no association with any organizational or social activity. Loneliness, isolation, and boredom pervaded the lives of these people. As a result of the survey, the community drew up a set of goals to help them become a part of the community once again. The goals included the development of new, dynamic programs under the city recreation department, the extension of new services to residents of senior citizens' housing, and the establishment of a centrally located multipurpose activity center, in which many activities can be provided and services extended on a regular, daily basis for the older persons in the community.

These grants to the States for community projects support the States in their responsibilities to meet and stimulate community action. Title III is developing a promising new partnership among all levels of government and the voluntary and private organizations active at the community or statewide level.

Title IV of the Older Americans Act authorizes direct financial support through grants and contracts to private and public nonprofit organizations for demonstration and research projects in the field.

There has been great interest in the research and demonstration program on the part of many groups and organizations in the country. Since the start of the program a total of 202 applications have been received, and another 231 inquiries about applications have been received.

These projects represent a broad range of interests and areas of study and demonstration. For example:

In Hershey, Pa., a 2-year grant has assisted in developing and testing an educational television program for older people in a nine-county area of the State. The programs are now reaching a potential audience of 129,000 older persons with information specially tailored to their interests.

In Denver, Colo., a 2-year project of the Denver College of Law involves the study of licensing and insurability of the older driver.

In Portland, Oreg., a 3-year grant to Lewis and Clark College, in cooperation with the Portland School System, is employing 50 older men and women as replacement supervisors for teachers during the lunchroom hours in six public schools.

In Florida, a grant to Senior Centers of Dade County, Inc., is demonstrating how a centrally located senior center can be used to provide low-cost hot lunches and takeout meals to older people in six centers in the city of Miami. Some 500 older persons are being served in this demonstration.

Under title V, grants are provided to persons engaged in or preparing for employment in the field of aging. The objectives of this title are to expand and encourage programs for both long-term and short-term training for persons in the field of aging to meet the manpower shortages in the field.

For example:

A grant to the Jewish Home for the Aged in New York City is providing short-term training to 200 professional, technical, and volunteer personnel in the care of older people living in homes for the aged.

The University of California at Berkeley has received a grant to carry out a statewide program of eight special courses for persons now working in housing projects for the elderly, homes for the aged, senior centers, agencies developing services for older people, and for leaders of senior citizens clubs and centers.

Under both titles IV and V of the act, many additional useful research, demonstration, and training grants could be supported. The \$6,400,000 requested in the amendments now under consideration will provide for the continuation of about 49 projects. This authorization would also fund some 70 to 80 new projects which have been set aside due to lack of sufficient financial resources.

One such recent program under title IV will be a major new demonstration program to test new methods of meeting the nutritional needs of older people. As the President's Message on Older Americans states, it is well known that all too many older persons have serious nutritional problems which can lead to poor health and personal dependency. We propose to investigate special dietary problems of older persons, and determine the most effective means of providing meals, such as utilizing senior centers and government and private cafeterias at off-peak hours to provide low-cost hot meals to older persons.

Conclusion: The past 19 months have been a period of tooling-up and initial implementation of vital new legislation. Many plans have been developed and much action has been generated. Yet a great deal still remains to be done. The proposed amendments to the Older Americans Act will insure that the excellent start that has been undertaken to recognize the needs of the aged continues to be supported with enthusiasm.

By increasing congressional authorizations for grants, many new projects to make our older Americans' lives fuller and more satisfying will come to fruition, and by extending these grant provisions through fiscal year 1972, the State agencies and others interested in initiating programs for older people will be assured of continuing support of their endeavors.

Thank you, Mr. Chairman. We will try to answer questions.

Mr. DANIELS. Thank you, Mr. Secretary, for a very fine statement. Mr. Secretary, what has been the role of the President's Council on Aging since the establishment of the Administration on Aging in your department?

Secretary GARDNER. I would like to ask Mr. Bechill to comment on that.

Mr. BECHILL. Yes. The President's Council on Aging has been one of our means of maintaining formal and informal communication with the departments and agencies that are represented on the Council, Mr. Chairman. The Administration on Aging has provided the staff work of the President's Council on Aging since our establishment.

Mr. DANIELS. Is it still functioning?

Mr. BECHILL. Yes, it is.

Mr. DANIELS. Under the original bill enacted in 1965, it provided for the establishment of a 16-member Advisory Committee on Older Americans—working with you, Mr. Commissioner?

Mr. BECHILL. That is correct.

Mr. DANIELS. Is that commission functioning?

Mr. BECHILL. Yes; the Advisory Committee on Older Americans, as you mentioned, is a statutory committee, and has met several times. Its primary function is advisory to the Secretary. It is now developing a report of its recommendations in several major areas. In addition to that, it has developed interim recommendations and other ideas and these have been transmitted from time to time to the Secretary.

Mr. DANIELS. Has any official report come from that committee since its creation?

Mr. BECHILL. Not at this time. One is in preparation.

Mr. DANIELS. It is in preparation. How soon do you expect it to be filed?

Mr. BECHILL. The Advisory Committee will be meeting later this month. We expect to file the report with the Secretary in June. It is in draft form now.

Mr. DANIELS. You are asking for additional funds under the bills that are pending before this committee. Can you tell the committee how many people are on the rolls of your agency? How many people are employed by the Administration on Older Americans?

Mr. BECHILL. We have an authorized staff of 87.

Mr. DANIELS. How many are professionals?

Mr. BECHILL. Fifty-two.

Mr. DANIELS. Do they all work in Washington, D.C.?

Mr. BECHILL. No; 27 of the 87 are located in the regional offices of the Department. We have in each of the regional offices, a regional representative on aging and an assistant regional representative on aging as well as clerical staff. Their job is to work intensively with the States who are administering the Title III program and to represent the Administration on Aging, in its other programs, in relation with other organizations in the country.

Mr. DANIELS. How many regional offices are there?

Mr. BECHILL. There are nine regional offices in the Department; we have staffs located in each of the nine.

Mr. DANIELS. Approximately three professionals in each office?

Mr. BECHILL. Two professionals and one clerical person.

Mr. DANIELS. How many clerical persons are there in all?

Mr. BECHILL. Well, there are, I believe, 52 professional and 5 clerical. That is approximately the ratio. We will check this.

Mr. DANIELS. Can you furnish the committee with a list of your personnel, including your professional staff?

Mr. BECHILL. Yes, we would be glad to supply it.

Mr. DANIELS. Will you indicate in the report which people are the professionals?

Mr. BECHILL. Yes, Mr. Chairman.

Mr. DANIELS. And I assume, they are all full-time employees?

Mr. BECHILL. Most are. Some are employed on a consultant basis.

Mr. DANIELS. Will you please indicate in your report, also, which employees are full-time and which are part-time employees?

Mr. BECHILL. Yes, we shall be glad to, Mr. Chairman.

(The list referred to follows:)

STAFFING AND JOB DESCRIPTIONS

OFFICE OF THE COMMISSIONER

Commissioner—William D. Bechill: Administers programs designed to provide services and opportunities for older persons. These consist of formula grants to States for community planning, services, and training; and direct project grants for research, demonstrations, and training. Evaluates progress in the overall field of aging and works with other agencies to stimulate improvements. Assists the Secretary in all matters pertaining to the problems of the aged and aging.

Deputy Commissioner—Bernard E. Nash: Serves as deputy to the Commissioner in all areas of operation.

Assistant to the Commissioner for Legislation—Howard R. Hague: Maintains information on content and status of legislation introduced, or being developed, that affects the field of aging. Provides technical assistance to Members of Congress and their staffs, as requested, in the preparation of legislation, speeches, etc. in the field of aging. Participates in the development of legislative proposals by the Administration on Aging. Provides information, as requested, to organizations interested in legislative activity concerning the field of aging; keeps informed of current and prospective legislative activity by such organizations which will affect the aging.

OFFICE OF STATE AND COMMUNITY SERVICES

Director—Mel Spear: Administers the program of formula grants to States for community planning, services, and training. Provides guidelines and technical assistance to the State agencies to develop their capacity to a) plan for the development and coordination of services and opportunities for the aging, and evaluate progress, b) provide guidelines and technical assistance to local grantees, c) effectively manage the grant program and maintain accountability for funds, and d) serve as the focal point for the State's concerns for the aged and aging. Directs the Regional Staff of the Administration on Aging.

Program Development Specialist—Morris Cohen: Develops guidelines and provides technical assistance on the organization, social service programming, and operation of multi-purpose senior activity centers. Develops and issues model senior center projects, and material giving detailed information on the problems involved in each aspect of senior center operation and how to resolve them, and new information on center activity in the nation. Speaks to State and community groups interested in starting or expanding a senior center; makes presentations to State and local professional staffs on areas of particular interest to them; and maintains liaison with the senior center movement.

Program Development Specialist—Vacancy: Develops guidelines and provides technical assistance on the organization, programming, and operation of social services for older persons. Develops and issues model projects, and material giving detailed information on how to mount services in such areas as housing, recreation, volunteer service programs, and special transportation. Speaks to State and community groups interested in starting or expanding these types of services; make presentations to State and professional staffs on areas of particular interest to them; and maintains liaison with State agency staffs on social service activities.

Program Development Specialist—Beverly C. Andre: Develops guidelines and provides technical assistance on the organization, programming, and operation of health and health-related services for older persons aimed at preventing the need for medical treatment or providing necessary services after medical treatment. Works cooperatively with the Public Health Service on the development of programs such as Home Health Services and Training and Use of Home Health Aides, and the Public Health Service and the Department of Agriculture in the area of nutrition problems of the elderly. Develops and issues model projects on the development of health screening programs, nutrition programs, and home health aide programs as components of senior centers. Speaks to State and community groups interested in supporting such programs; makes presentations to State and local professional staffs on areas of particular interest to them; and maintains liaison with medical groups such as the American Medical Association, American Nurses Association, American Hospital Association, American Nursing Homes Association, etc.

Community Organization Specialist—Clinton W. Hess: Develops guidelines and provides technical assistance on the techniques of community organization to create awareness of the problems of older persons, establish community groups as focal points for this concern, and mobilize resources to meet the needs. Develops and issues model projects, and to-do-it material for use by State agencies and community groups interested in starting up, or expanding the community services for older persons; makes presentations to State and local professional staffs on areas of particular interest to them; and maintains liaison with State agency staffs on community organization activities.

Program Management Specialist—Charles E. Wells: Develops regulations and policy guidelines relating to administration of the grant program to the States for issuance in the Title III Manual. Develops State Letters to convey policies, procedures, and information on grant program administration to the State agencies. Reviews State agency annual program plan and budget submission in terms of the administrative component. Reviews a statistical sample of Title III projects approved by the States to identify trends, strengths and weaknesses. Reviews State Agency Accountability Reports to identify and resolve problems. Directs maintenance of fiscal records.

Program Management Specialist—Michael Berman: Assists in the above duties. Maintains grant program records. Develops projections and analyses of data for use in budget and program analysis. Compiles and analyzes reports from the nine regional office staffs.

OFFICE OF PROGRAM POLICY AND INFORMATION

Assistant Commissioner—Vacancy: Assists the Commissioner in the development of program goals and objectives, recommendations for new legislation, coordination with other agencies, and the information clearinghouse function.

PROGRAM POLICY STAFF

Director—Gerald Solomon: Directs the development of position papers, testimony to the Congress, analyses of trends in the aging population, program content recommendations for legislative and program coordination proposals developed by the Administration on Aging and other agencies, analyses of the impact on older persons of the programs of the Administration on Aging and other agencies, the development of close working relationships with other agencies in order to stimulate better services for older people, and the provision of secretariat services for the Advisory Committee on Older Americans, the President's Council on Aging, and the DHEW Departmental Committee on Aging.

Program Analysts—Ada B. Stough: Develop continuing liaison with Federal voluntary agencies whose programs affect older persons. Evaluate these programs in terms of possible improvements in service to the aging and for better coordination between programs, and develop recommendations for improvements. Provide secretariat services for the President's Council on Aging and the DHEW Departmental Committee on Aging.

Consultant (Special Reports)—Sophia Podolsky: Develops special analyses and annual reports for the Advisory Committee on Older Americans and the President's Council on Aging.

Program Analyst—Herman B. Brotman: Maintains liaison with public and private sources of data concerning older persons. Performs special analyses to relate data from various sources into a more complete picture of older persons in the United States. Analyzes the correlated data to identify problem areas and emerging trends. Develops presentations of these special analyses for purposes such as internal program planning, planning discussions with other agencies, issuance to the professional field, and public information releases.

Program Analyst—Jo Ellen Jennette, A. Regis Kelley, Naomi Panush: Develop position papers, testimony to the Congress, program content recommendations for legislative and program coordination proposals developed by the Administration on Aging and other agencies, analyses of the impact on older persons of the programs of the Administration on Aging and other agencies, and provide secretariat services to the Advisory Committee on Older Americans.

INFORMATION STAFF

Director—William G. Newkirk: Directs the information clearinghouse and public information activities of the Administration on Aging. This includes the

development of special publications for professionals in the field of aging, press releases, the magazine "Aging," replying to general correspondence, developing the annual Senior Citizens Month campaign, and speechwriting services. Provides consultation to State agencies on aging, as requested, on public information matters.

Writer-Editor—Dorothea J. Lewis: Develops special publications for professionals in the field of aging covering a wide range of interests from pre-retirement planning to reports on successful new programs in the field. Prepares press releases. Assists in developing the annual Senior Citizens Month campaign. Also serves as deputy director.

Writer-Editor—Olivia W. Coulter, James E. Warner: Write, edit, and publish the monthly magazine "Aging," which conveys information on the variety of governmental and voluntary agency programs serving older persons, identifies successful innovations in the field, and conveys new information of importance to older persons, and professionals working in the field of aging.

Public Information Specialist—R. John Drake, William B. Neff: Reply to correspondence, gathering necessary information from within the Administration on Aging and other agencies. Identify trends in the concerns and problems of older persons and others who write in about older persons or programs for them. Develop specialized replies to new problems. Call attention to Program Policy Staff of emerging trends. Distribute Administration on Aging publications.

OFFICE OF RESEARCH, DEMONSTRATIONS, AND TRAINING

Assistant Commissioner—Vacancy: Assists the Commissioner in the development of goals and priorities for research, demonstration, and training, the coordination of these programs internally and with other agencies, the evaluation of the effectiveness of the programs, and the identification of new developments which should affect the established priorities.

RESEARCH AND DEMONSTRATION STAFF

Director—Marvin J. Taves: Directs the program of direct project grants and contracts for research into the current patterns and conditions of living of older persons and for demonstration of new approaches and methods which hold promise of substantial contribution toward wholesome and meaningful living for older persons. This includes recommending goals and priorities, stimulating the initiation of proposals, consulting on the development of grant proposals, analyzing grant proposals for submission to the Technical Review Committee, funding approved proposals, consulting on operation of the projects, and analyzing progress and findings in terms of project refunding and dissemination of new information.

Research and Demonstration Specialist—Neil Cheek, Jr., Jessie Gertman: Carry out assigned portions of the program of research and demonstration grants and contracts.

TRAINING STAFF

Director—Clark Tibbitts: Directs the program of direct project grants and contracts for the specialized training of persons employed or preparing for employment in carrying out programs related to the needs and problems of older persons. This includes recommending goals and priorities, stimulating the initiation of proposals, consulting on the development of grant proposals, analyzing grant proposals for submission to the Technical Review Committee, funding approved proposals, consulting on operation of the projects, and analyzing progress in terms of project refunding and the spreading of successful techniques.

Training Specialist—Helen M. Flint: Carries out assigned portions of the program of training grants and contracts.

OFFICE OF ADMINISTRATION

Executive Officer—Donald F. Reilly: Directs the planning-programming-budgeting, management analysis, financial management, personnel management, and general services activities of the Administration on Aging.

Financial Management Officer—Donald D. Smith, Jr.: Conducts the planning-programming-budgeting and financial management activities. Serves as alternate to the Executive Officer in other areas.

Grants Management Officer—Byron D. Gold: Conducts grants and contract management activities related to the research, demonstration, and training programs. Reviews proposals for budget and management considerations. Provides management advice, upon request, to grantees. Drafts contracts. Maintains fiscal data on the grant programs. Makes projections for planning, budgeting, and program analysis purposes.

Administrative Assistant—Helen M. Aspeslagh: Conducts general services activities and works with the DHEW Personnel Operations Division on personnel management activities.

REGIONAL OFFICE STAFF

Region I, Boston, Massachusetts—Regional Representative James C. Hunt; Assistant Regional Representative George A. Molloy.

Region II, New York, New York—Regional Representative Eleanor Morris; Assistant Regional Representative James T. Douglass.

Region III, Charlottesville, Virginia—Regional Representative H. Burton Aycock; Assistant Regional Representative John A. Price, Jr.

Region IV, Atlanta, Georgia—Regional Representative Virginia M. Smyth; Assistant Regional Representative C. Franklin Nickolson.

Region V, Chicago, Illinois—Regional Representative Verna Due; Assistant Regional Representative Esteban S. De Veranez.

Region VI, Kansas City, Missouri—Regional Representative Amelia Wahl; Assistant Regional Representative—Vacancy.

Region VII, Dallas, Texas—Regional Representative Clarence M. Lambright; Assistant Regional Representative Harold S. Geldon.

Region VIII, Denver, Colorado—Regional Representative Allen M. A. Buckingham; Assistant Regional Representative Edward Y. Okazaki.

Region IX, San Francisco, California—Regional Representative Charles P. Weikel; Assistant Regional Representative Richard Phenix: Represent the Administration on Aging in a region composed of several States. Advise State agencies on aging on administration of the Title III program, techniques of inter-agency coordination and community organization, program planning, program evaluation, and techniques for assuring financial accountability of project grantees. Serve as a focal point for stimulation of the development and coordination of new and expanded activities in the field of aging; and as the information point for State agency staff on developments in the research, demonstrations, and training areas of import to them. Evaluate State agency program progress and management operations.

Mr. DANIELS. Mr. Secretary, in your statement, you indicated that not all the States have taken advantage of the funds allotted under the 1965 act. I believe you stated about 42 or 43 States are participating plus the District of Columbia and Puerto Rico. Have the unused funds appropriated for States that did not participate, been reallocated to those States which have participated?

Secretary GARDNER. You mean the funds that would have been allocated to these States?

Mr. DANIELS. Yes, under the 1965 act.

Secretary GARDNER. I don't believe they have. We have not been allocating them.

Mr. DANIELS. Under the act, \$5 million was appropriated for fiscal year 1966 and \$6 million for 1967 in title III, and in titles IV and V there is appropriated \$1½ million for fiscal 1966 and \$3 million for fiscal 1967. It was hoped that all of the States, plus the territories, would participate in the program.

Your statement indicates that not all of the States have participated.

Secretary GARDNER. Correct.

Mr. DANIELS. Now, I would like to know what, if anything, has been done about the reallocation of the funds.

Secretary GARDNER. I would like to ask the Commissioner to comment on that. You may be interested in the situation in each of these States, too.

Would you, Mr. Bechill?

Mr. BECHILL. Yes. There are 10 jurisdictions that are not participating in the program, as you pointed out, Mr. Chairman. There are a variety of reasons for this. I would like to preface this by saying, however, that we have been active with all of the jurisdictions in explaining the purposes and intent of the program. There are different reasons why these 10 jurisdictions are not participating and do not have an approved plan to date.

In the case of Alaska and South Dakota, for example, their plans are currently under development and we expect to have them come to us sometime either before the end of this fiscal year or during the next fiscal year. The Virgin Islands is in the same position.

Idaho and Wyoming agencies were designated by the Governor, but we have not had a submission or any indication of a submission of a plan to date.

In the case of Indiana, the Governor did designate the Indiana Commission on Aging to operate the program but a bill to give the Indiana Commission on Aging authority to receive the grants that are provided under the Act was defeated—in one House of the Legislature, that is. We are in touch with Indiana at the present time on whether or not there will be a redesignation.

On the question of reallocation, a decision was made in the last several months not to reallocate funds under the program. This was in line with the general policy that was followed throughout the Department on the question of reallocations.

Mr. DANIELS. Why did you fail to reallocate?

Secretary GARDNER. This was a part of the general economy effort throughout the Administration and was, in effect, the Administration's decision. We avoided reallocation in as many of our programs as possible.

Mr. DANIELS. So, how much of the funds that had been appropriated remained in the Department?

Mr. BECHILL. The 10 jurisdictions that have not come in with a State plan represent a total money amount of approximately \$1¼ million.

Mr. DANIELS. May we have a list of those States and Territories?

Mr. BECHILL. Yes, sir, we will be glad to supply it for the record.

Mr. DANIELS. That is, those that are not participating?

Mr. BECHILL. Yes, and the reasons.

(The list referred to follows:)

LIST OF STATES AND TERRITORIES NOT PARTICIPATING IN TITLE III OF THE OLDER AMERICANS ACT

The following States and Territories are not participating in the Title III program for the following reasons:

ALABAMA

This State is presently experiencing difficulty in participating in some Federal programs because of the requirements of the Civil Rights Act of 1965. The designated agency, the Alabama Commission on Aging, has determined that they will delay signing the necessary documents as required by the Civil Rights Act until other Civil Rights actions within the State are clarified. Thus, the State plan has been delayed.

ALASKA

In anticipation of the State Legislature providing an authorization to implement the Older Americans Act, a State plan was developed. However, the Legislature adjourned without taking action on such an authorization. Efforts are being made to assist the State to initiate the program through administrative action until the Legislature meets again in 1968.

GUAM

A draft State plan has been developed by this Territory. However, the plan has not been submitted to the Administration for approval.

INDIANA

The agency designated by the Governor, the Indiana Commission on Aging and Aged, does not have sufficient authority to implement the program. This agency has developed a State plan in anticipation of the State Legislature granting authorization to initiate program operations. However, the Legislature adjourned without taking action on such an authorization.

IDAHO

The agency designated by the Governor to implement the program has been awaiting an authorization of funds from the State Legislature before developing a State plan. As of this time no action has been taken by the Legislature on the State Agency's request for funds.

MISSISSIPPI

The Governor has not designated an agency to implement the Older Americans Program in the State. However, the Governor has indicated an interest in the program. The Administration has continued to provide assistance to the State in getting the Older Americans Program implemented.

SOUTH DAKOTA

A State plan is now under development and expected to be submitted to the Administration on Aging in the near future.

SAMOA

The Governor of this Territory has not designated an agency to implement the Older Americans Program. A recent communication from the Territory indicates that because of other priorities, this program will not be implemented during this fiscal year.

VIRGIN ISLANDS

The agency designated by the Governor of this Territory did not have sufficient authority to implement the Older Americans Act. Recent action by the Legislature did grant this agency sufficient authorization. A State plan is now being developed in final form and is expected to be submitted to the Administration on Aging in the near future.

WYOMING

No agency has been designated by the Governor to implement the Older Americans Act. The State has indicated that there is a lack of priority for this program and it is doubtful if the program will be initiated during this fiscal year.

Mr. DANIELS. What is the prospect of these 10 States and territories participating in the program in the future?

Mr. BECHILL. We think there is a very good chance of development of an active State plan in Alaska, Guam, and Indiana, and possibly, South Dakota and the Virgin Islands. At this point we are not sure whether or not the other six will present a plan.

Mr. DANIELS. What steps have been taken by your office to evaluate the plans that already exist?

Mr. BECHILL. Well, this is almost a daily operation—the evaluation of the State plans. For example, as to the projects that are approved by the individual State agencies: each of those come into our regional office for analysis and then are sent to Washington, where we do a further analysis so we can get an idea as to kinds of programs that are being supported.

Secondly, there is constant daily communication about operational problems and issues. We have developed general guidelines for our own staff to use in terms of evaluating the progress being made by the States. We are able to identify, for example, the types of community projects that are being supported by the States. We are able to gather some information on the degree to which local and State financial matching is made available and on many other major areas and categories like this.

Secretary GARDNER. May I comment on that, Mr. Chairman? I am not absolutely sure what you meant by "evaluation." There is one stage of evaluation that takes place before we accept a plan and that is a pretty careful one.

Mr. DANIELS. By "evaluating," I mean to analyze the program to see if it is accomplishing the goals set forth in the statute.

Secretary GARDNER. There is an initial evaluation of the plan itself before it is accepted. Later evaluation, then, of whether the programs mounted actually accomplish what they set out to accomplish is something still ahead of us because essentially, this new program will be the kind of feedback on the programs that we need.

Mr. DANIELS. Have any steps been taken by your Department to coordinate the programs on a State-by-State basis and by cooperation between your office and the local agencies and private organizations?

Secretary GARDNER. Yes. There is an enormous amount of coordination written into the way these programs operate. They are, in effect, attempts to use community agencies as effectively as possible in most of these States.

Would you want to comment on that, Mr. Bechill?

Mr. BECHILL. Yes. As a matter of fact, every State has a provision within its State plan for representation and communication with other departments of State government to utilize their resources. At the local level, many of the projects are devoted to community planning and coordination of all representatives of both public and voluntary agencies, private citizens and other organizations that are active, this is so and a good amount of the work of these local coordinating organizations is to examine how to use the full range of resources that might be available, whether from community-supported types of programs or from various Federal programs.

Mr. DANIELS. What steps have you taken, Mr. Commissioner, to oversee the proper operation of these programs once a grant has been made to a State or to a local agency?

Mr. BECHILL. Well, as I said, first the regional staff makes an analysis of the community programs that are being supported by the States, and then we do a similar analysis here in Washington.

Now, this serves as the basis of a good deal of follow-up consultation regular business that our staff does with individual State agen-

cies. The Title III program places the major responsibility on the States and our role at this point is to provide them with consultation and the sharing of information about what other States have done under the program, and new information about various Federal programs and resources.

This is, I think, working very well, because it gives the States the general information and background against which they can measure their own particular interests and needs as reported by their various local communities.

Mr. DANIELS. I have just one further question and then I will ask my colleagues to participate in the questioning. Mr. Secretary, do you see any conflict between the operation of this program and programs for the elderly under the Office of Economic Opportunity, or those operated by the Department of Labor?

Secretary GARDNER. Not as we are presently functioning I think there is always the possibility of conflict if we were not in communication, but we are in communication, and to be absolutely frank about it, the amount of activity in this field is still so small that there are not a lot of problems. I think the main point of possible duplication is between us and OEO. They are developing centers which are specifically focused on the aged poor and our concern is across the board, including all older people, wherever they have needs. But we do stay in very good touch with them.

Mr. DANIELS. The reason I asked that question, I noticed in the newspapers in my State of New Jersey, announcements by OEO of a program called "Meals on Wheels," and I know, hearing your testimony today, you are requesting \$10½ million, which would be partly used to provide nutritional meals for our older citizens.

Now, I can envision a conflict between the two programs. Why should we have two Federal agencies, embarking upon programs which are almost identical?

Mr. BECHILL. Mr. Chairman, I would like to respond to that question. I think there is this possibility, but we are maintaining very regular communication with the Office of Economic Opportunity particularly on community programs. Their program is directed to meeting the needs of the low-income elderly poor, those below the poverty line. The intent of the Congress in passing The Older Americans Act was to provide a general approach to meeting the needs and interests of older people without respect to any one particular income group or the imposition of any income test in terms of availability of services.

Now, we consider what OEO is doing for the elderly poor as very important because it would be a mistake for a program as large as the Office of Economic Opportunity not to consider the needs of the aged poor as well as other groups in the poverty population. Rather than thinking there is duplication here, Mr. Daniels, I think there is a good deal of complementary planning and use of the programs, by both programs, in a given community.

There is always going to be, perhaps, the problem of communication and coordination, but I do think we have been very conscientious in this and we work very well together.

Mr. DANIELS. Reducing your explanation to a nutshell, you mean that the Office of Economic Opportunity will take care of the elderly

poor below the economic level of \$3,000, and that your office is interested in the poor of all ages and of all economic strength. Is it proposed if this grant is made, that before your office acts upon such a grant, that you will coordinate your efforts with the Office of Economic Opportunity?

Mr. BECHILL. Well, I would like to explain how this works in terms of the State grant program. The States are definitely trying not to duplicate what other Federal or local programs are doing. They have been very careful in this regard. I think they look at their role generally, and the local communities do the same, as how to fill gaps that may exist in a particular community to meet the needs of older people.

Now, we are not required by statute to clear our grants, particularly the research and demonstration training grants, with OEO, but in actual practice there is a good deal of communication back and forth between the two agencies when it appears that there might be duplication.

Secretary GARDNER. Mr. Chairman, may I make a comment. I think that in all candor we would have to say that there is a problem here, at least I think there is a problem, and I think somewhere down the line it will have to be resolved. I don't like to see us move in this or any other field toward duplicating institutions divided on economic levels. I don't like to see one center in town for the aged who are poor and one center in town for the aged who are not poor. At some point in the future, we are going to have to resolve this and decide how we deal with it.

I think it is perfectly justifiable for the Office of Economic Opportunity to move into a situation where they see a need and they are eager to do something about it, and they are moving effectively. I am all for that. But I don't think we ought to conceal the fact that there are implications in this kind of institutionalizing of services that we ought to look at.

Mr. DANIELS. I recognize the gentlewoman from Oregon, Mrs. Green.

Mrs. GREEN. I wanted to follow up on your question, Mr. Chairman. How many other agencies and departments in the Federal Government are working on the problems of the older Americans?

Secretary GARDNER. I don't know.

Mr. BECHILL. There are several who have, Mrs. Green, important responsibilities in one or more of these areas.

Mrs. GREEN. Would you name them, please.

Mr. BECHILL. The Department of Housing and Urban Development carries out a special federally-assisted program for senior citizens' housing. The Department of Labor, through the Manpower Development and Training Act, and its regular functions, carries out manpower training and placement responsibilities in its field.

Within the Department, you have the Social Security Administration, which administers the largest public income maintenance program, and the Welfare Administration, which administers the old-age assistance program, among its many responsibilities, and the Public Health Service, which has many facets of its entire operation directed to health needs of older people. We could go on, Mrs. Green.

Mrs. GREEN. Please do go on.

Mr. BECHILL. Well, what I meant was, we could give you a rather complete listing of the activities of the various Federal agencies and departments.

Mrs. GREEN. What are some?

Mr. BECHILL. Again staying within the Department of Health, Education, and Welfare, the Vocational Rehabilitation Administration has as part of its general responsibility the rehabilitation of the older worker—that is, of the handicapped older worker. The Office of Economic Opportunity, of course, has been carrying out some programs for the elderly poor, such as Foster Grandparent program, which our office administers; a program called Operation Green Thumb, which provides employment opportunities for older people in rural areas; and certain activities carried out through their local community action programs.

The Department of Agriculture and the Civil Service Commission also have some facets of their programs directed to aging.

Mr. REID. If you will yield, can you tell us what the Civil Service Commission has an interest in?

Mr. BECHILL. They have an interest in the development of prereirement programs for Federal employees.

Mr. REID. Do you think the statutory requirements should be changed?

Mr. BECHILL. I am sorry, but I did not hear the question.

Mr. REID. Do you think the statutory civil service retirement age should be changed?

Mr. BECHILL. The present age, mandatory age of retirement?

Mr. REID. Yes.

Mr. BECHILL. Age 70?

Mr. REID. I am not certain whether it is 65 or 70.

Secretary GARDNER. I don't think we have a well-formulated view on that.

Mr. REID. It is 70?

Mr. BECHILL. The mandatory retirement is 70.

Mr. REID. Throughout Government?

Mr. BECHILL. Yes; there can be exceptions.

Mr. DANIELS. I think the Post Office Department is 65; is it not?

Mr. BECHILL. There are differences here, Mr. Daniels, but I am not familiar with all of the provisions. I know what the general one is in the civil service law.

Mr. DANIELS. Well, I was an author of a bill which permitted Federal employees with 30 years of service to retire at the age of 55 on a full annuity without any diminution in the annuity. That was enacted 2 years ago.

Mrs. GREEN. If I may go back, besides the agencies you have named, NIH does research also, does it not, in terms of medical health and nutritional needs and so on of the elderly?

Mr. BECHILL. Yes.

Mrs. GREEN. I was jotting these down as the Secretary was testifying; you have probably eight or 10 other governmental departments and agencies that we could name immediately, and I suspect if we set our minds to it, there would be a considerably larger group. Is that not a reasonable assumption?

Mr. BECHILL. Mrs. Green, I think you probably could identify 18 or 19 agencies that have a concern.

Mrs. GREEN. Have you and the regional representatives made an inventory of the programs and of the work that all of these other Federal agencies and departments are doing?

Mr. BECHILL. We have made such an inventory.

Mrs. GREEN. Is it in printed form?

Mr. BECHILL. Not at the moment. It is part of the report of the President's Council on Aging.

Mrs. GREEN. It is printed?

Mr. BECHILL. It will be.

Mrs. GREEN. When will it be available?

Mr. BECHILL. We are working on it now. It will be available, we hope, by June.

Mrs. GREEN. Now, you told the chairman 87 staff positions are authorized?

Mr. BECHILL. Yes, Mrs. Green.

Mrs. GREEN. How many are filled?

Mr. BECHILL. Eighty-one.

Mrs. GREEN. Eighty-one of the 87, and you have 27 of the 87 in regional offices?

Mr. BECHILL. Yes.

Mrs. GREEN. Is it reasonable to suppose each of the other 18 and 19 departments or agencies of the Federal Government have staffs of about the same number or larger, because most of the other programs are larger in dollar amount?

Mr. BECHILL. Yes, it is. Most of the programs are much larger.

Mrs. GREEN. In response to the chairman's question on conflict, the Secretary, I was happy to see, indicated this was something he thought needed to be looked at. Not putting it in terms of conflict but putting it in terms of coordination, what coordination is there among these various agencies at both the national and the regional offices for which you are primarily responsible. Of course the question that I am leading up to is, why should these not be under one agency head? Wouldn't there be less duplication; wouldn't there be more benefit to the elderly whom we are trying to save, and wouldn't there be a saving of dollars?

Mr. BECHILL. Mrs. Green, I want to say first that this problem represents our hardest area to work and to operate in, and we have been aware of it from the first.

Mrs. GREEN. You mean the coordination is the hardest area?

Mr. BECHILL. Yes, because naturally, this is a large government and you have the problem of communication. I would like to tell you how we have been attempting to handle it in terms of our operation. You mentioned the NIH and NICHD and NIMH and other organizations. Before we began to operate both the research and demonstration and training programs, we held meetings with the representatives of these organizations, in which we attempted, and I think with some success, to find out what their priorities were, what kind of projects they were generally supporting, before we arrived at our set of priorities so that we would avoid duplication.

Now, even after the start of both the research and demonstration and training grant programs, we have maintained this kind of con-

stant communication. A number of grant applications submitted to us have been transferred to other agencies.

At the regional office level, the regional director has made very good use of the regional representative on aging by giving him the leadership in this general area of coordination.

At the State agency level, what neither Mr. Gardner's testimony nor my testimony may have adequately covered is the fact that the States themselves do a good deal of bringing together of interested agencies at the State level for the very same purpose—coordination in communication and avoiding of duplication or overlap.

Mrs. GREEN. Let me be specific. On pages 5 and 6 in the Secretary's testimony—and, Mr. Secretary, either you or the Commissioner may respond—you say you have really attempted to avoid overlapping and duplication, and I presume the examples you have chosen on pages 5 and 6 are what you consider outstanding examples of what you are doing.

In Hershey, Pa., the grant made there to educational television is an example of what you are spending money on. I would presume this could be done under the educational television programs, which are separate from this program, and I suspect that a lot of commercial television people are doing the same kind of study. Regarding the insurability of the older driver, isn't there a national commission on this under the Highway Safety Act?

Mr. BECHILL. Yes, Mrs. Green, this was supported and started before that legislation was enacted.

Mrs. GREEN. In Portland, the grant to Lewis and Clark College, could surely be done under ESEA, under title I or III; and in Florida, the chairman already pointed out OEO is doing exactly the same thing.

The grants for employment, are being made under NDEA, under manpower development and training, and grants to Jewish vocational rehabilitation could be made under other programs, I can think of Social Security under title V or some of the others.

University of California grant certainly could have been made under the HUD Program. Is there any project you mentioned or project you can think of that you are carrying out that is not, or could not, or perhaps has not already been done by one of the other existing agencies or departments?

Secretary GARDNER. May I speak to your question generally—before Mr. Bechill answers—and then let Commissioner Bechill answer that specifically.

The problem we face organizationally in dealing with the aged is exactly the problem we face in dealing with children. Our department is organized by functions and generally in a very rough and approximate way the Federal Government is organized by function. But certainly in our department there is concern for certain classes of clientele, certain target groups, as the analysts call them, and this concern is so great that there is a very great demand that the concern be reflected in some organizational structure.

There is considerable justification for that demand, because the point that both the people concerned with the aged and with children make is that if you scatter the programs back to their functional place

in the organization, the function is taken care of but the concerns of older people and the concerns of children haven't any adequate focus in the Federal Government, and I have come more and more to recognize this, recognize the rationale behind that, as I have watched our department function. It is absolutely true that you could, not under the present television program but under the one we are proposing and certainly under some of the ESEA provisions do that television project, but whether you would ever get around to doing it for older people is another question.

This is really, as I understand it, the concern that led Members of Congress to demand an Administration on Aging. So there is built into it a concern for something that has spread into many other agencies, and I don't see any way that will ever be altered.

Mrs. GREEN. Since you have made an inventory of what every other agency is doing, in order to have this co-ordination, will you give me a list of projects you have carried out in the last year that absolutely have not been done under any of the other departments or agencies? I suspect that every one of these has been in operation for quite a period of time under another agency.

Mr. BECHILL. Mrs. Green, we will be glad to supply the information you requested.

(The information referred to follows:)

TITLES IV AND V RESEARCH, DEMONSTRATION, AND TRAINING GRANTS

Title IV of the Older Americans Act authorizes a research and demonstration grant program to investigate and develop the techniques and methods required to improve opportunities and services for older people. Title IV project support grants or contracts are made to (a) study current patterns and conditions of living of older people; (b) develop new approaches, including the multipurpose activity center, which can contribute to meaningful activities for older persons; (c) develop or demonstrate ways to improve coordination of community services for older persons, and (d) evaluate these approaches and others which can help older persons to continue to contribute to the national well-being.

Title V of the Older Americans Act authorizes grants and contracts to support specialized training of persons employed in or preparing for employment in programs working with or for older people.

In both the Title IV and Title V project grant program, it is the policy of the Administration on Aging to support research, demonstration, or training programs in areas not covered under other existing research, demonstration, or training programs in aging of other Federal Departments and agencies. The only exception to this general policy is for projects or grants that may involve joint funding with another agency or department for cooperative programs through which the needs and interests of older people will be served.

In summary, project grants supported under the Title IV program are not intended to replicate existing facilities, programs, or activities. In addition, research and demonstration projects must meet the criteria of originality and national or regional significance since these projects ultimately must provide data of significant value to other than the grantee and participating organizations. The Title V training grant program likewise emphasizes areas of training where there is a major need for personnel and for which previously existing support was either lacking or inadequate. Both grant programs are coordinated with the research, demonstration, and training grant programs of other Federal agencies. Regular communications are, for example, maintained with the Public Health Service, the Office of Education, the Vocational Rehabilitation Administration, the National Institutes of Health, the Office of Economic Opportunity, and other agencies. The purpose of this communication is to maintain the clearest possible division of program responsibility and to avoid duplication of effort and support.

The following grants or contracts under Title IV and Title V have been made:

TITLE IV¹

1. Arkansas Farmers Union, Little Rock, Arkansas: "Community Activities for Senior Arkansans."
2. Allied Senior Citizens Clubs, Inc., Los Angeles, California: "Operation Reach-Out."
3. Langley Porter Neuropsychiatric Institute, San Francisco, California: "Geriatric Psychiatric Outpatient Program Development."
4. Los Angeles County Federation of Labor, AFL-CIO, Los Angeles, California: "Los Angeles Labor Retiree Research Project."
5. Northern California Presbyterian Homes, Inc., San Francisco, California: "Evaluation—Large City Elderly Service Program."
6. University of Denver, Denver, Colorado: "Safety Courses for Older Persons."
7. The Greater Hartford Community Council, Inc., Hartford, Connecticut: "Survey of Service Needs of Aging in Greater Hartford."
8. Dade County Public Schools, Miami, Florida: "Corps of Senior Citizens Teacher Aides."
9. Florida Commission on Aging, Tallahassee, Florida: "Retirement Hotels: Functions, Services and Relations."
10. Senior Centers of Dade County, Inc., Dade County, Florida: "Low Cost Meals for the Elderly."
11. Galena Park Homes, Peoria, Illinois: "Comprehensive Coordinated Social, Health, Rehabilitation and Community Services Program."
12. Roosevelt University, Chicago, Illinois: "Widowhood: Changes in Role and Cluster."
13. United Community Council of Champaign County, Champaign, Illinois: "Planned Change in Social Provisions for Aging."
14. Winnetka Public Schools, Chicago, Illinois: "Project for Academic Motivation."
15. YMCA of Metropolitan Chicago, Chicago, Illinois: "Senior Citizens Mobile Service Project."
16. United Community Services of St. Joseph County, Inc., South Bend, Indiana: "Information, Counseling, and Referral Program."
17. Drake University, Des Moines, Iowa: "Des Moines Retirement Opportunity Planning Center."
18. Louisiana State University and Agricultural and Mechanical College, Baton Rouge, Louisiana: "Cultural Factors in Adjustment to Confrontation by Aging."
19. Combined Jewish Philanthropies of Greater Boston, Boston, Massachusetts: "Community Services for Aging."
20. Brandeis University, Waltham, Massachusetts: "Guidelines for the Development of Community Planning Units."
21. Senior Citizens' Services, Inc., Rochester, Minnesota: "Extension of a Multipurpose Senior Citizens Service and Center."
22. Grace Hill Settlement House, St. Louis, Missouri: "Neighborhood Kitchen Meals Program for the Aged."
23. Parks, Recreation, and Public Property Department, Omaha, Nebraska: "Recreational and Cultural Services for Senior Citizens."
24. The National Council on Aging, New York City, New York: "National Senior Center Personnel Service."
25. The Industrial Home for the Blind, Brooklyn, New York: "Geriatric Rehabilitation for Institutionalized Blind."
26. Community Service Society of New York, New York City: "Older Volunteers in Community Service."
27. Health and Welfare Council of Nassau County, Long Island, New York: "Senior Center of Nassau County."
28. New York State College of Agriculture, Ithaca, New York: "Community Structure and Aging."
29. Duke University, Durham, North Carolina: "Information and Counseling Service for Older Persons."
30. Cleveland Society for the Blind, Cleveland, Ohio: "Home Teaching of Newly-Blinded Geriatric Clients."

¹ Description of Projects are in attached listing of all projects supported under Title IV and V.

31. Golden Age Center of Cleveland, Cleveland, Ohio: "State Hospital Patients and Retired Men in Center Programs."
32. Miami University, Oxford, Ohio: "Women in Retirement."
33. City of Martins Ferry, Martins Ferry, Ohio: "Elderly Services and Industries Program."
34. Barton Center, Inc., Lakewood, Ohio: "Using Senior Center Members to Expand Its Services to Older Persons."
35. YWCA of the Cincinnati Area, Cincinnati, Ohio: "Senior Services."
36. Lewis and Clark College, Portland, Oregon: "Replacement Supervisors in Portland Public Schools."
37. Charles Weinstein Geriatric Center of the Sidney Hillman Medical Center, Philadelphia, Pennsylvania: "Utilization Study of a Senior Citizens Center."
38. WITF-TV, South Central Educational Broadcasting Council, Hershey, Pennsylvania: "Continuing TV Series for the Aging: The Time of Our Lives."
39. Pennsylvania Department of Public Welfare, Pennsylvania: "Needs and Use of Services Among Negro and White Aged."
40. City of Providence, Providence, Rhode Island: "Providence Multi-Purpose Center in a Downtown Area."
41. Senior Citizens Activities, Inc., Temple, Texas: "A Food and Friendship Program."
42. Orleans County Council of Social Agencies, Inc., Newport, Vermont: "Use of Older Persons as Library Aides."

TITLE V¹

1. University of California Statewide Extension, California: "Adult Education Curriculum Development."
2. University of California, California: "Regional Training of Leaders to Work with the Aged."
3. University of Southern California, California: "USC Summer Institute for Advanced Study in Gerontology."
4. University of Denver, Colorado: "Work-Study Program—Service with the Aging."
5. University of Georgia, Georgia: "Faculty Seminars in Gerontology."
6. University of Georgia, Georgia: "Curriculum Development in Gerontology."
7. University of Illinois, Illinois: "Occupational Therapy Curriculum."
8. York County Council on Aging, Maine: "Innovative Training in Community Involvement in Aging."
9. Boston University, Massachusetts: "Training Human Service Technicians for the Elderly."
10. Brandeis University, Massachusetts: "Creative Administration in Social Gerontology."
11. Brandeis University, Massachusetts: "Training Social Gerontology."
12. The University of Michigan and the National Association of Housing and Redevelopment Officials, Michigan: "Short Course in Management of Housing for the Elderly."
13. University of Michigan and Wayne State University, Michigan: "Training for Specialists in Aging."
14. University of Minnesota, Minnesota: "Training of Administrators of Programs for the Aging."
15. Adult Education Association, USA, New England Area: "Training Institute for Adult Educators."
16. Jewish Home and Hospital for the Aged, New York: "Center for Institution in Care of the Aged."
17. University of North Carolina, North Carolina: "Curriculum Models for the Preparation of Professional Staff for Multiservice Senior Centers and Recreation Personnel Administration."
18. University of North Carolina, North Carolina: "Senior Center and Recreation Personnel Administration."
19. University of Oklahoma, Oklahoma: "Program of Senior Centers in Retirement Housing."
20. Pennsylvania State University, Pennsylvania: "Career Enrichment Program in Aging for Ministers."
21. North Texas State University, Texas: "Curriculum Development Project."
22. University of Wisconsin, Wisconsin: "Field Training Project: Social Problems of Aging."

¹ See footnote on p. 21.

Mrs. GREEN. One other question, Mr. Chairman, and I will quit. Do you have any age cutoff? What age group do you consider older Americans?

Mr. BECHILL. We have not arrived at any kind of fixed chronological age. The act refers to "the aging and aged," so, generally, we are looking at the years, say, roughly from 50 or 45 on in terms of middle-aged and aged, older people.

Secretary GARDNER. Mrs. Green, I want to make one additional comment on the unique character of this operation, and this is something I came to learn as I watched it as an observer. If one studies the different functions in NIH, such as concern for biomedical research, and in other parts of Government—such as Social Security, which is a huge organizational set of arrangements for older people, you see deep concern for a fragment of the problem.

As you watch Commissioner Bechill and his people and watch the Advisory Commission that works with him, you see people who are looking at the whole of the problems of the older person in society, all of the things that, put together, make up the problem of the older person today. I think that nowhere else in Government do you get this kind of rounded concern. That won't be reflected in any list of projects, but it is there, I do believe.

Mrs. GREEN. The question I was going to ask is, Do you see any reason why we might specify an age in this act? It seems to me if there were a particular age there would be some reduction in overlapping and duplication.

Mr. BECHILL. Mrs. Green, I can't really comment.

Mrs. GREEN. Some of us, you know, might take a little offense when you have an act for older people and you say it begins at 45.

Mr. BECHILL. That is right. I think a better way to look at this is to look at the whole phenomenon of retirement. That takes place at various ages for different people, and is a highly individualized situation. Again, going back to what I think was the intent of the Congress—the interest in developing awareness of planning for retirement—this I think has to start earlier than it ordinarily does for most people.

Mr. DANIELS. Gentleman from Iowa, Mr. Scherle.

Mr. SCHERLE. Thank you, Mr. Chairman. Good morning, Mr. Secretary and Commissioner. As a new Member of Congress, I can't help but be amazed and intrigued by the testimony I hear from the HEW. Perhaps I have not been here long enough to be "Washingtonized," I don't know. It seems to me the HEW is determined that people shall not be concerned about their future, that they shall not work, they shall not help themselves.

I know, as a humanitarian, I know as a Congressman, we are our "brother's keepers," and rightly so. We should provide for those who cannot help themselves; but I also feel that, with the apparent duplication and overlapping of various governmental programs I don't know how in the world you are ever going to segregate your responsibilities.

It appears, once again, that the responsibility that I so often insist on at State and local levels is bypassed. By constantly and consistently providing means for people to avoid responsibility, create a loss

of initiative, ingenuity and ambition. This philosophy is not necessarily conducive to the initiation of new ideas for the benefit of those who need attention.

I am not as familiar with this bill as I should be at this point, but I can certainly guarantee you that I will study the contents and provisions contained therein. So many of these provisions that are contained in the recommendations by the Federal Government scare me just a little bit for the simple reason that we are placing ourselves in a position of allowing the people not to provide for themselves any more; maybe we are attempting to create a utopian society, I don't know.

I have no questions, but I do have a great deal of concern. Thank you, Mr. Chairman.

Secretary GARDNER. May I comment, Mr. Chairman?

Mr. DANIELS. Yes.

Secretary GARDNER. I would just point out that the programs under which we are operating have all been passed by the Congress, of which you are a Member.

Mr. SCHERLE. A new Member.

Secretary GARDNER. A new Member. And this Congress has not characteristically shown a great fear of assisting aging Americans. I think they have felt that as people grow older, they are always going to move into a period of dependency. This has always been true and in earlier times when the family was a more coherent group, when the population was less mobile, it was possible for families to look after their older people. Today, there are no spare rooms, the families are separated and they move all over the country, following their jobs. Older people are more often stranded and helpless under a whole range of conditions, many of them strictly physical, making it enormously difficult for them to exhibit the kind of independence that you would hope for, and I would certainly hope for, under the best circumstances.

Mr. SCHERLE. Mr. Chairman, Mr. Secretary, I don't think there is anyone who is more sympathetic to the older people than I am, and I also hope that I will be able to live to a ripe old age, with dignity. I do know there are many things we could do in the area of help for the aged, and for those who cannot provide for themselves. Naturally we should provide for them.

Why not raise the Social Security limits and allow them to earn more money? Why not raise the dependency of \$600, and give them an opportunity to be self-sufficient and self-sustaining, for those that can do this? Let us not relegate ourselves to the order of 65- or 70-year-old mandatory retirement. I know many people in this age group that are much more fluid, ambitious and exciting than people of many years less than that.

I think there are many areas of consideration and as long as help is needed for these people, I certainly would be in front in asking all possible help for them, but I don't think we should lose sight of the ambition and ingenuity of these people and that which is rightfully theirs, particularly for the long, seasoned experience and wisdom they have gained. Thank you.

Mr. DANIELS. The gentleman from Wisconsin, Mr. Steiger.

Mr. STEIGER. Thank you, Mr. Chairman; and, Mr. Secretary, good morning, and Mr. Bechill; it is good to have you here. If I can, I would be interested as to why you think we should change from "such sums as Congress may hereafter authorize" to "such sums as may be necessary," as you are proposing to do in the bill.

Secretary GARDNER. I thought that was just boilerplate.

Mr. BECHILL. It is. This is generally the language in which you state your authorizations and new authorizations, Mr. Steiger.

Mr. STEIGER. But is it not an open-end authorization?

Mr. BECHILL. It is an open-end authorization.

Mr. STEIGER. Would you, then, propose to return to Congress in fiscal year 1969 on titles IV and V so as to indicate to us what sums you feel might be necessary?

Mr. BECHILL. Yes, Mr. Steiger.

Mrs. GREEN. Would the gentleman yield?

Mr. STEIGER. Yes.

Mrs. GREEN. This language makes it unnecessary for you to appear before this committee to get the amounts you think needed; all you have to do is go to the Appropriations Committee. Is that correct?

Mr. BECHILL. Yes.

Mrs. GREEN. That is, in regard to his question, you would go to the Appropriations Committee, but you would not come to this committee.

Mr. BECHILL. That is correct.

Mr. STEIGER. May I also ask, since I have some hesitancy about open-end authorizations, and I want to make that very clear, why is the change proposed to the Advisory Committee that those eligible for appointment would be those "who are not otherwise in the regular full-time employ of the United States," which would be a change from the way the law is now, which is just "not otherwise in the employ of the United States"?

Mr. BECHILL. This is really to correct a drafting error in the original bill, Mr. Steiger. The intent of that section of the act is to insure that the persons who are members of the Advisory Committee are not employees of the Federal Government.

Mr. STEIGER. I would agree. I think it is wise to have those on the Advisory Committee not in the employ of the United States, but if a change is suggested, it would be possible, would it not, to have somebody who is on a part-time basis?

Mr. BECHILL. Yes, that is correct; you are right. It would be possible.

Secretary GARDNER. You wouldn't want to rule out people as consultants, would you? That is, in other parts of the Department.

Mr. STEIGER. I don't know. What are your needs and what are you trying to do?

Mr. BECHILL. Mr. Steiger, there possibly are some members of the Advisory Committee on Older Americans who might also serve in a consultant capacity with some other part of the Department or elsewhere in the Federal Government. That is why I think under section 4 of the act, the words "regular full-time" are inserted.

Mr. STEIGER. Commissioner, would you give us your own judgment after operation of the Administration on Aging as to how the State plan is operating? Has it worked well? Are you finding the States

are making proper determinations as to the needs and priorities within a State?

Mr. BECHILL. Yes. I think that the States—when you consider that the program is only a little over a year and a half old—I think the States have done a very outstanding job in implementing their State plans. I think this program is still in its early development. This is not to say there have not been problems with the Administration or the operation of the program within the States, but I think, on the whole, they have done a very good job.

Mr. STEIGER. The law was passed in 1965 providing the Secretary shall not disapprove any State plan unless the State is afforded reasonable notice and an opportunity for a hearing. Have you had to disapprove of any State plan?

Mr. BECHILL. No, sir, we have not had to exercise that provision of the law.

Mr. STEIGER. Do you think that the administration of the Older Americans Act is working on a sound basis because you have given an opportunity to the States to develop their own plans in attempting to meet their own particular needs?

Mr. BECHILL. Yes, but I think it could be improved. We have provided the States with the general regulations and guidelines, trying to express in general terms what we believe was the intent of the Congress when it passed the act. The States submit their plans to us and after approval we make the allotment available.

After that, based on the priorities that the State itself has set, the State makes the decision—has the final decision—under the law, on approval of community projects.

Mr. STEIGER. How would you suggest this could be improved?

Mr. BECHILL. I think there probably are some States who feel that they need to upgrade their ability to respond to the needs of older people, particularly for information, and to see whether or not the kinds of programs they are supporting meet certain priorities. I think we have that responsibility, too, as we administer the program.

Mr. STEIGER. Are you making any plans at all in the grants that you can give to nonprofit organizations and so forth as proposed both in the law and in the bill to give the States some assistance in trying to do a better job of inventory and in establishing priorities? Is this a part of how you might intend to use some of these grant monies?

Mr. BECHILL. No; this has largely been a staff responsibility up to now. The States may use up to 10 percent or \$15,000, whichever is larger, of their allotments to pay half of the cost to administer the program.

Mr. STEIGER. Would you feel this is adequate or should that amount be raised in order to give the States more of an opportunity to do this kind of a job?

Mr. BECHILL. At the present time, we are evaluating this question of the administrative monies available to the States. Some States do report a problem. We were not in a position to recommend any change at the time this legislation was proposed.

Mr. STEIGER. When will you be in a position to make a recommendation?

Mr. BECHILL. I think possibly within the next year. We will have

more information by then, and I think the States will be in a better position to give us the information by then.

Mr. STEIGER. Then would it not be preferable to have you come back to this committee both in terms of authorizing legislation and otherwise so that you could give us the benefit of changes and recommendations?

Mr. BECHILL. I would be glad to come back to this committee, Mr. Steiger, any time, that we have legislation. And we do leave this open to the judgment of the committee. But I would point out we do go through a rather thorough review of our budget by the House Appropriations Subcommittee. We would come back, of course, if we had any subsequent changes in legislation to propose.

Mr. STEIGER. May I inquire as to this.

Mr. BECHILL. This would require one, this change in administrative costs formula.

Mr. STEIGER. May I inquire, do you specifically, Mr. Secretary, have an interagency group involved in attempting to coordinate the programs of the aging?

Secretary GARDNER. Perhaps I didn't hear the first few words of the sentence, but I think you may be referring to what we are already doing through the President's Council on Aging, which is an interagency group. We use it as a forum in which to discuss these interagency problems. Now, we also have an effort within the Department to coordinate all of the concerns of the aged.

Mr. STEIGER. In your department, but, of course, if the Commissioner is correct that there are 18 or 19 agencies who are to some extent involved in programs aimed at the needs of our aging population, obviously that doesn't do the whole job?

Secretary GARDNER. This is where the President's Council comes in. This is an interdepartmental committee and it is staffed by the Administration on Aging, so that the Commissioner is in a position to play that coordinating role.

Mr. STEIGER. I will not take up any more time.

Mrs. GREEN. Will the gentleman yield? I wonder if this is not an oversimplification, Mr. Secretary. This is not directed to the Secretary with the vast number of programs that are under his jurisdiction. I think the study we are doing at the Office of Education will show there are individuals within the Office of Education who have not met other people within that office who had similar programs. They were unaware of the fact that other programs were being carried on in another office down the hall. Our staff people, as a matter of fact, introduced them to each other and said, "Let's get together here." So isn't this really an oversimplification, if we bring it under one head and say we will look at the older person and that older person is anywhere from 45, which, in these days, I think, is pretty young, up to 100? That is impossible, isn't it, to say we will have one agency that looks at an older person? You could look at a 45-year-old and a 75-year-old and you could look at a 100-year-old person, and you would have three entirely different cases. You could look at a mentally and physically active 80-year-old and then look at an inactive 80-year-old and you have not the same problem at all.

Secretary GARDNER. Right.

Mrs. GREEN. It seems to me we are oversimplifying this when we justify 19 different agencies and departments, and then say that if we have a coordinating agency, then we will be sure that we understand what everybody else is doing. I talked to colleagues on some of the other committees, and you know we coordinate our efforts, but there is a lot of duplication in Congress.

Secretary GARDNER. I can't believe that.

Mr. STEIGER. Mr. Chairman, thank you very much. I should make mention, because, through the Older Americans Act, the Sixth District, Wisconsin has opened three senior citizen centers in Fond du Lac, and one in Plymouth, Wis. They are meeting a need and doing a good job. I think the Commissioner should be congratulated, who, with a relatively small staff is doing a herculean job of attempting to put all of these problems together.

I think there are some problems yet unsolved and yet unmet, and one of them, in my own judgment, would be this whole question of just how much duplication does exist in Meals on Wheels and OEO and should it be run by OEO or by this agency.

Can the Foster Grandparents program be successful for those with less than \$3,000 just as it can be successful for those with incomes of over \$3,000, and you administer programs with funds from OEO and I think perhaps this committee and Congress will have to address itself to this very serious problem.

Thank you, Mr. Chairman.

Mr. DANIELS. The gentleman from New York, Mr. Reid.

Mr. REID. Thank you, Mr. Chairman. First, I want to welcome the Secretary—I am glad he could come this morning—and Secretary Huitt and Mr. Bechill, and I am happy that the subcommittee is holding hearings on the Older Americans Act of 1965. As a brief footnote I introduced amendments to and an extension of the act as H.R. 8347 and I support it.

Mr. Secretary, I also would like to thank you for your very thoughtful testimony and I just have one line of inquiry that I would like to turn to. This is largely on page 5 and page 6. The question I have is that increasingly there are other areas where obvious assistance is necessary and perhaps the principal area, to many of the aging, is in the field of jobs and their full involvement in our Nation's life and objectives. My question relates to: What do we know about jobs, job opportunities, unemployment amongst the aged; to what extent may laws or mandatory retirement provisions in some States preclude this opportunity? I note, Mr. Secretary, among your illustrative grants, which I am sure are purely illustrative, you mention a grant to the Jewish Home for the Aged, New York City, providing short-term training in the care of older people living in homes for the aged and a grant in California for special courses for persons working in housing projects for the elderly and homes for the aged.

My question is, are we doing everything possible as a nation to forget the word "aged," to recognize that chronological age has very little to do with the capacity to make a useful, indeed frequently a more important, contribution in many areas? Just how are we proceeding in this over-all area, which I think is so basic to a sense of full participation amongst some of our ablest citizens?

Secretary GARDNER. Well, Congressman, I will just give a brief answer and then get Commissioner Bechill's views. You asked whether we are doing everything possible; the answer is absolutely "No." The fact is, we are barely beginning, in my opinion. I share Mr. Scherle's feeling about arbitrary retirement age, about our whole national approach of putting people on the shelf in innumerable ways when they reach a certain chronological age.

To get beyond that, we are going to have to take such a range of measures that one hardly knows where to start. Secretary Wirtz has given a lot of thought to this. I wouldn't presume to comment on his plans or thinking, but he has commented publicly, as you know, on the employment of older people. I feel very strongly this has to get into retirement practices, educational programs, and a whole range of other things.

I believe that we are just seeing in this program the bare beginning of thinking about revising the role of the older person in our society so that he is not faced with forced isolation.

Mr. BECHILL. Mr. Congressman, there are about 20 percent of the programs under the State grants that have some kind of part-time employment or employment referral built into them, and the experience there is very much the same as we have had in the operation of the Foster Grandparent program. Every time a program like this starts, the number of applications and people that are interested and want to work far exceeds the ability we have to provide jobs under such efforts.

Mr. REID. Might I ask you there, in the light of your illustrations here in your statement, are you trying to place able and potentially vital men and women in normal jobs or are you tending to look for a place in a home for the aged or something of that sort, and if you are doing the former, are you encountering any difficulty there with retirement practices or with State laws or with discrimination which, in effect, says, "He is a fine person and I am sure he or she could make a real contribution, but at the moment we don't have any vacancy?" Whatever the form of the discrimination might be, are you running into a policy which does not encourage senior citizens to enter, in an active way, into vital jobs in the community?

Mr. BECHILL. Yes; we are really moving in two directions, I think. First in normal, regular employment, a community program in Baltimore and one in Norwalk, Conn., with a very minimum amount of money. In the case of Baltimore, it enabled about 438 older people to get employment both of a full- and part-time nature in the community; in Norwalk, I don't have the exact figure, but it is something like 100 to 150 people who have been able to find jobs, mostly part time.

Now, the Foster Grandparent program, of course, represents a breakthrough, we believe, in creating a new kind of service role, and a new kind of employment role for older men and women.

But we are running into problems. I think one would have to say there are real obstacles to maintaining employment levels of older people today. This is one of the reasons why the administration is also up on other legislation this year. The recommendation on limita-

tion of age discrimination in employment, the strengthening of the Federal-State employment service program, the ability to give help to the older worker who is being displaced or who has difficulty finding a job. We are up against many major problems.

Mr. REID. If I may ask you this, what is the community attitude you find in some of these cities? Do you find the companies basically are willing to look at enabling men or women, irrespective of age, to work, or are you finding they look at the age first and frequently show something less than enthusiasm thereafter? The Secretary referred to the need of education, but what are you finding? Are you able to place a senior citizen as well as a man, say, in his thirties or forties?

Mr. BECHILL. My own opinion is, that where there is community awareness, community education of this kind of problem for older people, which is a very serious one, there are some results, and there is interest. I don't believe that employers or unions or other organizations are this indifferent.

Mr. REID. Let me ask you this: Have you gone to any of the big companies and said, "Will you make an effort on the grounds of potential to bring in some people and just waive your retirement provisions or past practices"?

Mr. BECHILL. No, I don't think I have personally, but I think there have been experiences in the country where this has been done with private companies.

Mr. REID. Isn't that something we, as a nation, are going to have to do?

Mr. BECHILL. I think so.

Secretary GARDNER. That is a good idea.

Mr. REID. Thank you, Mr. Secretary, and Mr. Bechill, and Mr. Chairman.

Mr. DANIELS. Mrs. Green.

Mrs. GREEN. Mr. Secretary, this is a bill before another committee, but what is the Department's recommendation on outside earnings for Social Security recipients?

Mr. HUITT. It goes up from \$1,500 to \$1,680. That is not a very large increase.

Mrs. GREEN. Has a study been made of this and what it does?

Secretary GARDNER. In terms of increasing outside earnings allowance?

Mrs. GREEN. I am thinking of two particular problems. One is the exploitation. I am sure there is exploitation of elderly people on Social Security. I have in my office some employers' advertisements: "Wanted: Social security recipients who will work for \$100 a month" so they will earn just under that \$1500 ceiling in a year.

The second problem is in terms of the individual who really in some cases is forced not to work or at least is persuaded not to work when they would prefer to work and earn their own way. The Government, I think, encourages people to lie. I have had people come to me and say, "Will you pay me a particular amount and anything above that in cash?" I think this \$1640 ceiling has a very, very bad effect. I don't see a single thing good about it.

Mr. HUITT. \$1,680.

Mrs. GREEN. All right, \$1,680, it doesn't make any difference. It is my understanding that an Admiral or General can retire on full retirement at \$18,000 a year, and accept a job in private industry at \$100,000 a year and the Government does not penalize him one dime. It does not say, "For every dollar you get from Remington-Rand or some other company, we are going to take off a dollar from your retirement pay as an Admiral or General."

It seems to me this is the most unfair thing we have against older citizens in the country. In fact, I think it is far more important than everything else in the bill when we think of the number of Social Security recipients in the country. It would be much better if we had the ceiling raised in the bill to \$2700, which I think is a minimum. If I had my way, in fact, I would take off the ceiling and encourage them to work as much as they can and as much as they would like to work.

Mr. REID. If the gentlelady would yield, I couldn't agree more, and I think what we are talking about is not a fiscal amount, although it is important, but the fact that we are penalizing initiative and, further, that there is now a double standard under Social Security: a senior citizen not being tagged for unearned income of stocks and bonds and someone who is not so fortunate and goes out to work part-time to pay for his grocery bills and children and what-have-you and is penalized under Social Security. I think morally this is unfair and wrong and contrary to what we should be doing.

Secretary GARDNER. You are not alone in those criticisms. This is probably the most frequently raised question with respect to the Social Security provisions, and the traditional stand has been that Social Security payment is a system of insurance against unemployment up to the age of 72 and to convert it to a straight annuity system beginning at 65, which the no-ceiling suggestion you make would do, is perfectly possible but very expensive, as you know, extremely expensive.

Mrs. GREEN. Haven't we abandoned the original purpose of Social Security? It should be an insurance program. Hadn't we abandoned it when we added Medicare? I am not critical of this and I support it, but we have abandoned the original purpose and I don't think we can defend Social Security on this basis any longer; can we?

Secretary GARDNER. I guess we haven't abandoned it really. We really think it still is a replacement of income.

Mrs. GREEN. What about title 19, Social Security?

Secretary GARDNER. Well, I won't say it is now only replacement income, but I say still at the heart of the program is something that we think of as replacement income.

Mrs. GREEN. Let's add one other title that will take off the ceiling.

Mr. HUITT. May I say that the insurance notion here is that the person is insured against not having a job after a certain age. This does not answer your criticism about the ceiling, but it does say that the insurance scheme is against a certain thing, which is being unemployed past a certain age. It is not intended and it could cost a couple of billion dollars more if people would draw a certain amount of money after a certain age regardless of whether they work or not.

Mrs. GREEN. I just must say that I think it is a lot of nonsense to have Social Security payments of \$70, and I heartily applaud the President's recommendation to increase this. But it is nonsense to have

such small Social Security payments and a ceiling on earnings and then play the part of a patronizing uncle, to furnish "meals on wheels" and "green thumb" jobs when older people would rather get out on their own and maintain a dignity without the handout and the Federal programs. It just seems to me basically that this would be a far superior way of helping older people.

Mr. DANIELS. The hour has grown late. I notice it is a quarter to 12, and the bells will be ringing shortly to indicate the House will meet at 12 o'clock. Commissioner, do you desire to proceed now, or to return tomorrow morning? My colleague Claude Pepper is scheduled to appear tomorrow, but I believe his statement will be short, and we will hear you immediately thereafter, because I assume my colleagues will have pertinent questions to ask of you, I would prefer not to have you testify here this morning and dismiss you summarily.

Mr. BECHILL. I will be glad to return in the morning.

Mr. DANIELS. Thank you. And I want to thank you, Mr. Secretary, for the entire panel.

We are adjourned until tomorrow morning at 10 o'clock.

(Whereupon, at 11:55 a.m. the subcommittee adjourned, to reconvene at 10 a.m., Thursday, May 11, 1967.)

AMENDMENTS TO THE OLDER AMERICANS ACT OF 1965

THURSDAY, MAY 11, 1967

HOUSE OF REPRESENTATIVES,
SELECT SUBCOMMITTEE ON EDUCATION
OF THE COMMITTEE ON EDUCATION AND LABOR,
Washington, D.C.

The subcommittee met at 10:10 a.m., pursuant to adjournment, in room 2261, Rayburn House Office Building, Hon. Dominick V. Daniels (chairman of the subcommittee) presiding.

Present: Representatives Daniels, Mink, Reid, and Steiger.

Also present: Daniel Krivit, subcommittee counsel.

Mr. DANIELS. This Select Subcommittee on Education will now come to order.

Present today with the chairman, sitting on my immediate right, is Congresswoman Patsy Mink of the great State of Hawaii.

Mrs. MINK. Thank you.

STATEMENT OF HON. CLAUDE PEPPER, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF FLORIDA

Mr. DANIELS. Our first witness this morning will be the Honorable Claude Pepper of the State of Florida, one of our distinguished Members of the Congress. I welcome you, Mr. Pepper. I notice you have a prepared statement. I would like to say you may proceed in any manner in which you care to testify.

Mr. PEPPER. Thank you very much, Mr. Chairman, for your kind introduction and for the privilege of being here with you and this distinguished committee. I wish warmly to commend all of the great work you have done in the past, and we all anticipate there will be constant improvement in the Older Americans legislation.

I have been interested in the subject, as you have, for a long time, and I was happy that some of the things I have been advocating were embodied in the Older Americans Act, sponsored by our late great friend, the gentleman from Rhode Island, Mr. Fogarty, which became law in 1965.

As you know, we have a large concentration of senior citizens in Florida. As a matter of fact, since 1960, the older population of Florida has increased by 34.4 percent, so we now have by estimate 743,000 people 65 years of age and older in the State of Florida.

Our senior population embraces 12½ percent of our total population. Iowa has a larger percentage of senior citizens in its population but ours is growing very much more rapidly than Iowa, so in a short

time we estimate we will have the largest concentration of senior citizens in the Nation.

Our people have tried to cooperate with the program, to take advantage of the Federal legislation which has been so wisely enacted in the past at the community level trying to provide assistance and cooperation that made possible the establishment of a lot of community centers and a lot of facilities.

We have some that we think are very desirable.

However, there are many improvements, I think, that can be made in the program. We are very happy we have in Florida a senior citizens' program where we are demonstrating the experimental food services, in five centers in our Greater Miami area, where nutritional meals are served and where other activities you would expect to have at a senior citizens' center are sponsored.

I think a very significant step forward was made recently by the Government in inaugurating the senior teachers' aid program. That was called, I think, a demonstration project, but I think we have just begun to touch the potential of the senior citizens of this country as contributors to our national progress, prosperity, and welfare.

Only last Sunday, I was requested to join for lunch a retired businessman; I think he is about 65 or 66 years old, and he is a member of the Small Business Advisory Council. He has been a successful businessman. He is an esteemed citizen and is on the advisory council of one of our leading banks in the area. He said, "I want to do something." He said, "I am performing some important duties, I feel, as a member of the Advisory Council for Small Business, but that is not enough of what I can do."

He said, "What can I do? I am not particularly interested in the remuneration I get for my work." I said, "The teachers aid program might offer you some opportunity of service. You call up the superintendent of instruction and say I asked you to call him and see if you can fit." He said, "How much does it pay?" I said, "\$1.50 an hour." He said, "That is all right; I am not particularly concerned about how much I am getting."

Now, if we can expand the training program for senior citizens, there is an immeasurable potential here of valuable contributors to our country's interest and welfare.

I don't mind saying I am 66 years old. Suppose I had nothing to do. I have lived an active life all of my life; I would be miserable if I didn't have something to do that gave me a sense of satisfaction that I was a part of my time, a part of the stream of life that is moving through this present era.

So I hope that this aspect of the senior citizens program will be largely expanded and that this demonstration project will be a very successful one.

Now I have a bill pending and I don't mention it here in my prepared statement, but I will now, if I may, to clarify the Full Employment Act of 1946. I had a little bit to do with the inauguration of that act in the other body and I have always been very proud of the fact I did have some participation in it, but in respect to the matter of providing a climate as that act authorizes and requires our Government to do in which all of the people of this country who are ready,

willing, and able to work will find a decent job, not to give them a job but to provide them an opportunity for a job, my bill provides that that act shall be interpreted to mean that there shall be no lack of opportunity that is spelled out there for either women or senior citizens.

I think a lot of time these policies of retirement which are of a compulsory nature are all wrong; I think you ought to be required to retire when your usefulness is no longer adequate to perform the functions you are expected to perform. I don't believe the predicate upon which those retirement policies are established; namely, "we have not enough jobs for everybody who wants to work and is ready and willing to work, and we have to push the older ones out so there will be jobs below for the younger ones"—that is wrong. This dynamic America can provide jobs for everybody, women who wish to work and men who are willing and able to work, regardless of their age.

Mr. DANIELS. I couldn't agree with you more.

Mr. PEPPER. I am sure you do, and I am sure the able gentle lady from Hawaii feels the same way about it, and in your position here, you have a great opportunity to further that idea.

Now, there is one other thing. Last Sunday, in my district, I attended a program put on by one of our banks, the County National Bank of North Miami Beach of Florida. They started at 1:30 in the afternoon, and the officials asked me to come there to observe the response and to see what they were trying to do. It was a program offering physical examinations in the four or five different spheres to senior citizens—blood tests and certain other tests, eye and ear tests, and several other tests. They had appropriate people there to conduct those tests and appropriate equipment for it.

Mr. DANIELS. Under whose auspices?

Mr. PEPPER. It was done by the County National Bank, but they had welfare people and county people and others come in. But the bank itself sponsored the program, and one of them was, they had representatives from pharmacists of the U.S. Veterans' Administration in the area. They evidently got these facilities from public agencies, but they incurred some expense to provide the personnel and some of it was volunteer personnel, but it was the bank itself, County National Bank, that sponsored this program.

So I went there and the place was jammed with senior citizens from early morning, whenever they opened, or rather before they opened the actual beginning of the examination, until I left quite a while later, and all of the afternoon the bank was filled with people, lined up way back to the door and outside and they were to get something that was approximate to a general physical examination.

That is one of the things I would like to stress—we should give more consideration to it, and in the whole of South Beach in the southern part of Miami Beach is one of the largest, I think, concentrations of senior citizens in all of Florida. It used to be St. Petersburg, but it is now Miami Beach.

There is one place where there is some opportunity for people to get a general medical examination, but it is grossly inadequate to the demands for that kind of service. You know those opportunities do not exist under medicare, as I understand it, and there is nowhere for a

senior citizen to go to get a general physical checkup without paying a considerable sum of money or having inadequate facilities, say, at some welfare center; so I wish consideration might be given to putting in a program which would have State and local participation which would make available a general physical checkup of creditable excellence, to at least all of the senior citizens that would like to take advantage of it. Many times they will discover things that would require that they go to a doctor or to a hospital right away.

Now, I have spelled these things out here. There are one or two additional things that I will direct your attention to. Of course, I am asking for an extension of the Older Americans Act that we now have and in addition to that, an increase in funds that will be available to carry out that program.

I also would like to state, Mr. Chairman, and members of the committee, that I am today introducing legislation which will provide for the creation of a National Community Senior Service Corps, which would tap the vast talent pool represented in the skills of thousands of older Americans.

Every community in the Nation is facing community needs not being met primarily because of inadequate arrangements for utilizing available manpower resources to meet these needs.

May I interrupt the prepared statement there. I have been thinking a great deal about the use of retired people perhaps in our poverty program. As we know, we are running into mounting resistance here to the continuation of our poverty program, of which, I am sure we are all in very strong support.

But one of the criticisms of the program is that there is too much money spent at the top for big salaries, and whether it is justified or not, we know that politically, an opponent of this humanitarian program can say, "Look, here is a man making \$15,000 and another making \$12,000 and another making \$11,000," and so on and so on, "and it is topheavy with people receiving a rather high compensation."

I think we can find, for example, the man I was talking about whom I had lunch with last Sunday, that fellow has run a big business and is in good health, he is a man of attractive personality and good temperament and the kind of man that has the attitude that I think would make him a desirable administrator in such a program: that fellow would jump at the opportunity, and he would work for a dollar a year, for that matter, and he would jump at the opportunity to go into that program to take over, for example, the loan program or some other part of the program where business experience and competence would be a valuable asset.

I am beginning to think that in every community where the poverty program operates, if we would put in one good top administrator who would be paid a decent salary, whatever the salary is, \$25,000, for example, he could serve as a combination supervisor-administrator and we could fill up all of the rest of the administration personnel from local senior citizens and volunteer businessmen.

The program would have so much more popular appeal if the overhead costs were reduced to a minimum and most of the money went to helping the people in the poverty group that need the help. These

senior citizens who have been successful businessmen would be a good example of the caliber of person available.

I have attended several luncheons of the Small Business Advisory Council in my area of Miami. Some of the men were formerly top men in some of the biggest corporations of the country. They eagerly came to the luncheon and are eager to be advisers to a small business having trouble. Businesses which cannot afford to hire competent personnel to run them. These men go out as sort of an avocation to them, as sort of a community service, to advise the businessman as to how he might correct the difficulties he is having. These men are available in large numbers. I just don't think that we are tapping this great resource which our country has. This is the reason I am proposing this bill which I call the National Community Senior Service Corps.

It has been estimated that there are nearly 5.3 million potential jobs in public service employment represented in social needs not currently being met. There are at the same time among our retired older people thousands of public school teachers, lawyers, dieticians, nutritionists, social-welfare workers and recreation workers, librarians, physicians and nurses, and, of course, businessmen.

Each of these persons could be utilized in public service projects without reducing the existing levels of employment or subverting prevailing labor standards. My bill would make possible a new program to utilize this talent and provide at the same time for new opportunities for our older citizens to continue to contribute to their communities.

My bill would also provide for money to construct and operate activity centers for senior citizens. Primarily in the building of the physical facilities. Currently under the Older Americans Act, no money is available for the construction of these centers which have demonstrated time and again their value in serving as a focus for programs for older people in communities throughout the country. Many more communities would be able to sponsor programs for recreation, information, counseling, referral, and education if resources were available to them to renovate existing structures or to build new facilities.

By the way, Mr. Chairman and members of the committee, when I speak of a community or senior citizens center, I am speaking about an institution which has something more than shuffleboard courts as we have in Miami. There should be game rooms and, of course, outside activities of various sorts such as tennis courts. There should be reading rooms where they could lounge, and enjoy motion-picture shows. Also lectures with appropriate slides of historical interest and, of course, lecture courses for the benefit of education. Possibly even training courses for the benefit of improving the skills of those who would like to take such instruction.

Then there should be the facilities for general medical checkups for them and maybe even first aid assistance that they might derive. In other words, it would be an approach to sort of a "poor man's club," a "poor man's center," where he can lounge and have recreational opportunity and enjoyment and obtain instruction, experience delight, and enjoy fellowship.

In St. Petersburg, Fla., where my wife's parents once lived, until he passed away, they have excellent centers but nothing nearly as complete as the above proposed centers.

My bill would provide the needed beginning in those communities where resources to build and operate centers and center programs are limited.

Mr. Chairman, the bills before this committee and the changes in the Older Americans Act I have just discussed are of major importance if we are to sustain the momentum which has begun at the local, State, and Federal levels to provide new opportunities for millions of older Americans to live out their lives in dignity and honor. I feel when a person has come to the senior time of life and has contributed a lifetime of service to this great country, at least the remaining years, the late afternoon and evening of life, they ought not to have to worry about the minimum satisfactions and comforts of life.

I commend this great committee on the opportunity you have to do so much for such a deserving segment of our citizens. Thank you very much.

Mr. DANIELS. Congressman Pepper, I want to congratulate you for a very fine statement. It is always refreshing to have you appear before the committees of this House and to listen to your testimony. You make a great and valuable contribution.

Mr. PEPPER. Thank you.

Mr. DANIELS. Mrs. Mink.

Mrs. MINK. I certainly want to join the chairman in expressing what a great privilege it is for the committee to have your statement and to have an opportunity to listen to the forcefulness of your commitments to the concept of providing a more meaningful life and program for our senior citizens. I am sure that the committee will take into very serious consideration the various suggestions you have made.

It occurs to me that we have attempted in our economic opportunity program to delve into this area of providing training and meaningful work opportunities for our senior citizens, and I wondered if our distinguished colleague was saying that perhaps we ought to take a look at that act also.

Mr. PEPPER. I do.

Mrs. MINK. And expand it and provide not only Foster Grandparent programs and Headstart but also senior citizens programs in other areas?

Mr. PEPPER. I thoroughly agree. Your committee here, I think, has jurisdiction to explore this whole field. Where you find even if it runs into another committee's jurisdiction, I think you could, at least, offer suggestions. I think you have the attitude and knowledge and background that make your interests very important to the country. I hope you will look into every aspect that affects the whole circumstances of their lives.

Mrs. MINK. One of the purposes of the act which the 1965 Congress so meaningfully put together, it seemed to me, was to attempt to bring together all of the information, all of the facts and knowledge that we have about programs for senior citizens and to create a sense of responsibility in our States and in our local communities that we should begin to think about these citizens who have contributed so

much up to now and who could continue to make this kind of contribution.

I wondered if perhaps the Congressman was suggesting to this committee that we ought to amend the act so that concrete recommendations would be forthcoming to this committee and to the Congress. This is precisely the kind of statement you made which now seems to be lacking in the bill.

Mr. PEPPER. I think it would be highly desirable to do so. I lived long enough now to see enough progress in this great country of ours where I could never be a pessimist. I remember in our youth how old people who would be poor would be relegated to the backroom somewhere or pushed off into a poor home. They were sort of a burden on so many of the younger people, their families, and sometimes the communities and the like.

Well, now we have gone so far beyond that to where we are now recognizing their dignity and we are trying to make things better and richer for them in their lives and the like. We still, of course, have a long way to go. I think your suggestions of inviting these recommendations and in keeping the greatest possible interest in the subject would be highly desirable.

By the way, Mr. Chairman, I don't want to leave the stand without commending the very excellent work or job that is being done by our able Commissioner on Aging, Mr. Bechill. You will hear him here this morning.

Mr. DANIELS. The Chair has one question, Senator. You mentioned you were a young fellow 66 years of age. I was wondering if you gave any thought to the definition of when a person would be considered old or a senior citizen?

Mr. PEPPER. I don't think age is the criterion. As long as I can say my blood pressure says it is 120 over 80, I think maybe I will last a while longer. I think we will all agree that these arbitrary calendar criteria should be abandoned and the opportunity of service should exist as long as one is ready, willing, and able to do it.

Mr. DANIELS. Whether a person is 55, 60, 65, or 70 years of age, he still may have much to contribute. He may have an alert mind or special skills or aptitudes that could be put to good use?

Mr. PEPPER. Yes. By the way, the other evening the distinguished people of New York gave a reception, and perhaps you were there, for a distinguished colleague, Mr. Emanuel Celler, and he revived my memory in his own very eloquent response on James Russell Lowell's address to his class on his 80th, I think he was 80 then, and maybe I have forgotten, but it was an old group, and the beauty of Lowell's address, you know, about the old people telling about the wonderful works of literature and the great performance of art which had been achieved by old people.

Of course, we just had Adenauer that died at 90, and Churchill died at 90, and the greatest part of Churchill's career began at 65. He would have been of far less stature in history had he not come to leadership of his country in 1940, and he was either 65 or 66 years of age.

So I think at the lower level we ought to try to get away from this idea of an arbitrary standard of years. Some people are old at 40 and others are young at 80. I think Gladstone learned Greek at 80 or began it. Thank you very much.

Mr. DANIELS. Thank you.

STATEMENT OF WILLIAM D. BECHILL, COMMISSIONER, ADMINISTRATION ON AGING, DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE, ACCOMPANIED BY JOHN T. GRUPENHOFF, SPECIAL ASSISTANT TO THE ASSISTANT SECRETARY FOR LEGISLATION, DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

Mr. DANIELS. Our next witness is the Commissioner on Aging, William D. Bechill, of the Department of Health, Education, and Welfare. Commissioner, the committee wishes to apologize to you for its inability to reach you yesterday. I realize how busy you are and the great responsibilities that are on your shoulders in administering this program on aging and regret you had to come back this morning.

Mr. BECHILL. Thank you. I am very pleased to be back here this morning, Mr. Chairman. I welcome this opportunity to appear before your subcommittee to provide further information on the provisions of H.R. 4261 and the experience we have had under the grant programs of the Older Americans Act.

Experience under title III of the act—Community planning, services and training: As Secretary Gardner indicated in his testimony, under title III of the act, allotments are made available to the States for community planning, services, and training. The allotments to the States are based on a formula of 1 percent of the total allotment to each State, plus a sum based on the proportion of the State's older population to the national population, age 65 and over. Ten percent of each State allotment or \$15,000, whichever is greater, can be used each year by the State for administration on a 50-50 matching basis. The remainder of the State allotment is used by the State for the support of local community projects conducted by either nonprofit or public agencies.

In order to participate in the program, each Governor was asked to designate a single State agency to administer the program. Each State was required to submit a State plan which outlines a broad program for its older population. After the State plan is approved, the States make available grants for:

1. Community planning and coordination.
2. Demonstration of valuable programs and activities.
3. Establishment of new or expansion of existing programs and activities such as information and referral services, voluntary services by and for older people, and for other related services and activities with a particular emphasis on senior centers.
4. The training of special personnel needed to carry out such programs.

As the Secretary indicated, a total of 45 State plans have been approved in 43 States, the District of Columbia, and Puerto Rico. Another six jurisdictions have designated an agency.

It must be emphasized that the allotments to the States underpin the broad role and responsibility of the States. The States carry a major responsibility for providing the same type of central concern for older people as the Administration on Aging holds on the Federal level. Planning, filling gaps, coordination, and stimulation of practical programs at the community levels through the projects are the basic approaches emphasized by the State agencies.

We believe that the Older Americans Act has strengthened the ability of the States in each of these areas. Prior to the passage of the act, a majority of States had limited resources to financially assist in the development of needed community planning and services. Those who have implemented title III now, at least, have a basic means of moving towards a more comprehensive and complete program.

Virtually all of the 45 States with approved plans are supporting the work of local councils or committees on aging. New Jersey, Texas, Washington, Minnesota, Maryland, and others are working through such local community groups in establishing both priorities and programs for action.

Many States are using title III funds to support the expansion of what Congressman Pepper described as senior center programs where a variety of both activities and services by and for older people can be provided. Oklahoma, for example, had given priority in its State plan to the development of such center programs in the early years. The opportunities for friendship, creative activity, and services by older people themselves generated by this type of program are now being amply demonstrated in some 128 projects throughout the Nation.

Another important result of the act under title III is the general effect it has had in increasing the interest and commitment of several States in developing necessary community services. Massachusetts, for example, has pending legislation to provide supplemental funds to local communities receiving grants under the act. Pennsylvania, New York, and New Jersey, which already had legislation of this type prior to the enactment of the Older Americans legislation, are continuing to supplement the title III allotments with State funds, and several other States are reporting similar plans for the future.

Another good illustration is Nebraska. Prior to the Older Americans Act, there was no separate State program for the aging in Nebraska. State legislation was passed in 1966 which established the Nebraska Advisory Committee on Aging. This committee now has an annual appropriation and staff to operate the program. From its allotment, it is supporting eight community projects, including two for community planning, two for center programs, two for health-related services featuring the use and employment of home health aids, a training program for community leadership in the State, and a similar program for those working in nursing homes and homes for the aged. Nebraska reports it is now about to approve six additional community programs.

The Nebraska experience is being borne out throughout the country. The increased level of authorizations, reflected in H.R. 4261, would help continue the projects that have been started by the various States and increase their ability to respond to new requests from local communities.

I might mention here, Mr. Chairman, that this program is developing with a great deal of flexibility. New and imaginative programs are being developed by State and local organizations and people themselves.

Experience under title IV and title V: Under the direct grants for research and development (title IV of the act) and the direct training grants (title V) we are striving for programs as comprehensive

and as varied as are the needs of older people. The \$6,400,000 authorized for the research, demonstration, and training grant program will provide for the continuation of about 49 projects approved during 1966 and 1967, and this authorization will fund many new research projects into problems of older people which up to now were set aside due to lack of sufficient financial resources. About \$2,665,000 will be required to fund second- and third-year costs of projects already underway. The remaining \$3,735,000 will be available for new projects. Approximately \$2 million of the \$3,735,000 will be used to support 33 proposed demonstration grants for pilot nutrition projects.

I want to speak now of the nutrition program. Under title IV a pilot program would be started to provide nutritional meals in central locations.

In every large community and in most smaller ones, there are older people whose physical health and personal well-being are threatened by poor nutrition. Dr. Robert Monroe, a noted physician, has stated that his prescription to conquer malnutrition is "equal parts of good food, good cooking, good health, good people to eat with, good places to eat, and good reasons for eating."

Dietary deficiencies may result from a variety of causes such as (1) faulty habits and faulty beliefs about food, (2) inadequate income which prevents persons from obtaining necessary foods, (3) inability to plan good meals, make trips to the grocery store and prepare food, (4) insufficient inspiration in preparing a meal to be eaten alone, (5) lack of dentures, (6) deterioration or changes in taste perception.

Poor nutrition has been found to cause loss of physical vigor, a tendency toward despondency, withdrawal from friends and society, and eventually dependency. Studies support the position that older people will improve and maintain their diets if provided the opportunity and encouragement to do so.

New approaches and techniques for meal preparation and services, greater use of prepared foods, appropriate packaging for the person living alone or the person with special dietary needs are some of the areas for further proposed research, development, and demonstration. Also, educational programs are needed to provide information on balanced diets and the preparation of foods. Since this is a rapidly developing area of service, there is a need to take stock of the problem and proposals being suggested.

Certain fundamental knowledge is needed to provide an appropriate "food and friendship" program.

Several of the pilot demonstration projects will seek to identify and develop innovative methods of providing a nutritious meal and friendship through the following types of group service programs:

(1) Arrangements in senior centers and other facilities which would enable preparing of meals in these facilities or contracting with private or public institutions for the preparation and delivery of meals to the center or purchasing of prepackaged or frozen meals which can be electronically heated.

(2) Home-delivered meals for persons who are unable either to prepare their own meals or go out for meals could be made available under the demonstration program through arrangements with: (a)

senior centers extending food service to the homebound, (b) hospitals preparing meals to be delivered by volunteers, (c) health and social agencies for delivery of meals.

(3) Cooperative cafeterias established and operated by and for senior citizens either in a social agency, private, or public institution.

We believe this proposed program arrangement for providing hot nutritious meals can provide benefits in addition to improving the nutritional level of older people. It can also serve to combat loneliness through the social contact that is present at meals. It can also serve as a vehicle for educational forums on nutrition, consumer education, and methods of preparing nutritious meals.

Of the \$2 million requested, a major portion will be used for demonstrations in senior centers. The feasibility of these settings for the provision of hot meals has been established in two small-scale demonstrations carried out during the last 2 years. Congressman Pepper mentioned one of these which is being conducted currently in the Greater Miami area, and another demonstration of this type is underway involving two senior citizen centers in Temple, Tex.

All of these efforts will be carried out in close cooperation with such agencies as the Public Health Service, the Department of Agriculture, and other organizations concerned with the nutritional needs of older people.

Overall, the research and demonstration projects currently supported point the way to involving greater numbers of older persons in community services, various types of employment, and leisure-time activities and pursuits. As part of our current demonstration program, several new approaches are being tested to provide better services to the isolated homebound and institutionalized aged. The same is true in several projects whose purpose is to demonstrate how the services of a senior center might be extended throughout a community.

In our research program, studies are underway to provide more accurate information and knowledge about such living arrangements as the retirement hotels, the growing problem of the older widow in the United States, and the degree to which present services may or may not be reaching the minority groups in the older population.

Under title IV, this requested authorization will permit more intensive exploration of additional problem areas. Examples of programs under consideration for fiscal year 1968 are:

- mobility and transportation;
- provision and utilization of various kinds of social services, and their cost effectiveness;
- communication and counseling, including information and referral services;
- development of and extension of new roles in employment and voluntary services which use the skills and energies of older people;
- further attention to the new and different types of living arrangements and housing; and
- leisure-time activities and recreation.

Similarly, the present funding levels in the title V training grants program we believe place major restrictions upon the capability of the Administration on Aging to adequately carry out the program envisioned by Congress.

The Administration on Aging is stimulating and supporting educational and training programs to provide personnel to plan, administer, coordinate, and staff new programs and services. The areas in which we find need for trained personnel are:

1. Planning, administration, and coordination of programs and services at Federal, State, and community levels.
2. Program assistants and aids; leaders of organizations of older people; information specialists and counselors.
3. Multiservice staffing of senior center programs in the country.
4. Managers of retirement housing projects for those who are managing or staffing various kinds of retirement housing programs.
5. Administrators of homes for the aged.

Our program plans call for encouraging and sponsoring:

1. Career education and short courses in the fields listed above.
2. Development of specialized training centers for career preparation and upgrading in any one of the priority areas listed above.
3. Training programs for semiprofessional and technical personnel to serve as assistants and aides in facilities and programs being developed or already established in this field.
4. Development of further opportunities for leadership training by those who are leaders of senior citizen clubs and organizations themselves.
5. Curriculums, textbooks, visual aids.
6. Recruitment material and career guides.
7. Definition and measurement of personnel needs in aging.

Under title V during 1968, we plan to further develop both long- and short-term training programs. We also propose to lay the groundwork for a comprehensive program of training of subprofessionals in the field of aging.

Mr. Chairman, I would like to point out there is urgent need for several thousand trained personnel at all levels in the field. This is a longstanding need that has been intensified with the implementation of such new legislation as the Older Americans Act and Medicare.

Subprofessional training or technical training will include areas such as recreation, home economics, employment services, and senior center work. The trainees in these latter areas will provide a much needed resource as ancillary personnel to work with specialists in aging at the community level. We plan to emphasize the selection of older people themselves for this type of training in order to provide opportunities to help others in their own age group as well as to develop suitable employment opportunities.

We also plan to support in 1968 one or two additional university-based institutes of gerontology or aging for the training of increased numbers of qualified people to work in the field. These institutes will offer interdisciplinary courses in gerontology—reaching those in other disciplines such as law, medicine, architecture, et cetera—as well as curriculums in housing, community planning, and senior center direction. They are aimed at achieving the maximum coordination of training efforts.

In total, we are asking for funds in this organization to train over 1,800 persons in 1968 to work in the field of aging in areas where trained personnel is required.

Conclusion: The extension of the grant provisions of the act and the increased authorization levels requested in the bill will enable the continuation of the projects approved during this fiscal year and will give the States the resources to start an additional 250 to 300 programs. Also, as we have discussed, the bill would increase the authorization level for the continuation of the research, demonstration, and training projects thus far supported under the act and will permit the support of many additional projects that will enable older people to live as active and contributing members of our society.

Before closing, Mr. Chairman, I would like to personally add I am very proud and pleased to have had the privilege and honor of serving in this capacity and continuing to serve in this capacity in what I think is a very fine and wonderful program that has afforded many opportunities to State and local communities and other organizations to develop and meet needs for the people in their own community. I would be pleased to answer any questions.

Mr. DANIELS. Thank you, Commissioner.

I would like to clear up a couple of ambiguities that resulted in the testimony yesterday and some of the information that has been disseminated on this subject of our senior American citizens. In the first place, this law which was enacted in 1965 provided for the funding of a 5-year program, and testimony was given here that in fiscal year 1966 there was an appropriation of \$5 million for title III and for fiscal year 1967 it was \$8 million.

With respect to funding for 1967 there has been testimony to the effect that \$6 million was made available. Now, there appears to be a discrepancy with respect to some \$2 million. Was \$6 million appropriated?

Mr. BECHILL. Yes, sir.

Mr. DANIELS. Or was it \$8 million?

Mr. BECHILL. No; as the law now reads, the authorization level for this year was \$8 million. The amount of money appropriated was \$6 million.

Mr. DANIELS. Now, of that \$6 million, what sum, if any, has not been used by reason of failure of some of the States to participate in the program?

Mr. BECHILL. Mr. Chairman, in the 10 States we discussed yesterday when this question was raised, the allotments available to them represented approximately \$1¼ million, and we will be glad to check the exact amount, but it is in that vicinity.

Mr. DANIELS. I believe Secretary Gardner stated that sum was frozen and was not reallocated, as you are authorized to do under the statute?

Mr. BECHILL. That is correct.

Mr. DANIELS. And the reason for that was that you wanted to economize?

Mr. BECHILL. The decision was made by the Administration and the Department.

Mr. DANIELS. But you came before us today and you ask for an increase in the authorization for fiscal year 1968 to \$10,550,000. Now,

in view of the policy of economy that was followed last year, how do you justify an increase in the authorization from last year's \$8 million to next year's \$10,550,000?

Mr. BECHILL. The law provided a one-time carryover provision so the money not committed by the States during fiscal year 1966 could be carried over into the second year of the program for commitment during fiscal year 1967. The \$10,550,000 authorization level represents our best estimate of the level that we think will be required to continue projects committed during fiscal year 1966-67 and will permit in addition an expansion in the order of about 250 new projects. We had \$5 million, as you know, available in 1966 and \$6 million available in 1967.

Now, the utilization by the States has, of course, varied because the State plans have not been approved simultaneously; there has been a gradual building up of this by the States. The first State plans were approved in December 1965. The last State was the State of Oregon last month, so this has been staggered over a period of the last year and a half.

Mr. DANIELS. Well, \$10,550,000 is your best estimate for the carrying forward of existing programs and programs that you would like to institute; that is, new programs?

Mr. BECHILL. That is right. We are estimating this.

Mr. DANIELS. Does that figure contemplate that all 50 States will participate in the plan together with these?

Mr. BECHILL. No; the \$10,550,000 estimate was based on utilization in the fiscal year of some 45 or 46 jurisdictions, not the full 55 jurisdictions.

Mr. DANIELS. What about the frozen funds?

Mr. BECHILL. We hope there is a change in that decision, but we were looking at the continuation costs that were being built into the grants that had been approved by the various States. Insofar as we can see, we will have continuation costs going into the next fiscal year for the support of the community projects of about \$7½ million. This does not include the administrative costs that are made available as part of the allotments to the States that are being used for administrative purposes by the States.

Mr. DANIELS. Does the law require you to use those frozen funds within a certain period of time?

Mr. BECHILL. The provisions in the law on allotments, Mr. Chairman, are optional, and at the discretion of the Department. The allotment section is included in section 302 of the act.

Mr. DANIELS. I was of the impression that any unused part of the funding by the Federal Government to your agency would have to be used within a period of 1 year after the year for which it was appropriated; am I mistaken on that?

Mr. BECHILL. If the allotment has been made to a State, Mr. Chairman, I think the law reads that it would have to be committed by the State within the fiscal year in which the funds were appropriated. However, once these allotment funds have been committed, a State agency has 2 years in which to liquidate its obligation.

Mr. DANIELS. Well, that brings me up to the second thought about which there appears to be some confusion. Your office issued a book-

let entitled "Older American Act, Public Law 89-73"; the one I have in my hand is a reprint of August 1965, and on page 7, there is a paragraph which reads as follows:

To insure the State's allotment will be used to encourage work for the elderly in local communities, States must pay 75 percent of the cost of projects developed by the communities during the first year, 60 percent of the cost for the second year, and 50 percent of the cost for the third year.

Now, the point of confusion is this: The 75 percent, the 60 percent, and the 50 percent referred to in there, is that money part of the money funded by the Federal Government or is this the State's share to the local community?

Mr. BECHILL. Yes. First of all, I can understand the confusion there, Mr. Chairman, because the publication is inaccurate. When was this dated?

Mr. DANIELS. August 1965.

Mr. BECHILL. August 1965. Actually, the money that goes to the State is the Federal money. The State then makes available from their allotment 75 percent of whatever the total community project amount is, once they approve it; so you are correct.

I know we have corrected this in some of our later information.

Mr. DANIELS. In other words, the 75 percent, 60 percent, and 50 percent are actually the Federal funds which have been authorized and appropriated by Congress. Now, as to the difference between the 75, 60, and 50, the percent figures, and 100 percent, who makes up that difference—the State or the local community?

Mr. BECHILL. It is usually the local community. In some States, the State also is matching a portion or a part of the non-Federal share of the community project.

Mr. DANIELS. Isn't that what occurred in the State of New York, for example?

Mr. BECHILL. Yes, it is.

Mr. DANIELS. New York and what others?

Mr. BECHILL. New York and Pennsylvania and Hawaii, and I think there are several other States that are either matching funds or making plans to do so in the future.

Mr. STEIGER. Will the chairman yield at that point for a brief moment. Would it be possible for you to supply us with a breakdown of the States that do match?

Mr. BECHILL. Yes, Mr. Steiger, we will be glad to do it.

Mr. STEIGER. Thank you, Mr. Chairman.

(The information referred to follows:)

STATE FUNDING OF PROGRAMS FOR THE AGING

Several States make financial commitments over and above the requirements for participation under the Older Americans Act. This support by the States should assure a high possibility of continuation after the termination of Title III funds.

In New York and Illinois, State support of Title III projects is determined by a set percentage which applies across the board to all grants. Pennsylvania has followed a formula for State support of a significant number of its projects, while Delaware and Hawaii are making awards of State monies to grantees on an as-needed basis to assist those agencies which would not otherwise be able to meet the matching requirements for participation in the program.

NEW YORK

The State of New York has budgeted \$200,000 to meet half of the local share of project costs. This amounts to 12½% of the project cost during the first year, while the grantee provides the remaining 12½%. The balance of the cost is met by Federal monies. Also, the New York State Department of Education subsidizes local recreation programs for the aging by contributing to local units of government on the basis of twenty-five cents for each person over 65.

ILLINOIS

Illinois has made available \$100,000 to be used for supporting programs in aging. Experience indicates that grantees were having difficulty in raising the required local share. Accordingly, the State is sharing the local cost equally with the grantee.

PENNSYLVANIA

Pennsylvania has budgeted \$150,000 for programs in aging. A majority of the Title III projects receive State support amounting to 25% of the total project cost. With the county providing an equal share of the cost, Federal support amounts to no more than 50% of the total cost in these projects. The State has also funded seventeen projects to date which do not participate in the Administration on Aging program.

HAWAII

In Hawaii there is no specific formula of support, and each project is judged on its own merit. Approximately \$100,000 has been appropriated for programs in aging, with a portion of the funds going directly to institutions and organizations for programs which are unrelated to Title III.

DELAWARE

Delaware supplements local and Federal funds with State funds for programs serving older persons. Without attempting to apply a formula, a budget item of \$20,000 has been designated for support of projects for senior citizens.

Mr. DANIELS. I will just ask one more question. In order to acquire closer coordination among Federal agencies which have programs affecting older people, the Commissioner on Aging has been designated as Chairman of the Executive Committee on the President's Council on Aging. This interdepartmental council created by the Executive order of the President serves as a means to keep Federal departments informed of developments in aging, for discussing proposed program operations, and for focusing on areas of joint agency concern.

My first question is, how often has this Council met in the past year?

Mr. BECHILL. We have had three meetings during 1966. We also have had practically daily or weekly consultation and discussion with various of the agencies which are represented on the Council and others who are working in the departments in this field.

Mr. DANIELS. When did the Council last meet?

Mr. BECHILL. I think our last meeting was in January or February—the executive committee meeting.

Mr. DANIELS. Can you state to this committee what have been some of the tangible results of meetings of this Council?

Mr. BECHILL. One of the things that we are doing now is to assemble the report of the President's Council on Aging, as I mentioned yesterday. We have been getting the final reports back from the agencies who are represented on the Council and we plan to move ahead toward final publication.

Mr. DANIELS. When do you anticipate that report will be available?

Mr. BECHILL. We would like to see that the report would be avail-

able some time in June. But I must also state that in our request this year for staff before the Appropriations Committee, I pointed out that we have had a real problem in adequately staffing the work of the Council. We do have the information back in from the agencies. It is in a rough-draft form. It is being edited now, and it will be a complete listing of the activities being conducted by the various departments who are represented on the Council. It brings up to date a rather extensive number of activities that are now underway.

Mr. DANIELS. Would you be kind enough to furnish this committee with a copy of that report?

Mr. BECHILL. Yes, sir.

Mr. DANIELS. Will you, please?

Mr. BECHILL. We will be glad to do it.

Mr. DANIELS. I recognize the gentlewoman from Hawaii.

Mrs. MINK. Thank you very much, Mr. Chairman. What is the actual expense of operation of your agency in the Department of Health, Education, and Welfare?

Mr. BECHILL. The administrative cost?

Mrs. MINK. Yes. I notice it is not funded under this act, so I assume that it is incorporated in the departmental budget which was presented to the Congress. Can you give us a rough idea of what is actually being requested for the functions of this office?

Mr. BECHILL. I shall be glad to. The annual administrative expenses currently are \$1,275,000.

Mrs. MINK. And are all of the activities of this Administration centered in Washington?

Mr. BECHILL. No, Mrs. Mink.

Mrs. MINK. Or are some of your staff distributed in the States?

Mr. BECHILL. We are the newest and smallest agency of the Department. I mentioned yesterday we have a total staff authorized of 87 positions. Twenty-seven of those positions are located outside of the central office here in Washington. We have a regional representative and assistant regional representative on aging and and a secretary in each of the nine regional offices of the Department. Their job primarily is to work with the States and also to carry out many other functions for the Administration. They represent the Administration in the national program.

Mrs. MINK. How much of the \$1.2 million which is required for the operations of the Administration on Aging under HEW is spent on the publishing, preparing, and disseminating of materials dealing with the welfare of older persons, which is listed in subparagraph 6 as one of the duties of your office which incidentally I consider as a very essential part of the work of the organization. I am interested to know in your allocation of the funds how much has been spent in this particular area.

Mr. BECHILL. Well, in the total budget, the amount of \$81,000 is available for printing and reproduction. In addition, a part of the budget for supplies and materials, \$1,500, goes into the public information activity. We have a public information staff that consists of 10 persons—six professionals and four clerical people—here in Washington, who answer and respond to approximately 750 inquiries a week that come in from various sources.

In addition, we have distributed an estimated 300,000 pieces of literature and information throughout the country. This is one of the heaviest parts of our current workload.

Mrs. MINK. Another section which I think is vital is subparagraph 5, which deals with providing technical assistance and consultation to the States and political subdivisions. What portion of your total program is devoted to this kind of field assistance to our State offices?

Mr. BECHILL. I would say that at least half of our staff commitment is devoted to this particular responsibility. It has been necessary especially in this first year and a half which has involved extensive relationships with State Governors, with State agencies on aging, with development and review of the original State plan, and with the analysis of the projects that are being awarded by the States.

We have in our organization an Office of State and Community Services. This consists of seven professionals. Also, the great part of the work of the regional representatives has been directed to providing this kind of consultation, particularly to the States.

Mrs. MINK. Following the chairman's question about the allocation of funds and the carryover balance of \$1.25 million which will exist at the end of this fiscal year, you mentioned that the authority for the carryover of these funds to succeeding fiscal years is contained in section 302. I wonder if you could direct my attention to the specific language in that section, since I am unable to pinpoint this section myself by reading it over.

Mr. BECHILL. Mrs. Mink, the language is found in section 302(b), starting with "The amount of any allotment to the State" and follows through 302(b).

Mrs. MINK. 302(b) has only to do with reallocation of funds that are not utilized by States who have not submitted a plan. I don't see mentioned in that (b) section about the carryover of unused funds.

Mr. BECHILL. I am sorry; I misunderstood you.

Mr. STEIGER. In section (c).

Mr. BECHILL. It is in section (c) of section 302.

Mrs. MINK. As I read section (c), Mr. Commissioner, the limitations are that the funds must be used prior to the end of such year and only in the case of allotments for the fiscal year ending 1966, may it extend to July 1, 1967, and I don't see any further authorization for carryover balances beyond those funds that had been authorized and appropriated for the last fiscal year of 1966. I wonder if that point could be clarified, if not immediately, as soon as possible and when such information is provided the committee, Mr. Chairman, that it be entered into the record of the hearing because I think it is a very important point; that whatever funds are appropriated and reserved for this program that they not be forfeited because of the failure of the Secretary to reallocate the funds as this act specifically provides.

Mr. DANIELS. I agree with you.

Mr. BECHILL. Mrs. Mink, I appreciate the help I received from a member of the committee in locating the section, but this is a carryover provision which did not carry over into this fiscal year.

Mrs. MINK. That is the appropriation of 1966 fiscal year?

Mr. BECHILL. Yes; the first appropriation of \$5 million carried over, the uncommitted amount carried over into this fiscal year. However, the carryover provision applied only to funds unused in fiscal 1966.

Mrs. MINK. So what happens to the unused \$1.25 million unused in this fiscal year?

Mr. BECHILL. It will not carry over under the present law and must be returned to the Federal Government.

Mrs. MINK. Will not carry over.

Mr. DANIELS. Well, that is the point I have been driving at—how it would be used—if it could be used.

Mr. BECHILL. It will lapse, Mr. Chairman.

Mrs. MINK. Did you not testify, Mr. Commissioner, that you were basing your request for \$10 million on the assumption that you would have the \$1.25 million carryover balance to supplement the existing projects which have already been committed by your office?

Mr. BECHILL. No; I don't believe I implied that in the testimony, Mrs. Mink.

Mrs. MINK. I understood—I am sorry—I understood you said that the \$1.25 million would carry over and that this was taken into consideration and, despite this, that you were still in need of \$10.5 million for the forthcoming fiscal year.

Mr. BECHILL. No. Let me try to explain. The amount of money that is available during this fiscal year for the title III grant programs is the \$6 million that was appropriated by the Congress and the amount carried over from last fiscal year, and that amount approximately was \$3.7 million.

Now, the \$1.25 million that the chairman mentioned represents the amount of money of the States or the jurisdictions who have not submitted a plan under title III, that represents the combined total of their allotments.

Mrs. MINK. Now, let me ask if I have this current year's situation accurately in mind. You had 3.7 carryover from fiscal year 1966?

Mr. BECHILL. That is correct.

Mrs. MINK. Added to the 6 million which was appropriated for fiscal year 1967, you actually had \$9.7 million funding for this current fiscal year?

Mr. BECHILL. Yes.

Mrs. MINK. However, \$1.25 million was not allotted to the communities and, therefore, the agency actually had \$8.5 million utilized under the title III portion of the bill?

Mr. BECHILL. This is the best estimate at the moment.

Mrs. MINK. I see. The \$10.5 million which you are requesting for the next fiscal year then will maintain the \$8.5 million in existing programs and also make provisions for new projects?

Mr. BECHILL. Yes.

Mrs. MINK. Now, I understood in your direct testimony to the committee that it was \$7.5 million that was needed for continuance of the project grants that were in existence. How do you reconcile these two figures?

Mr. BECHILL. The major difference between the \$7.5 and \$8.5, is that the \$7.5 is the amount available to the States for project support, and the \$8.5 million includes both funds for administration and support of community projects by the States.

Mrs. MINK. Are part of the funds under title III reserved for the administration of the State plans?

Mr. BECHILL. Yes.

Mrs. MINK. What funds under the current fiscal year were reserved for the administration?

Mr. BECHILL. Each State may use \$15,000 or 10 percent of the allotment, whichever is higher, so that the total amount for administration of the State plans would represent about \$800,000 or \$900,000. I would have to check on the actual total.

Mrs. MINK. I have one final group of questions, Mr. Chairman. These are dealing with the portion of your testimony relating to the emphasis which you hope to give to the nutrition program. Now, I think this is a wonderful idea, and I would hope that many of the States' programs are moving in this direction. I recognize the need for the Federal Government to provide the initiative and the innovation in this area and would certainly concur that this program is essential as part of your research and development programs under title IV and title V. I wondered if you could tell the committee the specific degree to which other Federal agencies are going to be called in to provide the necessary supplemental assistance that such a program would entail?

Mr. BECHILL. Yes. We have already had meetings with representatives of the Public Health Service and the Department of Agriculture. As part of the proposed demonstration, most of which would be conducted in the senior centers, there could be utilization of some of the other programs like the Food Stamp Act, which is administered by the Department of Agriculture. The Public Health Service has already developed a good many educational materials and other information that could also be useful to the organizations that would be carrying out this program.

Mrs. MINK. Is the assistance you anticipate from the other Federal departments primarily advisory or are they prepared to make fund commitments and allocations from within their departments to be of assistance in developing this program?

Mr. BECHILL. No, Mrs. Mink. The major assistance would be technical and advisory. There might be exceptions to this. For example, in utilizing the food stamp program we would certainly want to call on the Department of Agriculture and the agency who administers food stamps, or in the case of surplus commodity programs, because this program has also been made available to the centers in the two demonstrations mentioned in the testimony.

The Public Health Service could stimulate whatever help and assistance through State and local health agencies could be made available to the actual sponsor of this kind of demonstration at the community level. We certainly will encourage this.

Mrs. MINK. Under the title IV and title V provisions of the act, were there any carryover balances from fiscal 1966 and will there be any carryover balances from fiscal 1967?

Mr. BECHILL. No, Mrs. Mink. There was a very small amount that was not used for title IV and title V during last year this year we will again use virtually the full amount.

Mrs. MINK. As I understand titles IV and V, these are grants to private agencies?

Mr. BECHILL. They are to both private and public agencies.

Mrs. MINK. Do you have a breakdown of the distribution of these research development grants?

Mr. BECHILL. We do.

Mrs. MINK. I wonder, Mr. Chairman, if this could be provided to the committee?

Mr. DANIELS. Would you be able to do that, furnish this committee with a breakdown of the distribution of these research development grants?

Mr. BECHILL. Yes; we will be glad to, Mr. Chairman.

Mr. DANIELS. How soon may we expect them?

Mr. BECHILL. Whenever is your pleasure. We do have a list and would be glad to make it available today.

Mr. DANIELS. Well, it would not be necessary to have it done today, but we would like to have it within the next week.

Mr. BECHILL. Certainly.

Mrs. MINK. I would ask unanimous consent that whenever this information is provided that it be inserted in the body of the hearing at this point.

Mr. DANIELS. Without objection, it is so ordered.

Mrs. MINK. Thank you.

(The information referred to follows:)

TITLE IV—RESEARCH AND DEMONSTRATION GRANTS

ARKANSAS

Arkansas Farmers Union, Little Rock, "Community Activities for Senior Arkansans, CASA," One-year project, \$74,995

Under this demonstration project, county-wide senior citizens centers are being organized and operated in six rural counties. The purpose of the project is to provide impetus for the use of senior citizens in running senior citizens centers and to design a model which may be applied generally in the rural areas of the region. The program and activities conducted by the centers are attempting to meet the most pressing needs of the relatively isolated rural population of all economic levels living in these counties.

CALIFORNIA

Allied Senior Citizens Clubs, Inc., Los Angeles, "Operation Reach-Out," Two-year project, \$25,120

This project is designed to demonstrate and test ways in which senior citizens organizations can provide leadership in meeting the needs of older people. The Allied Senior Citizens Club which represents 100 senior citizens clubs with some 25,000 members is designing and demonstrating effective ways of using 4 paid field representatives and several hundred paid volunteer workers over age 65 in organizing lonely, discouraged, and shut-in older persons to help each other and thereby themselves. The efforts are focused primarily on rooming houses and other areas where large numbers of older persons live. The volunteers are going into areas such as East Los Angeles, Watts, Riverside, and San Bernadino Counties, South Los Angeles, and Westwood. As its title, "Operation Reach-Out," symbolizes, the program is designed to demonstrate more effective use of volunteer leadership and volunteer workers in reaching those older people unfamiliar with the services available to them.

Community Welfare Council, San Diego, "Protective Services for Older People in San Diego," Three-year project, \$69,977

This project was developed in collaboration with the Bureau of Family Services of the Welfare Administration to explore the need for developing a program

to provide protective services for individuals who do not have such services available at present. The needs of physically or mentally incapacitated older persons for protective services are being determined. The most feasible method of delivering these legal, medical, social and economic services are being explored. Through the provision of protective services beyond those characteristic of local public welfare services, it is expected that many of the older people participating in the project will be helped to remain in the community rather than requiring institutional care.

Langley Porter Neuropsychiatric Institute, San Francisco, "Geriatric Psychiatric Outpatient Program Development," Three-year project, \$56,216

This project is demonstrating the benefits to be gained from a hospital based psychiatric outpatient program. A primary objective is to determine the extent to which such services may (1) reduce the need to remove older people from their home and their families and (2) improve their relations with their families and the rest of the community for the mutual benefit of all. The demonstration program draws heavily on community services to help approximately 500 older persons experiencing emotional crises resulting from factors such as physical illness, bereavement, retirement, and economic distress.

Los Angeles County Federation of Labor, AFL-CIO, Los Angeles, "Los Angeles Labor Retiree Research Project," One-year project, \$26,052

This research demonstration project is designed to reveal ways in which labor unions may better serve their retired members. In the demonstration, the economic, social and psychological needs of 1,250 retired members of 450 affiliated union locals are being studied. As a result, the Los Angeles County Federation of Labor plans to determine the activities and services which would be of most benefit to the retirees. A significant part of the project is to use this information in organizing and operating community programs which would be particularly helpful in meeting the needs revealed.

Northern California Presbyterian Homes, Inc., San Francisco, "Evaluation—Large City Elderly Service Program," One-year project, \$8,810

This project is a feasibility study of the use of a comprehensive, interdenominational approach to providing services through senior centers. It seeks to develop an efficient model for providing comprehensive health, nutrition, and social services in housing for the elderly. These services will be provided through the use of a system of 15 satellite centers serviced out of a central facility. Problems being considered include (1) facilities and equipment required, (2) administrative staffing needs, (3) operating costs, and (4) potential sources of support.

COLORADO

University of Denver, Denver, "Safety Courses for Older Persons," Two-year project, \$13,884

This research-demonstration project centers on a study of the involvement of older people in traffic accidents and of the practices associated with licensing and insuring older drivers. The findings are to be incorporated in accident prevention materials for the instruction of older drivers and pedestrians. The project is designed to increase the safe mobility of older people and thereby heighten their opportunities for employment and participation in community activities. It will also assist in the development of fair standards for licensing and insuring of older drivers.

CONNECTICUT

The Greater Hartford Community Council, Inc., Hartford, "Survey of Service Needs of Aging in Greater Hartford," Two-year project, \$28,150

This project will use older people to make a survey of the service needs of the aging population in a complex metropolitan area containing 29 urban, suburban and rural municipalities. An inventory of existing community services will be developed, with information on the extent and use of the services as well as information on where gaps exist. The information is to form the basis for a planned program of development and coordination of services and activities for the aging throughout the metropolitan area. A principal concern is to include the needs of all social, economic, educational, and cultural categories in the over age 65 population.

FLORIDA

Dade County Public Schools, Miami, "Corps of Senior Citizens Teacher Aides," One-year project, \$42,082

This project will demonstrate the utility of employing qualified older persons as teacher-aides within secondary schools. Thirty senior citizens will be employed on a part-time basis to perform selected duties required of classroom teachers such as preparing classroom material, checking attendance and maintaining rating charts, checking objective tests and marking errors, setting up class experiments, displays and demonstrations and helping pupils carry out assigned routine practice exercises.

Florida Commission on Aging, Tallahassee, "Retirement Hotels: Functions, Services and Relations," Two-year project, \$42,780

This project was funded to conduct a study of retirement hotels in Tampa, Miami, and central Florida areas to determine their characteristics and the advantages they provide their residents. The findings are expected to provide information on such factors as the availability and utilization of home help services and social or recreational opportunities in the community; and the gaps in services, facilities and programs available to residents.

Senior Centers of Dade County, Inc., "Low Cost Meals for the Elderly," Three-year project, \$77,255

This pilot project is designed to demonstrate how multipurpose senior centers can best provide older persons with low-cost, nutritious hot lunches and take-out meals. Data on facilities, equipment, and manpower required is being gathered and analyzed. The problems being dealt with include the integration of nutrition programs with other on-going activities of the centers and the effective use of surplus foods and food stamps in the project. Within the year, one thousand senior citizens will be being served at least one hot nutritious meal each week day. These meals are served in pleasant facilities and in a social atmosphere designed to enhance the enjoyment of the meal.

ILLINOIS

Galena Park Homes, Peoria, "Comprehensive Coordinated Social, Health, Rehabilitation and Community Services Program," One-year project, \$5,000

This development project is seeking to create an improved pattern for organizing, implementing, and operating a full range of coordinated, comprehensive, social, health, rehabilitative, and other community services for older persons. The program is being developed under the direction of Galena Park Homes, a private foundation, in cooperation with the three hospitals of greater Peoria. The goal is a design which will serve as a model for such a program in Peoria as well as in other communities.

Roosevelt University, Chicago, "Widowhood: Changes in Role and Clusters," Two-year project, \$17,549

This project involves an exploratory sociological study of changes in roles upon being widowed. Three hundred recently widowed women in Chicago are being interviewed to determine what adjustments are made and how satisfactory these adjustments are. Attempts are also being made to learn more about the decisions faced by widows in such areas as employment, living arrangements, and social and family relationships. The data is being analyzed to discover the factors affecting these adjustments among two groups—those between 50 and 64 years old and those 65 and over. The information obtained will be used to improve counseling for widows and to develop other programs which will assist these women.

United Community Council of Champaign County, Champaign, "Planned Change in Social Provisions for Aging," Three-year project, \$24,334

This development project is designed to discover, describe, and apply an efficient and workable model for reorganizing the present system of fragmented services into a coordinated health, welfare and community services program easily accessible to older people.

Winnetka Public Schools, Winnetka, "Project for Academic Motivation," Two-year project, \$18,085

This project is developing procedures for use in recruiting, organizing, training and using older adults as volunteers to enrich extra-curricular activities in public schools. The primary focus is on developing an approach which will (1) provide satisfying activity for older adults with rich intellectual and cultural backgrounds and (2) contribute significantly to the vocational, social and cultural outlook of the pupils. This project is being carried out in 12 schools in 12 different communities.

YMCA of Metropolitan Chicago, Chicago, "Senior Citizens Mobile Service Project," Three-year project, \$66,718

This demonstration senior center on wheels will take activities and services into the homes and neighborhoods of formerly isolated older persons. Programs will be conducted for and with the elderly in familiar surroundings. Older people of the area will be used in finding others in need of help. The mobile van serving an area of 1,000 persons will transport older persons from their houses to the sites of health, legal, social and recreation services. The project should provide information which will help public and private agencies to plan for and meet the needs of older Americans.

INDIANA

United Community Services of St. Joseph County, Inc., South Bend, "Information, Counseling, and Referral Program," One-year project, \$38,683

This development and demonstration project seeks to (1) increase the proper utilization of community facilities and services for older persons through information, counseling, and referral while (2) simultaneously demonstrating the effective use of older persons as sub-professional interviewers and counselors in house-to-house interviews. The project will be conducted in selected target areas which represent a broad range of socio-economic characteristics of the community, to determine individual needs and the extent to which resources to meet them are available and utilized; and to determine the gaps in available services and opportunities necessary for this older segment of the population to share fully in the advantages of the community. It is hoped that the utilization of older adults for these subprofessional tasks will provide a readily usable model for other communities seeking to establish a more effective information, counseling and referral program for their senior citizens.

IOWA

Drake University, Des Moines, "Des Moines Retirement Opportunity Planning Center," Three-year project, \$57,637

This project, jointly financed by AOA and the Department of Labor, will demonstrate and evaluate different methods of pre-retirement counseling to older persons. The specific means to be used include information, group discussion, individual counseling, and involvement in planning and education. The specific objective is to facilitate planning in the following areas: legal, financial, health and welfare, continuing education and the use of leisure time. Approximately 500 older workers per year will be involved in the program.

LOUISIANA

Louisiana State University and Agricultural and Mechanical College, Baton Rouge, "Cultural Factors in Adjustment to Confrontation by Aging," Two-year project, \$20,130

This research project is designed to produce insights into different patterns of personal adjustment in aging among different racial (Negro and Caucasian), residential (rural or urban) and cultural (French and others) groups. The information is designed to be used in developing social and cultural expectations which help persons adjust better to the problems associated with aging in American society. Interviews are being conducted with men and women aged 25 to 35, 40 to 55 and 60 years and over to determine at what period personality characteristics which may affect adjustment to aging first appear and also to note the process whereby this occurs. The results of this sociological study are expected to help in developing services and retirement preparation programs designed to counteract factors associated with negative adjustment.

MASSACHUSETTS

Brandeis University, Waltham, "Guidelines for the Development of Community Planning Units," One-year project, \$1,800

This project is to propose one or more feasible approaches for securing more effective patterns of social, medical and rehabilitative community services for the aging; particularly to enlarge the choice in use of hospitals, extended care facilities, nursing homes, other community care facilities and supportive services. Consideration is to be given to improved ways to develop and coordinate a full range of facilities and services and also to the characteristics of planning and action agencies which can implement them. Examples are to be included of existing agencies which should have high potentials for carrying out the recommendations developed in this project.

Combined Jewish Philanthropies of Greater Boston, "Community Services for Aging," Two-year project, \$36,719

This research project consists of a study of the program of services available to older persons living in a large metropolitan area, the interrelationships among the various services, the extent to which the older people of various socio-economic levels use the services, and the reasons why they do not use them. The findings are then to be used in planning for improvements in the organization and delivery of these services, in determining new ones to be established and in setting priorities and timing the development of these programs and services.

MINNESOTA

Senior Citizens' Service, Inc., Rochester, "An Extension of Multipurpose Senior Citizens Service and Center," Three-year project, \$19,820

This demonstration project will show how a multipurpose senior center operated by private organization of, and for, senior citizens can provide dignity, service, and meaningful roles for older citizens of varying economic and educational levels by enabling them to (1) serve other older people who come into the community as transients and (2) give leadership to surrounding rural communities as they develop their own senior citizen programs. The transient population which this center is serving is composed largely of patients or relatives of patients at the Mayo Clinic.

MISSOURI

Grace Hill Settlement House, St. Louis, "Neighborhood Kitchen Meals Program for the Aged," Three-year project, \$36,074

This unique project will demonstrate how a meal service for older persons can be operated within private homes in seven neighborhoods. The program, staffed largely by older persons, will provide a meal, five days a week, for up to 140 older persons who are members of eating clubs and will include sending meals to some house bound, infirm, members of the neighborhood. The activities will be closely coordinated by Health and Welfare Agencies so that the eating clubs will become a means for providing other needed services to the members.

NEBRASKA

Parks, Recreation, and Public Property Department, Omaha, "Recreational and Cultural Services for Senior Citizens," Three-year project, \$51,405

This demonstration project establishes a system of five centers in public housing projects. Older people plan and operate the recreation, education, and cultural activities and services under professional guidance. The centers will serve residents of the public housing facilities as well as other older persons living in the community. Guidelines helpful to other senior citizens in establishing a similar type of operation are to be developed through the project.

NEW YORK

The Oliver Wendell Holmes Association, New York City, "Demonstration Institutes for Older Americans," Two-year project, \$20,475

This project will demonstrate and evaluate the contribution of short term educational and cultural institutes in motivating older persons to continue, or to de-

velop, their interests and abilities in community leadership. The objective is to enable the older person who has accumulated a rich background of knowledge and experience during his years in the labor force, to put his capacities to uses rewarding to himself and to his community.

The National Council on Aging, New York City, "National Senior Center Personnel Service," Three-year project, \$27,024

This demonstration project attempts to meet the personnel shortages in senior centers throughout the Nation by utilizing the services of a national voluntary organization that has pioneered in the development of community services for older people. The project establishes a recruitment and placement service. Information will be gathered on the factors that affect the personnel problems of senior centers.

The Industrial Home for the Blind, Brooklyn, "Geriatric Rehabilitation for Institutionalized Blind," Three-year project, \$67,880

This project is seeking (1) to demonstrate the usefulness of rehabilitation services in assisting older blind persons who need protective care to enter and adjust to homes for the aged conducted primarily for seeing individuals; (2) to evaluate the values of introducing rehabilitation services for blind residents into existing homes for the aged; (3) to evaluate the value of conducting a geriatric rehabilitation center to prepare aged blind persons for entrance into homes for the aged conducted primarily for sighted persons; and (4) to ascertain the effects upon the policies, procedures, administrations, and staffs of homes for the aged of providing aged blind persons who enter such homes with pre-admission and post-admission rehabilitation services. Data are being developed on the frequency of cases not known prior to this program, uncared for cases which were known, and some of the social consequences of successful treatment.

Community Service Society of New York, New York City, "Older Volunteers in Community Service," Three-year project, \$36,770

This project is to demonstrate that a group approach to recruitment, placement and training increases significantly the retention of members of a corps of older volunteers and the satisfaction they find in their work. Many assignments are to institutions for the mentally retarded and handicapped, and other locations in which volunteers normally have a high drop-out rate.

Health and Welfare Council of Nassau County, Long Island, "Senior Center of Nassau County," Three-year project, \$53,670

This project is designed to demonstrate how a large centrally located center can provide effective information, program materials, guidance and consultation for the leadership of 100 senior citizen clubs located throughout this county with a total membership of 95,000. The goal of the project is to improve the quality and quantity of the education, information, social, and recreation program provided by these senior citizens clubs.

New York State College of Agriculture, Ithaca, "Community Structure and Aging," Three-year project, \$37,766

This research project is designed to determine community structures and identify the community attributes responsible for variations in the success which communities have had in organizing activities to increase the well-being of older people from different backgrounds and socio-economic levels.

NORTH CAROLINA

Duke University, Durham "Information and Counseling Service for Older Persons," Three-year project, \$78,486

This regional demonstration project will provide comprehensive mental health services for approximately 500 older persons in North Carolina and surrounding States. The project will coordinate extensive community services as well as develop new services as needed to provide information, counseling and therapy programs for older people and for families requiring help in coping with the problems of aged parents. Home services will also be provided for the home-bound aged. The interdisciplinary university staff together with agency staff will meet regularly in case conferences to discuss and improve the quality of out-patient care. This project will serve as a model in developing comprehensive community health programs for older persons.

OHIO

Cleveland Society for the Blind, Cleveland, "Home Teaching of Newly-Blinded Geriatric Clients," Three-year project, \$34,148

This project is designed to demonstrate a new method of rehabilitating newly-blinded older persons by providing home teaching. The purpose of the project is to improve the personal and social functioning of the individual rather than his vocational potential. This is the first project of its type ever conducted.

Golden Age Center of Cleveland, Cleveland, "State Hospital Patients and Retired Men in Center Programs," Three-year project, \$16,248

This two-fold demonstration project will show how 70 State Hospital patients can be motivated to return to community life through involvement in Senior Center Activities. In addition, within 3 centers special programs designed to encourage greater participation among 40 retired men living in nearby public housing will be developed and put into operation.

Miami University, Oxford, "Women in Retirement," One-year project, \$25,573

This research project will study 300 women, who have retired recently from the labor market, to determine their problems and patterns of adjustment to retirement. The results will be used in developing sound retirement policies for working women.

City of Martins Ferry, Martins Ferry, "Elderly Services and Industries Program," Two-year project, \$45,985

This project is to demonstrate how a local government can organize and operate a program to employ older persons part-time in productive activities for which manpower is not otherwise available in the community. Among the activities identified are gardening, furniture repair and sewing. Initially, thirty older men and women are to be employed. The purpose is to help them supplement their income, conserve their skills and energy by using them and provide them with something to do in their free time which they find meaningful.

Barton Center, Inc., Lakewood, "Using Senior Center Members to Expand Its Services to Older Persons," One-year project, \$35,108.

This project is designed to demonstrate the effectiveness of using older people's skills, talents, and leadership abilities in finding and meeting the needs of their colleagues. The project has sought to discover whether senior volunteers could publicize an already operating senior center ably enough so that more elderly people would use its services. They have arranged for transportation to and from the center. In addition, senior-to-senior interviewers have found that certain house-bound persons need visits from their contemporaries more than anything else. Visiting committees are being organized to assist homebound older persons of varying backgrounds and economic levels.

YWCA of the Cincinnati Area, Cincinnati, "Senior Services," Three-year project, \$89,647.

This project is designed to demonstrate how three multipurpose centers involving Protestant, Catholic, and Jewish organizations and facilities can join in serving elderly persons not normally in contact with community programs, promoting the full use of existing community facilities, and filling current gaps with new kinds of programs for them. Among these programs will be the establishment of diagnostic clinics within the centers to provide identification of health needs and preventive health action for older persons; a program to improve communications, understanding and mutual assistance between the aging person and his children; and provisions for older persons to actually plan, participate in and supervise the operation of the centers. An additional benefit accruing from this project will be the beginning emergence of the broad outlines of a new role for the church in urban society.

OREGON

Lewis and Clark College, Portland, "Replacement Supervisors in Portland Public Schools," One-year project, \$49,500.

This project seeks to develop and demonstrate a new service employment role for older persons. The project will also demonstrate the rapport that can be

established between young children and older adults in a school setting. Fifty are to be employed part-time as replacement supervisors of public school lunchrooms and playgrounds.

PENNSYLVANIA

Charles Weinstein Geriatric Center of the Sidney Hillman Medical Center, Philadelphia, "Utilization Study of a Senior Citizens' Center," Three-year project \$52,629.

This research proposal will study the benefits experienced by older persons who use the Chas. Weinstein Center. The study will identify the factors affecting the use or non-use of senior centers and the significance of social participation for the mental health of older persons. Of the 3,000 retired union members entitled to use the Center, approximately 1,200 do not participate. Basic data will be collected on the entire union membership as well as comparative data from other centers operated by the Amalgamated Clothing Workers, and those operated by public and voluntary agencies. In view of the growing number of senior centers, the study has implications for the future development and programming of these centers.

WTF-TV, South Central Educational Broadcasting Council, Hershey, "Continuing TV Services for the Aging: The Time of Our Lives," Three-year project, \$75,000

This project will demonstrate the providing of information, counseling, and referral service through the use of an educational television program designed specifically for the older person. The project will cover 10,000 viewers in nine semirural communities in Pennsylvania. Contact with the viewing audience is to be maintained through a call-in-telephone answering system and through the use of 100 area coordinators, all senior citizens. This project is being carried out with the cooperation of the area Bar Association, Presbyterian Homes for the Aged, Pennsylvania Medical Society, Harrisburg and Lancaster Dental Association, U.S. Department of Labor, and the Office for the Blind, Pennsylvania Department of Public Welfare.

Pennsylvania Department of Public Welfare, "Needs and Use of Services Among Negro and White Aged," Three-year project, \$49,287

This project consists of a comparative study to assess the needs of two racial groups. Attempts will be made to determine the differences in needs of each group, and the extent to which existing services meet their needs. As findings emerge, positive action will be taken by the Pennsylvania Department of Public Welfare.

RHODE ISLAND

City of Providence, Providence, "Providence Multi-Purpose Center in a Downtown Area" Three-year project, \$57,710

This project is to demonstrate how a downtown, centrally-located community center can serve as a pivotal social institution and channel for services in health, information, housing, employment, group counseling, recreation, and education for the city's 30,000 older men and women in all socio-economic levels.

TEXAS

Senior Citizens Activities, Inc., Temple, "A Food and Friendship Program," Three-year project, \$33,270

This project is demonstrating how two independent multipurpose senior centers in a smaller city can cooperate to meet the needs of a high percentage of the community's older persons by using a food and nutrition program to increase their opportunities for companionship and to stimulate their participation in meaningful activities.

VERMONT

Orleans County Council of Social Agencies, Inc., Newport, "Use of Older Persons as Library Aides," One-year project, \$25,808

This project will demonstrate a new type of employment particularly appropriate to supplementing retirement income. In six rural communities of Vermont, twelve older persons are being employed as library aides. Since the public library is an important educational and recreational resource, it is hoped that the project can be a model for similar sized communities in the country.

WASHINGTON

Pacific Lutheran University, Tacoma, "Subsidized Housing and the Adjustment of Older Women," One-year project, \$3,520

The project is the first phase in an attempt to evaluate several kinds of housing for older persons and to gather information helpful in designing better housing. The study will compare the adjustment of older women before and after they move into new low-cost public housing units.

WISCONSIN

University of Wisconsin, Madison, "A Study of the Aged with Special Reference to Adjustment in Retirement Communities", Three-year project, \$46,800

This project seeks to determine why older people move to retirement communities outside their home State when they retire. It will also focus on the economic and social problems created for them and their communities by the moves, the incidence and magnitude of these problems, and the ways in which they are being resolved. As a result of this project, material will become available for planning and development of public policies.

TITLE V—TRAINING GRANTS

CALIFORNIA

Adult Education Curriculum Development Project, University of California Statewide Extension, Three-year project, First year: \$58,251

This project consists of a Statewide program to improve the skills and effectiveness of men and women working with older people, including older people themselves who serve in leadership positions in senior clubs and centers. An experimental training program, emphasizing the human relationships and feelings involved in working with older people will be developed. The program will provide a basis for developing other training programs. In addition, the University is developing eight special courses to meet immediate needs on subjects adapted to the specific training needs of people now working in housing projects for the elderly, homes for the aged, retirement communities, nursing homes, senior centers, agencies developing and providing services for older people, and for leaders of senior clubs and centers.

Regional Training of Leaders to Work with the Aged, University of California-Davis, Three-year project, First year: \$43,555

This program is designed to train community workers and lay personnel in 29 largely rural Northern California counties in the development of services for older people. The program is also designed to involve faculty of State and community colleges in consultation and teaching in aging. The specific aims of the program are (a) to extend knowledge of the aging process and the biological, psychological, personality, health, and social changes that occur in aging; (b) to provide trainees with information about Federal and State programs and resources, with local community programs and services for retired and aged in housing, recreation, health, welfare, financial management, and employment; (c) to inform persons designated as leaders as to their opportunities and to give guidelines for planning and basic tools for preparing "resource inventories"; and (d) to begin planning and inauguration of university extension curriculum which would prepare educational specialists in aging. Training is being done through intensive short courses and seminars held throughout northern California. Information is being gathered and published on resources of communities and education programs in existence and planned.

USC Summer Institute for Advanced Study in Gerontology, University of Southern California, One-time short course, \$38,209

This grant enables 40 professionals now engaged in a variety of fields serving older people to increase their knowledge and skills in behavioral, social, biological and administrative areas of aging through attendance at a USC 6-week summer institute in advanced gerontology. In addition, faculty members of colleges and universities are expected to attend to gain added background in aging for use

in their teaching and course development. Conducted under the auspices of the University's Rossmoor-Cortese Institute for Advanced Study of Aging and Retirement, the summer institute will enlist outstanding faculty, drawing upon authorities from many other colleges and universities during their free summer time.

COLORADO

Work-Study Program—Service with the Aging, University of Denver, Three-year project, First year: \$16,517

The purpose of this project is to provide field work placements in institutions and agencies serving older people for from 40 to 50 undergraduate and graduate students. The program is designed to further the education of liberal arts students about older people and the processes of aging and to stimulate their interest in the field. Students enrolled in courses in aging will be enabled to spend several hours a week in one of a variety of facilities. An advisory committee composed of community representatives of cooperating agencies and other individuals is working closely with the project director throughout the program.

GEORGIA

Faculty Seminars in Gerontology, University of Georgia, One-year project, \$19,980

This grant provides for faculty seminars in gerontology to equip university and college faculties throughout the Southeast to teach men and women preparing for employment in serving older people. Originally planned for faculty members of the University of Georgia, the seminars were extended to members of other colleges and universities in the region. The AoA grant makes this expansion possible and enables faculty members from educational institutions in Alabama, Florida, Mississippi, Tennessee, and South Carolina to attend the University of Georgia sessions. The project calls for two seminar sessions to be held on each of six week-ends with faculty drawn from national authorities in gerontology. The seminars draw from 25 to 35 faculty members from universities in the region. This project was funded jointly with the Public Health Service.

Curriculum Development in Gerontology, University of Georgia, One-year project \$11,081

This grant to the University of Georgia is bringing together faculty members from throughout the region to work on the development of courses and curricula in aging. Faculty members from various disciplines are meeting in several sessions to develop outlines for courses or parts of courses in aging within sociology, psychology, home economics, and other subject areas.

ILLINOIS

Occupational Therapy Curriculum, University of Illinois, Eighteen-month project, \$33,960

In this project, the faculty in Occupational Therapy of the School of Associated Medical Sciences of the University of Illinois, will revise and test the revision of the occupational therapy curriculum. The purpose of the revision is to equip occupational therapists to work as team members in community health service and home care programs, instead of exclusively in clinics. Plans will be made to include field work opportunities in the training. The project was funded by AoA at the request of the Public Health Service.

MAINE

Innovative Training in Community Involvement in Aging, York County Council on Aging, Three-year project, \$28,914

This project proposes to recruit 40 senior citizens, to be trained for leadership in senior centers, and to open 4 centers which will be operated by these senior citizens, under supervision of paid staff. The program is being supported jointly from AoA funds and Title III funds of the Maine Agency on Aging.

MASSACHUSETTS

Training Human Service Technicians for the Elderly, Boston University, One-year project, \$8,673

As a result of this grant, the University, in conjunction with the United Community Services of Boston, will develop two training manuals, designed to pro-

vide help to professional, technical, and lay people in understanding and working with older people—one manual to be used by trainers and the other by trainees.

Creative Administration in Social Gerontology, Brandeis University, One-time project, \$29,471

This grant enables Brandeis University to offer a short course dealing with certain subject areas, program planning and administration, and policy development as they relate to aging for 28 executives and other personnel of State agencies on aging. The course is being developed in cooperation with the National Association of State Units on Aging.

Training in Social Gerontology, Brandeis University, Five-year program, First-year: \$22,199

The purpose of this grant is the establishment of a curriculum of graduate education for students who wish to prepare for high-level teaching, research, and executive positions in applied social gerontology. Lack of properly qualified personnel in this field is one of the greatest gaps in planning and delivering services to older people and in extending teaching programs to prepare personnel for the field.

MICHIGAN

Short Course in Management of Housing, for the Elderly, The University of Michigan and the National Association of Housing and Redevelopment Officials, One-time short course, \$17,883

In this project, the National Association of Housing and Redevelopment Officials is developing, in cooperation with the University of Michigan, a short course on the management of housing for the elderly. NAHRO provides administrative support for the training activities; the Division of Gerontology of the University of Michigan actually conducts the training program. In addition to the short course, the contract calls for work toward a job definition for elderly housing management and a clarification of recruitment and training needs for managers of low-income housing for the elderly. The emphasis of the entire program is on housing management for the older person who can live independently, with special attention to interpersonal relationships as they exist in the housing milieu. The program consists of 29 participants representing six public and 23 nonprofit housing managers or directors of housing management.

Training for Specialists in Aging, University of Michigan and Wayne State University, Four-year program, First year: \$289,866

This project is conducted from the joint Institute of Gerontology of the University of Michigan and Wayne State University. The grant enables the Institute to engage in a far-reaching, five-pronged program in Gerontology involving 45 participants the first year. The project includes: (1) career graduate education for personnel to manage housing for older people, and plan and coordinate programs in aging at local, State, and Federal levels (This is the first such program in the United States); (2) two short-term in-service residential training institutes for managers of housing for older people, directors of multiservice senior centers, and programing for older people in congregate care settings; (3) a Reference Service and Study Center in retirement housing, multiservice centers, and planning and coordination in aging for students and for personnel generally in these fields; (4) a Curriculum Consultation Conference relative to the programs it is proposed to initiate in housing and senior center training; and (5) development of textbooks in management of retirement housing and operation of multiservice senior centers.

MINNESOTA

Training of Administrators of Programs for the Aging, University of Minnesota, Five-year program, First year: \$113,984

This award enabled the University of Minnesota to inaugurate the first program in the country to combine content in gerontology with skills in public administration. The program is preparing students for planning, administration, and coordination of services for older people at State and community levels. This pilot program will provide opportunities for men and women to obtain both classroom and field service experience to enable them to prepare for, or continue, a career of service to older people.

NEW ENGLAND AREA

*Training Institute for Adult Educators, Adult Education Association, USA
Three-year project, First year: \$54,043*

Under this grant, the Adult Education Association will hold a national pilot institute in New England to bring together approximately 30 selected key adult educators with authority to establish new educational programs for older people within their organizations and agencies. The educators will be invited from such sources as university extensions, public schools, rural educational programs, libraries, and labor unions. The pilot institute will be held in cooperation with the University of New Hampshire and will draw its "trainees" from all States of that region. During the institute, the educators will develop specific plans for launching new programs and at the conclusion of the session will return to their organizations to begin the programs. A follow-up session will be held at a later date to allow them to evaluate their progress, share experiences, and help solve any problems encountered in starting or operating the new programs. The experience in New England is expected to lead to similar institutes in other parts of the country. Published materials, developed during the institute, will provide help for all those interested in furthering adult education for older people. In addition, the Association will prepare an inventory of existing adult education programs for older people throughout the country and provide a directory of resources.

NEW YORK

Center for Instruction in Care of the Aged, Jewish Home and Hospital for the Aged, Four-year program, First year: \$42,498

This award continues support provided initially by the Public Health Service for a series of courses designed to permit physicians, nurses, rehabilitation therapists, senior center personnel, and a variety of other health and welfare workers to keep abreast of new research and experience in medical and social care. The Administration on Aging is supporting the program since it reaches more than 400 professional and semiprofessional personnel working with older people each year and because Public Health Service regulations prohibit extending support for longer than 3 years.

NORTH CAROLINA

Curriculum Models for the Preparation of Professional Staff for Multiservice Senior Centers and Recreation Personnel Administration, University of North Carolina, One-year project, \$23,274

This contract with the Curriculum on Recreation at the University of North Carolina calls for an intensive study of the functions of senior centers and of personnel employed in senior centers and recreation programs. The study will provide a basis for developing curricula for career preparation in this new field of aging. Curricular models will also be developed for giving sub-professional personnel already experienced in recreational programs the additional knowledge and skills required for work with older people.

Senior Center and Recreation Personnel, Administration, University of North Carolina, Four-year program, First year: \$82,320

This program will include two semesters and two summer sessions of classroom instruction and a 9-month internship in a senior center, municipal recreation department, home for the aged, or nursing home. It will lead to the degree of Master of Recreation. Special effort will be made to recruit students from minority groups. Tuition and fees will be paid for 10 students the first year. Courses will be taught by personnel from the recreation, psychology, sociology, education, public health, social work, and business administration departments of the university.

OKLAHOMA

Programming of Senior Centers in Retirement Housing, University of Oklahoma, One-time short course, \$13,284

A contract was awarded to the University of Oklahoma for the development and presentation of a short course entitled "Programming of Senior Centers in Retirement Housing." Forty-eight students from the South Central States at-

tended the course; 28 were directors of senior centers located in retirement housing; 20 were senior housing managers who are organizing such centers. Lectures, discussions, and field trips were used to promote understanding and knowledge of the needs of older persons, the role of senior centers in meeting the needs, and good management practices for senior center directors.

PENNSYLVANIA

Career Enrichment Program in Aging for Ministers, Pennsylvania State University, One-time short course, \$24,913

This project is an 8-day seminar for 40 ministers who will receive intensive training specifically designed to increase their awareness of the characteristics and needs of older people, and to familiarize them with programs and methods of meeting the needs of older people in their congregations and in the surrounding community. The ministers will be selected to represent a variety of geographic areas and types of ministries.

TEXAS

Curriculum Development Project, North Texas State University, One-year project, \$35,367

The project is designed to develop curricula for both short-term and long-term training of administrators for multipurpose homes for the aged. The necessary information will be gathered through (a) interviews with administrators of from 20 to 30 selected homes for the aged; (b) a questionnaire addressed to administrators on the mailing list of the American Association of Homes for the Aging; and (c) consultation with specialists in gerontology and care of the Aged.

WISCONSIN

Field Training Project: Social Problems in Aging, University of Wisconsin, Four-year program, \$35,221

This project is designed to increase the number of social workers prepared for institutional administration, community organization, and provision of direct services in the field of aging. It will be of immediate benefit to nursing home residents, their families, and other disciplines concerned with their care. The School of Social Work at the University will establish an instructional unit concerned with social problems of older persons in nursing and retirement homes. The unit will have an institutional base for field service, where students will provide direct services and study the nursing home as a social system.

Mr. DANIELS. Mr. Steiger.

Mr. STEIGER. Good morning, Mr. Commissioner. Of your 81 members of your staff, how many are older Americans?

Mr. BECHILL. The average age of the staff of the Administration on Aging is 47.

Mr. STEIGER. The average age is 47. You are not discriminating against older Americans, are you?

Mr. BECHILL. I don't believe we are.

Mr. STEIGER. When was the President's Council on Aging, the so-called coordinating body, established?

Mr. BECHILL. The President's Council on Aging was established in May 1962. I was not with the Federal Government when it was established.

It was established under the late President Kennedy.

Mr. STEIGER. By Executive order?

Mr. BECHILL. By Executive order.

Mr. STEIGER. You indicated to the chairman's questions it had met three times in 1966?

Mr. BECHILL. The Executive Committee; yes.

Mr. STEIGER. The Executive Committee?

Mr. BECHILL. Yes.

Mr. STEIGER. Can you explain for me the breakdown between what the Council is versus what the Executive Committee is?

Mr. BECHILL. The Executive Committee consists of representatives of the heads of the various departments [which] are on the Council. The Council, itself, is composed of the heads of the various departments.

Mr. STEIGER. All right, I will assume that that makes sense.

Mr. BECHILL. I don't think this is an uncommon procedure.

Mr. STEIGER. In other words, did the Council, itself, as it was established, meet in 1966?

Mr. BECHILL. No.

Mr. STEIGER. It did not?

Mr. BECHILL. No.

Mr. STEIGER. When was the last time it met?

Mr. BECHILL. I believe some time in 1965.

Mr. STEIGER. Who is on the Executive Committee?

Mr. BECHILL. We have a roster of the Executive Committee and I will be glad to supply it.

Mr. STEIGER. Would you supply it to the committee, please?

Mr. BECHILL. Yes; we will.

Mr. STEIGER. May I inquire, again, to clarify some of what I asked yesterday as to what the role is between the President's Council on Aging and the Administration on Aging that you head? I am somewhat unclear, frankly, still, as to just what the various roles are that are being played here.

Mr. BECHILL. Well, I think, Mr. Gardner indicated yesterday there was a problem in that area. But the Administration on Aging is, as you know, a statutory agency, and we have certain fixed responsibilities under the Older Americans Act. I would point out that the Older Americans Act, itself, does not include any specific provisions to carry out the responsibility of coordination that was discussed at some length yesterday.

There is a provision in the act calling for stimulation of the use of existing programs and resources at the Federal level.

By agreement the Administration on Aging staffs the work of the President's Council on Aging.

Mr. DANIELS. By agreement?

Mr. BECHILL. By agreement; yes.

Mr. STEIGER. By agreement with whom?

Mr. BECHILL. With the Department. When the Older Americans Act was passed by the Congress on July 14, 1965, appropriations for the operation of the President's Council on Aging were deleted with the understanding that our agency would assume the staffing of the President's Council on Aging as part of our operation.

Mr. STEIGER. Of the 81 staff personnel that you now have in the Administration on Aging, how many of them devote a portion of their time to the President's Council on Aging?

Mr. BECHILL. Mr. Steiger, we have not been able, because of the general staffing shortage we face, to assign anyone full time to the work of the President's Council on Aging. We carry on an extensive amount of interagency relationships within the Federal Government. We have

an Office of Program Policy which not only services the work of the President's Council on Aging, but also the work of the Advisory Committee on Older Americans. This Office also handles many of the day-to-day activities that are carried out on a joint basis between our agency and other agencies in the Federal Government.

Now, I am not trying to hedge the question. We have a real problem here. This is one of the things we discussed in our budget presentation. We felt we needed additional staff to carry out this function more adequately.

Mr. STEIGER. Mr. Commissioner, if I may—and you may not be willing to directly respond—what, in your judgment, would be more appropriate? Would it be better to have the Administration on Aging serve not only as it is now listed in terms of our office, No. 1, “As a clearinghouse for information related to problems of the aged and aging,” and No. 2, “Stimulate more effective use of existing resources and available services for the aged and aging”?

These two functions of your present department, it seems to me, could be effectively utilized in terms of attempting to better coordinate the programs that are undertaken by the Federal Government. Is it better to strengthen your agency or is it better to keep the President's Council on the Aging which you staff part-time anyway in order to try to do this kind of coordination?

Do you have any kind of thinking that you would wish to give to the committee as to how best it should be done?

Mr. BECHILL. Yes. I favor retention of the President's Council on Aging because, at the moment, it is the only formal mechanism we have in the Federal Government for carrying out this function.

The Administration on Aging is going to have to be in a position of working with the President's Council on Aging because we do need some logical working arrangement with other departments in other agencies. That is also the approach that we tried to present in the budget.

There have been problems. The major problem has been that we do not have the sufficient staff to carry out this kind of important role and responsibility the way that we should. Through either approach, the Administration on Aging as a statutory agency is going to carry a major responsibility in stimulating coordination and joint program planning.

We have already done a good deal of joint planning and work with various Federal agencies and I would also like permission to set forth that type of activity in the record.

Mr. STEIGER. I would ask, Mr. Chairman, that it be entered at this point in the record.

Mr. DANIELS. Without objection, it is so ordered.

(The information referred to follows:)

ACTIVITIES AND RELATIONSHIPS WITH OTHER AGENCIES AND GROUPS

Stimulation of more effective use of existing resources and available services for older people is a basic responsibility of the Administration on Aging. The activities necessary to meet this goal require the development of joint program planning efforts with other agencies which have programs that affect older people. These include Federal, State, and local government agencies, and private and voluntary organizations, including religious groups.

There are a number of ways by which we have carried out these activities. First, through the on-going activities of the Administration on Aging, we have developed contacts and individual staff relationships with other agencies and groups working in areas of interest to older people. Second, through the formal mechanism of the President's Council on Aging, studies of the overall responsibilities of the Federal Government with regard to the problems of aging have been made and recommendations have been developed. Third, the Advisory Committee on Older Americans can and has considered and made recommendations on approaches to coordination.

EXAMPLES OF ACTIVITIES WITH OTHER AGENCIES AND ORGANIZATIONS

A. *The foster grandparent program*

The Administration on Aging administers a unique program which employs men and women, over the age of 60, whose incomes are below the poverty index to provide personal care and attention to children who are living in various types of hospital or institutional care arrangements and who have been deprived of the affection of a concerned adult.

The program, which is operated under contract with the Office of Economic Opportunity, was started in 1965. As of May 31, there were 48 FGP projects in 33 States, employing 3,000 people. Many other communities, institutions, and organizations have expressed an interest in starting foster grandparent programs.

The foster grandparents work in many different settings including foundling hospitals, pediatric wards of general hospitals, institutions for retarded children, day-care centers, facilities for the physically handicapped, and in institutions for the emotionally disturbed. Experimental programs are also underway in special classes for the retarded, and in correctional institutions.

The program has given new meaning to the lives of the grandparents and of the children. In addition to supplementing their incomes, the program enables the grandparents to provide valuable services to many youngsters. The program has enabled over 70 percent of the children to be helped and their behavior has improved. Some retarded children have learned to walk; others have improved their personal habits, since now there is someone who cares about them. Communities and institutions are taking a new look at the contributions which can be made by older people when given the opportunity to remain productive.

Interest in the Foster Grandparent Program on the part of older people is continually growing. It has been estimated that there have been at least eight applicants for each grandparent position available. One project reported more than 500 applicants for some 38 positions. Turnover in these positions has been very low, only about 10 percent. Absenteeism has also been very low; institutions report that the absentee rate for grandparents is lower than for regular employees. The Foster Grandparent Program has clearly demonstrated that there exists a viable role for older people in service-oriented programs.

B. *Other examples*

The Administration on Aging has also engaged in a number of other activities with individual agencies to promote better utilization among various programs which benefit the aged. For example, the (1) Commissioner on Aging has joined with the Commissioner of Vocational Rehabilitation in urging closer cooperation between State agencies on aging and State vocational rehabilitation agencies to further the development of rehabilitation services for older persons. (2) The Administration has joined with six other Federal agencies to finance a survey entitled *Susceptibility to Health Fallacies and Misrepresentations*. The purpose of the study is to identify some of the reasons for the willingness of many older people to accept the blandishments of the health quack. (3) Discussions are being held with the Department of Housing and Urban Development and interested private groups to explore ways of overcoming the architectural barriers which hamper the use of community facilities and other buildings by older people. (4) The Administration on Aging is working with the Office of Economic Opportunity and the Public Health Service in the development of a home health aide program in which older people are being trained and employed as home health aides. The Administration's role in this program is to provide technical assistance to the Public Health Service and local projects in matters involving

the recruitment, selection, training, and employment of the older home health aide trainee. (5) The Administration is also working closely with the Public Health Service in developing suitable training programs for nursing home administrators. (6) The administration on Aging has held meetings with the Federal Trade Commission concerning areas of mutual interest on problems affecting the older consumer such as land sale frauds, burial plans, credit abuses, direct mail sales programs, and charity rackets. The Federal Trade Commission is providing the Administration with case studies in these fields as they relate to older consumers.

(7) The Commissioner on Aging and the Surgeon General are jointly studying how greater comprehensive community services for older people can be developed. The Administration on Aging and the Public Health Service are working with the Department of Housing and Urban Development, the Welfare Administration, and the Vocational Rehabilitation Administration, as well as other agencies in this assignment.

(8) The Administration on Aging has begun discussions with the National Center for Chronic Diseases and other members of the Public Health Service to develop data, a definition of the problems, and an expanded program of information about the hearing problems of the elderly.

(9) The Administration on Aging is coordinating with the Office of Economic Opportunity in Project FIND. This project, being administered by the National Council on the Aging, is a major effort to utilize older people to locate the indigent elderly in a community who need public services.

(10) In the area of consumer education the Administration on Aging has joined with the Food and Drug Administration for various activities. The Administration on Aging is working with the Food and Drug Administration on programs which will advise older consumers on sound purchasing techniques, what to avoid, and how to protect themselves from fraud and quackery in buying. The Administration on Aging and the Food and Drug Administration are co-sponsoring a series of consumer conferences throughout the Nation. Four of these conferences have already been held and dates have been set for nine others. These conferences are designed to act as springboards for action in the local community to set up education programs for older people in housing developments, multi-purpose senior centers, church groups and other organizations where older people gather.

(11) In the field of *outdoor recreation*, the Bureau of Outdoor Recreation for the first time has issued instructions to its own State representatives to put emphasis on developing programs which recognize the recreational needs of the elderly. State Commissions on Aging and regional representatives of the Administration on Aging received similar information to work with representatives in the Bureau of Outdoor Recreation in developing a greater awareness of the needs of the elderly for outdoor recreational activities.

(12) The Administration on Aging played an active part in the *overall evaluation of the most pressing present problems and needs* of older people that resulted in the President's Message to Congress on January 23, 1967, *Aid for the Aged*. This statement, of course, represented a major coordination effort among Federal agencies to evaluate the status of older Americans in the economy and their needs as a group.

(13) In connection with AoA's *clearinghouse function* to supply desired and helpful replies to numerous inquiries from a wide variety of public and private sources and to meet the needs of staff research, we have developed a fairly extensive statistical resource file. We have also developed several series of statistical presentations and analyses. These are designed to relate data about older Americans from various sources, to make special computations and extract data of special interest, to develop estimates and to summarize and explain complex situations. Some of this material appears in AGING or other AoA publications. Many of these are reproduced or form the basis for articles, notes, and analyses in nongovernmental periodicals and publications, sometimes without credit since Federal Government materials are not copyrighted.

Some examples are:

(a) With the *Census Bureau*, we have discussed items to be included in the census which are of special interest in aging, such as age classifications to be tabulated, the impact of the mail collection procedure for enumeration, and the definition of substandard housing. Further discussions will be conducted after the sample pretest. Still later discussions will be held concerning special tabulation and analysis.

(b) We have worked with the *Department of Housing and Urban Development* on developing techniques for summarizing program development and accomplishment, assisting in the development and presentation of fiscal year and year-end data, and conducting special negotiations to guarantee age classifications in rent supplement programs.

(c) The Administration on Aging has worked with the *Institute of Child Health and Human Development* on the development of basic concepts for the study of retirement as a process and a stage in human development. This will become the basis for future action under the research grant program. We supplied background data for researchers in the field of aging known to the Institutes and discussed plans for computer information and retrieval projects on research grants and on possible later extension to cover on-going research.

(d) We have provided consultant services to and established a basis for future cooperation with the *Social Security Administration* on special areas such as: defining and counting the aged poor, a proposed longitudinal study of retirees, a special study of the immediate impact of retirement on income, the economics of income assurance programs, and the whole area involved in early retirement and actuarially reduced benefits.

(e) With the *Vocational Rehabilitation Administration*, the Administration on Aging has encouraged the special collection of data and analysis concerning the rehabilitation of older persons to serve as a basis for consideration of special program emphases.

(f) With the *Labor Department*, the Administration on Aging has encouraged special tabulation and analysis of aspects of the older worker problem, including the dimensions of the problem, the extent and duration of unemployment, the extent of self-employment, participation in retraining programs, and prospects for successful campaigns against discrimination.

(14) Consultation and technical assistance to voluntary and religious organizations and groups is carried on by the Administration on Aging staff in both the Washington office and in the field. As staffing time permits, close working relationships are maintained with those groups which represent older people or have aging divisions such as: the National Council of Senior Citizens, the National Council on the Aging, the American Association of Retired Persons, the American Public Welfare Association, the National Farmers Union, and the Gerontological Society.

Special efforts have been made to enlist the cooperation of organizations whose community affiliates represent a source of leadership for local programs for older people. The YWCA, the YMCA, health and welfare councils, and the service clubs are sponsoring or cooperating in many projects under the Older Americans Act. The Girl Scouts of America celebrated Senior Citizen Month with special programs featuring youngsters and older people working together for a common objective. Working relationships continue with the American Library Association, the Adult Education Association, and the National Recreation and Park Association, all of whom are working toward increased educational and recreational opportunities for older people.

The interest and concern of religious organizations for the needs of older people have increased greatly in the past few years and the Administration on Aging is continuing to further the movement. There is a discernible trend towards broader based, better integrated and coordinated programs in both the national denominational structure and in the local parish, with much more emphasis on services to people in their own homes, on opportunities for educational and creative pursuits; and on volunteer opportunities. Spokesmen for the major denominations state that there is a particular need to help the clergy obtain knowledge and training necessary to administer more adequately to older people.

Technical assistance and consultation with the religious organizations is available from the Administration on Aging. Activities include preparation and publication of materials, assisting the denominations and church councils in workshops, seminars, and conferences and in project grants for specific work in the field.

The demand for the pamphlet "Brighter Vistas" which describes four outstanding church programs for older people has exhausted the first printing of 13,000. Religious organizations are included among the recipients of projects

grants under the Older Americans Act. Nine representatives of major faiths are serving voluntarily and at their own expense on an advisory panel to consult and advise the Commissioner on Aging in the preparation of materials and other activities relating to religious organizations,

C. Interagency Activities Under Grants for Research, Development and Training Projects

Title IV grants under the Older Americans Act are made for research and demonstration programs to investigate and develop the techniques and methods required to improve opportunities and services for older people. The programs emphasize areas where there is a major need for information but for which previous support was either inadequate or lacking entirely.

Before projects are funded under title IV, the Administration on Aging makes efforts to obtain support through other Federal resources. Regular communication is maintained with those agencies which have resources available for programs for older people, and a formal conference with representatives of such agencies is often the means for determining who will provide funds. Such conferences are held with counterparts in the National Institute of Child Health and Human Development, the National Institute of Mental Health and other agencies of the Public Health Service, the Social Security Administration, the Welfare Administration, and the Office of Education. In addition, we have frequent contacts with individual members of those agencies as well as with representatives from the Office of Economic Opportunity, the Department of Housing and Urban Development, and the Department of Labor. This is for the purpose of determining (a) the possible interest of other agencies in reviewing and/or supporting a project application either independently of, or jointly with, the Administration on Aging, and (b) for ascertaining the scope of their program.

Applicants and applications have been referred to us, and by us to the National Institute of Child Health and Human Development, the National Institute of Mental Health, the former gerontology branch of the Public Health Service, the Welfare Administration, the Social Security Administration, the Vocational Rehabilitation Administration, the Office of Economic Opportunity and the Department of Housing and Urban Development.

Title V of the Older Americans Act authorizes grants and contracts to support specialized training of persons employed in or preparing for employment in programs working with or for older people, without duplicating previously established training grant programs.

The Administration on Aging has developed its priorities for encouragement and support of education and training in the light of identified needs and existing resources. Based on these considerations, the Administration on Aging assigns highest priority to the development of personnel with knowledge and skills in aging: for program planning, administration, and coordination at all levels; for research in the applied fields; for administration and management of senior centers, housing, homes for the aged, and related community facilities; and for providing direct services to older persons through professions and technical occupations for which training support is not otherwise provided.

Against this background the Administration on Aging has developed a division of responsibility with the Public Health Service's Bureau of Health Manpower and Health Services, the National Institute of Child Health and Human Development, the National Institute of Mental Health, the Vocational Rehabilitation Administration, and the Office of Education. Inquiries and applications relevant to the types of support provided by other agencies are referred to those agencies, which, in turn, make appropriate referrals to the Administration on Aging.

In summary, project grants supported under the research, development, and training programs are not intended to replicate existing facilities, programs, or activities. Both grant programs emphasize areas where there is a major need but where no support is being provided. Both programs are coordinated with the research, demonstration, and training grant programs of other Federal agencies. Communications are maintained so that the clearest possible division of program responsibility results, and so that duplication of effort and support is avoided.

Mr. STEIGER. One more question, Mr. Commissioner, you indicated there is now available a preliminary draft of the report of the President's Council on Aging which details fully the activities of the Federal Government in the field of the aged.

Mr. BECHILL. Yes.

Mr. STEIGER. What I really would like to know is whether or not that information could be made available to the committee even though it is not in final form? Could we have that kind of material so we might have the benefit of what they have found?

Mr. BECHILL. I am confident that there is nothing in that report that couldn't be made available at this point.

Mr. STEIGER. Mr. Chairman, I would ask, if possible, we request from the Commissioner that information.

Mr. DANIELS. We will request the Commissioner to furnish us with whatever information is available on that report.

Mr. BECHILL. Yes. I would point out this report is furnished to the President. It is, in the form that it is in now, an unofficial draft report. Is that agreeable?

Mr. STEIGER. That is understandable. Thank you.

Mr. GRUPENHOFF. Mr. Steiger, I am from the staff of Mr. Huitt. Yesterday you raised the question as to why the phraseology "regular full time" was inserted in the act and we asked our lawyers to try to clarify the problem about the use of this language. The difficulty is that a person who serves on another advisory committee receives a per diem compensation and is looked upon as an employee of the Federal Government whether or not he is consulting. There might be a possibility in the future that a person who serves, for example, on the Mental Health Advisory Committee, or a Public Health Service advisory committee, or any others would be chosen to serve on this particular Advisory Committee so they inserted the language and requested Congress to pass it for that reason.

Mr. STEIGER. Thank you very, very much. That fully answers the question.

Mrs. MINK. I have a few more questions, if I may.

Title VI establishes advisory committees and gives the Secretary authority to appoint these advisory committees. Has this been done? Are they now functioning and in what capacity?

Mr. BECHILL. Yes; the Advisory Committee on Older Americans was appointed in October 1965. They have met several times. They are scheduled for another meeting at the end of this month. Currently, they are developing their first report of recommendations to the Secretary. This has been, I think, a very useful committee. It is made up of outstanding people in the country and in the field of aging.

Mrs. MINK. Is this report that you mention in draft form all ready, or is it still being considered?

Mr. BECHILL. It is still being considered by the Committee.

Mrs. MINK. About when will the report be ready for publication?

Mr. BECHILL. The report will be available possibly by June or July 1.

Mrs. MINK. Are there any firm recommendations that have come out of any of the meetings of the Advisory Committee thus far which would be of assistance to the committee?

Mr. BECHILL. Yes; they have made recommendations on an interim basis which we have transmitted to the Secretary, including the one of the strengthening and extension of the Older Americans Act. Certain of the recommendations correspond to the recommendations that were included in the President's message.

Mrs. MINK. I think it would be helpful, Mr. Chairman, if we could have whatever recommendations have been transmitted to the Secretary available also for this committee to consider in evaluating the program and the bill which is now before the committee. I would like to request that this information be made available to us.

Mr. DANIELS. Mr. Commissioner, can the information be furnished?

Mr. BECHILL. Yes, Mr. Chairman.

(The information referred to follows:)

RECOMMENDATIONS OF THE ADVISORY COMMITTEE ON OLDER AMERICANS TO THE SECRETARY OF THE DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

The Advisory Committee on Older Americans has made the following recommendations to the Secretary of Health, Education, and Welfare:

That the Administration on Aging be continued as a separate entity within the Department. (Dec. 1, 1966)

That a message be sent by the President to the Congress reviewing the present needs of older people and what is needed for the future. (Dec. 1, 1966)

That the Department of Housing and Urban Development be urged to expand the rent supplement program to include existing housing arrangements so that older persons will have the means to move into this housing and that existing good quality housing not be barred from participation in the rent supplement program. (Dec. 1, 1966)

That the National Medical Review Committee be activated immediately to review the operations under the Medicare program. (Dec. 1, 1966)

That the Commissioner on Aging explore with the Department of State the formation of a committee on aging as a separate section to work with other groups designated as part of International Cooperation Year and to participate in its continuing programs. (April 22, 1966)

That, if legally appropriate, the Secretary should write the appropriate person in the Executive Branch requesting that he urge the Territorial Governors of Guam, the Virgin Islands and Samoa to comply with Title III of the Older Americans Act. (April 22, 1966)

The Advisory Committee is currently working on a comprehensive report to the Secretary in which it will discuss and recommend goals and objectives for older Americans.

Mr. DANIELS. I understand there are two committee functions, the President's Committee as well as the Advisory Committee.

Mr. BECHILL. The Advisory Committee on Older Americans is the statutory committee to the Secretary.

Mr. DANIELS. As provided in what section of the act?

Mr. BECHILL. Title VI of the act.

Mr. DANIELS. The President's Committee is created by Executive order?

Mr. BECHILL. Yes, is created by Executive order and represents the interdepartmental interests within the Federal Government. One is really a citizens group from outside of the Government, and the other represents various agencies within the Federal Government.

Mrs. MINK. I have one last question, Mr. Chairman. I don't know if you will be privileged to make any comment on this, but do you see any merit in the suggestion that perhaps the President's Council and the Advisory Committee be merged into one statutory Commission on Aging and that might be a stimulus to get the President's Council to meet more often and to consider dramatic ways in which they might extend the purposes of this act and make the other executive departments of the Federal Government functioning parts of this program?

Mr. BECHILL. I think there could be some merit in this being done either by statute or by administrative direction.

Mrs. MINK. Thank you, Mr. Chairman.

Mr. STEIGER. One further question, Mr. Chairman, if I may.

Mr. DANIELS. Mr. Steiger.

Mr. STEIGER. Would it upset the Administration on Aging were the Congress to change the language as proposed in the legislation H.R. 4261 to read, "Such sums as Congress may hereafter authorize" rather than what is proposed which is "such sums as may be necessary"?

Mr. BECHILL. Mr. Steiger, we would have to oppose that language. We are asking for the open-ended authorization that is represented in the 5-year bill, because we do feel there is a sufficient control exercised by the Congress when each year we do have to go back for our annual budget requests.

On substantive legislation we are going to come back to the committee, but we believe that there are some advantages, in not being on a year-to-year level of existence. I think we do need to have something more permanent to develop the program for State and local communities, so that the program has some continuity.

Mr. STEIGER. Thank you, Mr. Chairman.

Mr. DANIELS. Thank you, Commissioner.

STATEMENT OF MRS. GENEVA MATHIASSEN, EXECUTIVE DIRECTOR, NATIONAL COUNCIL ON AGING

Mr. DANIELS. Our next witness is Mrs. Geneva Mathiasen, a member of the National Advisory Committee to the White House Conference on Aging, and also executive director of the National Council on the Aging.

Mrs. MATHIASSEN. Thank you. I am here in my capacity as executive director of the National Council on Aging. Our president, Mr. Garson Meyer, who serves also as a member of the Advisory Committee to the Administration on Aging and to the New York State program on aging, has asked me to express to you his regret at not being able to present this report.

He lives in Rochester, N.Y., and is a retired executive of Eastman Kodak. We have discussed the testimony, and he is in general agreement with what I have to say.

I will make my remarks very brief, if you agree, since you have copies of this written testimony. I would like to highlight one or two points in the testimony and then, if I may, I would like to make some additional comments not included in the text, based on the discussion, particularly yesterday morning, which I might, perhaps, slightly clarify.

Mr. DANIELS. Mrs. Mathiasen, without objection your printed statement will be incorporated in the record and you are now free to testify as you see fit.

Mrs. MATHIASSEN. Thank you very much.

I would like to say also at the outset that the National Council on the Aging is a voluntary agency. We maintain a staff of specialists in particular fields such as employment, retirement, housing, health, social services, senior centers, protective services, and so on.

We maintain a library staffed by two professional librarians and have for the last 10 years been collecting material based on experience in programs relating to older people around the country. I mention this because on the face of it it might sound as if there is some overlapping between the Administration on Aging's functions and the National Council on Aging, a voluntary agency.

Mr. DANIELS. Where is the principal office located?

Mrs. MATHIASSEN. In New York.

Mr. DANIELS. Can you give the particular address?

Mrs. MATHIASSEN. Yes; it is 315 Park Avenue South.

Mr. DANIELS. May we have the name of the president of the organization as well?

Mrs. MATHIASSEN. Yes, indeed.

Mr. Garson Meyer.

I think what I should say is that where our functions do overlap, until such time as both of our organizations have a great deal more money than we have at present at our disposal, there is not nearly enough help to provide the requests that both of us get. As a matter of fact, I received from my office, yesterday, notification we have at the moment 326 unanswered requests from communities, for technical service and guidance in developing programs for older people.

I would like to go on and say that I think the declaration of objectives for older Americans which introduced the Older Americans Act of 1956 is a noble statement of goals. In the long run, the effectiveness of the Older Americans Act must be judged by the progress made by programs provided under the act, together with many other programs under government and private auspices toward meeting these objectives.

It is important, also, I think, that during these early days of the Administration on Aging there be ample opportunity for experimentation, demonstration, and research. The inventiveness of American communities should be put at the disposal of older people. In the long run, however, I think we have to consider whether the short-term projects, and the demonstration programs must not undergo evaluation and priority setting and in the long run give way to those services and opportunities which have proved their effectiveness and economy, on an on-going basis.

Today's project, for example, on the short-term basis for a few people, I think, must, if effective, become tomorrow's communitywide ongoing service. This presents a very real problem of financing in the long run, that is, in terms of the Federal Government's functions in financing of community programs for older people.

In my own State of New York, of the first 15 projects that were funded under title III, eight were submitted by councils of social agencies, five by well-known agencies in the city of New York, and two by agencies in other parts of the State, all but two of which were committed for the maximum of 3 years legally possible.

I do not say this in any sense in a critical way. I think the New York State committee acted in their wisdom. But it might be considered superficially an evidence of city and agency skill in grantsmanship rather than some kind of coordinated thinking about "What does New York State need most and how many of the older residents of New York State do these programs serve."

At this point, there is nothing for rural communities and small towns, for example, except that two of the programs, I think, are countywide in coordination of the program.

Now, it is also true that the councils of social agencies, which applied for grants (and I have known these councils and their operation over a number of years) have been the leaders in our State and have been trying unsuccessfully over a period of years to secure adequate financing for programs for older people from local sources.

Most of them have managed to maintain a citizens committee over a period of years, but I think we have to raise the question as to whether or not a 3-year project grant will be sufficient stimulus to enable the community, through its own resources, to meet the goals for its older citizens which it has outlined and which the Older Americans Act has outlined as its goals.

"Seed money" is important, but unfortunately it does not always produce the harvest of other funds as implied by the terms. Therefore, I am suggesting that at the appropriate time some plans be made by the Administration on Aging through appropriate sources, both for overall and project-by-project evaluation, to arrive at long-term goals for the Administration on Aging in the Federal Government, and that methods of effective coordination of national, State, and local programs be devised, to the end that essential and tested programs be assured of funding and continuation.

I think we have had for years an excess of what I have called spotty experimentation in lieu of ongoing programs in which people can expect to have some continuation.

I included in my written testimony some comments relating to the Senior Citizens Corps, and since this is being dealt with elsewhere, I would like to omit that and go on to mention one or two things which came out of the discussion yesterday.

First of all, this is just a passing comment; I am always impressed by the frequency of the question, "At what age are you old?" I think the variety of ages at which people are referred to as being old are for the most part the result of Federal programs of one kind or another.

In the Department of Labor, a worker is old at 45 and all older worker statistics are gathered on that basis. In New York, according to the age discrimination in employment legislation, a worker may be old at 40.

In an NCOA project, under contract from the Department of Labor, we set the minimum age at 50, this in our belief, being the crucial age at which people were meeting difficulty in securing training and employment. Then it is obvious that the years 60, 62, and 65 are related to Social Security, eligibility for housing, and other Government programs.

Mr. DANIELS. Some departments and agencies have retirement at 55, others at 60 and 65.

Mrs. MATHIASSEN. Yes. I would like to say also, incidentally, that our organization is unequivocally opposed to compulsory retirement based on age alone. We have a great deal of very good material on that subject from industry, from labor, and from some noted economists around the country.

I would like to suggest parenthetically that the reasons why at least some of the States and jurisdictions have not yet accepted this pro-

gram, are significant in terms of the age of their citizens. Alaska, for example, has, I believe, only 4 percent of its people over 65.

This figure highlights the fact that we have some important minority problems among Eskimos, American Indians, Mexican migrant labor and other groups. The average age of death for Indians is 42; for Eskimos 35. While these figures are in part accounted for by high infant mortality, the fate of the old deserves real attention, and considerable pressure might be brought to bear in trying to do something about those particular groups under the Older Americans Act.

I do not want what I said about demonstration projects to imply that I do not think they are important in value and, indeed, at this point necessary. I do think, however, that there are very few programs that have been mentioned here that have not at some place and some time had one or more demonstrations. The point I would like to make is that this does not mean that, because they are demonstrated in one community, they do not need to be repeated in another.

However, it is important that any new demonstration builds on all that has been learned from former experience and does not start from scratch as if nothing before had happened. It seems to me that one of the important things to be done by the Administration on Aging and National Council on the Aging, both of which have information and consultation services, is that they jointly provide this kind of service to communities that are planning programs under the Older Americans Act, to make sure that certain parts of the learning experience should not have to be duplicated.

I can give a number of experiences of that kind, but I won't take the time because I realize time is short.

Mr. DANIELS. You make a very good point.

Mrs. MATHIASSEN. Thank you. I would like to make a particular point in relation to this implication on the nutrition program, mentioned in the Commissioner's testimony—a program which I think is an extremely important one, because, in our affluent society, no old person should go hungry or suffer malnutrition. This is a country which has suffered more from food surplus than from food scarcity.

But while these demonstrations are going on, I think consideration should be given to their long-term implications. How many elderly people really are undernourished in our country? What methods and programs do really work? How and where should a permanent program be launched if a permanent program is indicated after the initial period of demonstration programs?

What does the Administration on Aging see as its function for the long pull beyond the demonstration and grant-giving stage? Or does it see this function as an ongoing responsibility, since there will always be new areas that need to be demonstrated in communities?

The final point I would like to make is in relation to the problem that has been discussed here at great length, the problem of what has been called coordination. Commissioner Bechill, both yesterday and this morning, cited the President's Council on Aging as the mechanism for such planning and cooperation. It is sometimes easier for a voluntary agency to speak out on the subject related to Government organization than for a Government organization itself. I have observed this agency since it was first organized, not as a President's council but as

an interdepartmental committee on aging, and it is my belief that it has never really functioned at the down-to-earth operational level of coordinated planning that has been discussed here as being its function.

Commissioner Bechill inherited this mechanism, and I am sure he has tried to work with it in the best possible way, and of course he may not find it unsatisfactory. But it seems to me that attention should be given to some kind of interdepartmental working group, not at the Cabinet level, but at the working level. Its activities would include not only informal conversations and meetings but also regularly scheduled joint-planning and joint-stimulation sessions which will grapple across the board with the long-term needs of older people and how the various programs to meet the needs, fit into the statutory requirements of various Federal departments and agencies for the long pull.

For example, the nutrition program is not going to go very far before it has to deal, as the Commissioner suggested, with surplus food, a Department of Agriculture program. I think there is no doubt that those who have tried to work with that program on the local level have run into some problems about getting the surplus foods directly to the person who needs and is eligible for them.

For example, in one community with which I am familiar, the surplus foods were in a warehouse way out at the edge of town, and people in a public housing project were taking taxis to go out there and get it. This is a simple example of a somewhat sticky but important problem when you get down to the local level, where all of these programs eventually have to operate, the type of problem which I am sure could be handled by the Department of Agriculture if the need were clarified and presented. I only give this as a specific example of the interdepartmental nature at the Federal level of a local community program.

Then I think that the Commission on Aging might take advantage, perhaps more than in the past, not only of the Government agencies in a formal way, but also of voluntary agency contributions as well. Recently, under contract from the Office of Economic Opportunity, our organization prepared a directory of National Government and voluntary resources in the field of aging. I brought it here, so you can see what the size of it is. The size of course will be reduced in printing. It is incomplete, but, as Mr. Shriver says in the introduction, it is probably the most complete attempt ever made to put between two covers the total resources, governmental and voluntary, of funding and services for older people.

It lists some 21 governmental programs which provide only for older people, about 117 of which have allocations under which programs for older people could be funded although they are not specifically allocated for that, and it lists 29 private foundations which have expressed an interest in funding programs for older people, and we have selected out about 51 national agencies which can give technical help of one kind or another.

For example, the Cooperative League of the U.S.A. could probably be helpful in setting up food distribution cooperatives, and similar kinds of resources can be found all the way down the line.

I would like to repeat here as is fully indicated in the prepared testimony, that NCOA is in full support of the amendments and increased appropriations. We would like to see this program continued

and as time goes on methods refined for pulling together all resources in the country in some kind of coordinated way—or at least some method for joint planning and pooling of all of the resources available. Since there are not enough resources at this time to meet the need, let's make the best use we can of our combined resources.

Mr. DANIELS. Mrs. Mathiasen, you made some wonderful suggestions here, and the committee will give them very serious thought and consideration. I am sorry we had to delay you so long, but time does not permit any questions. There are three other witnesses who were scheduled to testify and the committee, properly speaking, should not be sitting while the House is in session.

Thank you very much.

Mrs. MATHIASSEN. Thank you very much.

(Mrs. Mathiasen's prepared statement follows:)

TESTIMONY OF GENEVA MATHIASSEN, NATIONAL COUNCIL ON THE AGING

My name is Geneva Mathiasen. I serve as Executive Director of the National Council on the Aging, a voluntary agency made up of about two thousand dues-paying members, both organizations and individuals, who are actively concerned with the field of aging. They represent such various pursuits as industry, labor, social welfare, health, education, government, and the law. Also included are prominent lay leaders.

I am very glad of the opportunity to testify today in favor of the proposed amendments to the Older Americans Act of 1965 and to make some observations on the progress made under the legislation so far and some implications for the future.

A cumulative report of all the state programs under the Older Americans Act is not available publicly. However, the published reports of projects financed under Titles IV and V through the Administration on Aging, and the reports received in our office from many state agencies, are impressive evidence of concern about and action toward meeting the needs of older people across the country.

The National Council on the Aging recently undertook an assessment of progress made in the last fifteen years in meeting the needs of older people, first recognized publicly on a national scale in 1950 at the first national conference on aging held under the auspices of the Social Security Administration. There is obviously a considerable time lag between recognizing a need and providing programs and funds to meet it.

The declaration of objectives for older Americans which introduced the Older Americans Act of 1965 is a noble statement of goals. In the long run, the effectiveness of the Older Americans Act must be judged by the progress made by programs provided under the Act, together with many other programs under government and private auspices, toward meeting these objectives.

They are not easy to achieve. To provide the programs, services, and opportunities they identify is time-consuming and costly. The nation's response in terms of projects submitted indicates a desire and readiness to get on with the job. As I am sure Commissioner Bechill's office will amply document, the funds available during the first two years of operation of the Older Americans Act were not nearly enough to finance all the good projects submitted under Titles III, IV, and V.

It is important that, during these early years of the Administration on Aging, there should be opportunity for the inventiveness and resourcefulness of American communities to try out solutions to the problems of older people and to demonstrate the degree of their effectiveness and their cost in comparison to other solutions. In the long run, however, the short-term "project" and the demonstration program must give way to provision of those services and opportunities which have proved their effectiveness and economy.

We are now living in a somewhat chaotic period of government grants which, on the community level, may lead to uncoordinated programs, based on the enterprise and ability of a single group or agency rather than on a system of priorities arrived at through a thoughtful community planning process.

Today's project, on a short-term basis for a few people, must, if effective, become tomorrow's community-wide, on-going service.

In my own state of New York, of the first fifteen projects to be funded under Title III, eight were submitted by Councils of Social Agencies, five by well-known agencies in the City of New York, and two by agencies in other parts of the state. All but two were committed for the maximum three years legally possible. I do not say this in a critical way. The situation might be considered superficially as evidence of city and agency skill in grantsmanship. But it is much more significant if thoughtfully considered. Most of the Councils of Social Agencies which applied for grants had been trying unsuccessfully, over a period of years, to secure adequate financing for programs for older people. Practically all have maintained a citizens committee on aging, which has studied and planned through the years. Will a three-year project grant be sufficient stimulus for each community, through its own resources and others it can muster in a coordinated plan, to meet the goals for its older citizens mentioned above?

I suggest that, at the appropriate time, plans be made for an evaluation, both over-all and project-by-project, to arrive at long-term goals for the Administration on Aging in the federal government and at methods of effective coordination of programs of both government and voluntary agencies at national, state, and local levels, to the end that essential, tested programs can be assured of funding and continuation.

In relation to the establishment of an Older Americans Community Service Corps, I should like to refer briefly to testimony which I presented before the Senate Special Committee on Aging on June 15, 1966.

At that time, I pointed out that older people had experienced certain problems in obtaining volunteer as well as paid jobs. Many voluntary agencies are still not geared to the use of older people in staffing their programs. Some do not have the facilities or supervisory personnel. In a number of cities, retired executive and professional people have organized and performed remarkable service to their communities, but in general they have not been able to find as much volunteer work to be done as their members wanted to give.

On the other hand, certain national programs—such as Foster Grandparents, Green Thumb and Medicare Alert—have shown the possibility of providing part-time work on an on-going basis and have more than amply demonstrated the ability of many older people to contribute useful service, with responsibility and with high morale in the performance of their duties.

We, therefore, strongly recommend that substantial funds be appropriated for the Older Americans Community Service Program. In so doing, we should like to stress certain conditions necessary to its maximum effectiveness. This program should not be looked to primarily as a solution to poverty, or as a welfare program for the elderly poor, or as a made-work program to help the older person feel useful. Its object should be to provide opportunities for older people to be useful, to enable those with varied backgrounds and skills to continue their contributions, as they have done throughout life.

This will not be an easy program to administer at either the national or the local level. Attention is called to Paragraph 8 under Authorization which provides that "the program is closely coordinated with, and wherever appropriate makes the most efficient use of, the experience and programs of the Department of Labor, the Office of Economic Opportunity, and any other relevant federal and state programs."

In this connection, it may be helpful to note that the Nelson-Scheuer and Kennedy-Javits amendments to the Economic Opportunity Act are to be administered through the Department of Labor. Older people are eligible for these programs of manpower training and employment, though they are not exclusively older-worker programs.

The state agencies responsible for the Older Americans Community Service Program may want to consider using the local offices of the state employment service, wherever feasible, to administer the program. Such arrangements might encourage greater use of and coordination of all three programs.

Mr. DANIELS. Is Dr. Blue Carstenson in the room? Is someone appearing in his behalf?

(No one responded.)

Mr. DANIELS. In the absence of anyone to make a verbal presentation, the prepared statement and a letter submitted to the committee.

by Dr. Carstenson, the executive director of the Senior Member Council, National Farmers Union, will be inserted without objection in the record at this point.

(The letter and statement from Dr. Carstenson follow:)

NATIONAL FARMERS UNION,
Washington, D.C., May 11, 1967.

HON. DOMINICK V. DANIELS,
*Chairman, Select Subcommittee on Education, Education and Labor Committee,
House of Representatives, Washington, D.C.*

MR. CHAIRMAN: I regret that I am unable to remain the second day for hearings on the Older Americans Act, and I am submitting my statement for the record, plus these verbal comments which I had hoped to make. I will be available on Tuesday, May 16, should your committee wish to ask any questions.

To the statement we have added some case stories of individuals who have been helped through our CASA program, and others whom we hope to help in the course of this project which is financed under the Older Americans Act.

We would like to have shown you some of the unbelievable pictures of some of the people we are attempting to help. The CASA staff, other than the project director and coordinator, are all older and retired low income persons. The project director, Mr. Jones, has trained the men and women as interviewers to go out and make home calls to find the isolated retired people. They have also been trained as home aides or as handy men to work to help these families. These workers have worked with the local county Government officials to see if they can get additional help for the older people who need it.

In the picture book there are pictures of men and women in their eighties, nineties and hundreds who are living in extreme poverty. I would like to tell you about a couple of these.

Mr. and Mrs. Robinson: Mr. Robinson has been confined to the bed for a number of years. They are in their late seventies, and he has been bed ridden for quite some time. His wife tried to take care of him, but about a month ago she became seriously ill. Our CASA workers came in as home aides and helped the couple through this difficult period by cleaning the house, cooking the meals, and generally assisting Mr. and Mrs. Robinson. The CASA home aide worked with the family for about three weeks. Now Mrs. Robinson has recovered sufficiently and is again able to take over the household duties. Our CASA aide will continue to make periodic calls on the family to be helpful and check to see how things are going.

In another family, a strong grandmother has carried the family over many difficult years. The son and daughter-in-law are not terribly capable of handling their affairs, and they have two mentally retarded children. Now the grandmother has deteriorated and is well advanced in age. The family situation has also deteriorated to a very critical point. Our CASA worker came upon this situation and visited the family. Then upon finding this situation the worker discussed it with the county officials and the project director, and together they brought the case to the attention of the Governor's office since there were no local services which could deal with this kind of problem. The Governor's office has agreed to help find out some ways to help this family.

Project CASA has also started a number of activity programs, including a sewing and crocheting class and has organized a group fishing trip for the older men and women down the White River. Most of these people have been unable to get out of their homes. About eighty percent of the people have no transportation available to them—either of their own or public transportation. Many older single persons have not had visitors in months.

We believe that the Older Americans Act and projects like Project CASA are making and will make a significant impact on the lives of older people.

In the first day of testimony, one of the members of the committee asked about discrimination on the basis of age. We have had extensive experience on this problem through our Green Thumb project, which is a program that employs older and retired low income farmers to beautify the highways. We are only able to pay these men up to \$1500 a year, because of the limitations set by Social Security. This plus their Social Security and other income brings them up above the poverty line.

When we have tried to place these men in private employment, we found that the level of discrimination against the sixty plus worker, especially the sixty-five plus worker is as intense or perhaps even more intense than any other minority group. Many of our workers are in their seventies, and quite a number are in their eighties. We have one who has almost reached his ninetieth birthday.

I am submitting a copy of a brief description of our Green Thumb program. We feel that much more could be done to aid the older worker. Perhaps one of the first steps would be to implement the legislation on the book concerning the age discrimination for entrance into Government and public employment. We also agree with members of the committee that the earning ceiling under Social Security should be raised to \$2500. We find many of the people that we work with are unable to earn their way out of poverty simply because of the Social Security ceiling. In our judgment it is not right to not allow older people the opportunity to earn their way out of poverty. We have taken this position before the House Ways and Means Committee.

We believe that this country is missing out on tremendous potential, manpower, womanpower, brainpower and the experience of older people to ably aid the community.

I regret that I will be unable to appear, but I will be available if the committee so desires to ask any questions on May 16.

Sincerely,

BLUE A. CARSTENSON,
Executive Director, Senior Member Council.

TESTIMONY OF BLUE A. CARSTENSON, EXECUTIVE DIRECTOR, SENIOR MEMBER COUNCIL OF THE NATIONAL FARMERS UNION

I appear before you in behalf of the Senior Member Council of Farmers Union in support of the continuation of the Older Americans Act.

The program which is now almost two years old, has been carried out through the Administration on Aging, and was created by the Older Americans Act. The Congress passed unanimously (392 to 1) this legislation which was sponsored by two Congressmen no longer with us, the late Senator McNamara and Representative Fogarty. Despite doubts by the old hands in the Department of Health, Education and Welfare, the agency has been an honor to these late and beloved members of Congress, and to each member of Congress who voted for it. No one has to regret that he voted for or urged its passage. It has been a small, well-run program, and has given new hope for hundreds of thousands of older Americans.

Because the Administration on Aging has been so constructive and has been making good and effective grants with the limited amount of funds it has had, we urge its continuation and expansion.

The need is great. There are over six million people over age 65 in rural America. One and a half million of these still live on farms. We estimate that four of the six million persons over age 65 in rural America still live below the "poverty line", although the official "poverty line" in our judgment discriminates unfairly against both the elderly and rural poor.

In north central Arkansas, the Arkansas Farmers Union operates Project CASA under a grant from the Administration on Aging. There are literally thousands of isolated, sick, and poverty stricken older people living at tragically inhuman levels. It has been our experience that the widows are those who suffer most.

Project CASA employed older and retired low income persons to serve their community, especially the isolated older persons. The CASA grant was for slightly less than \$75,000 for a six county project. The older men are employed as handy men who go out into the rural areas seeking out the isolated, elderly couples and widows. The handy men help as they can. They have made a survey of the problems of these people, made emergency repairs to their homes, gave information about services that are needed, and have been just plain neighborly. The older women who are employed by CASA as home aides also make house calls finding older persons in need and helping to find assistance for them.

The state and local government has been cooperating with this project in many different ways. Each of the county governments, for example, supply space

for a senior citizen drop-in center which also serves as a referral point for calls for assistance. The CASA workers serve as center workers in these centers.

I have seen what this program has meant in New Jersey, Pennsylvania, Iowa, Minnesota, Arkansas and many other states. It may not be as glamorous as the OEO projects, but neither has there been the conflict, confusion nor difficulties. There has been good solid progress and cooperation. We like the way this program has operated.

RECOMMENDATIONS

We urge that—

1. The Administration on Aging be expanded from the \$8 million at the present time and proposed \$10,550,000 in the Perkins Bill to \$15 million for Section 2 for Community Planning, Services and Training, and the section on Research and Development Projects from present \$3 million and the proposed \$6,400,000 to \$10 million. I think the agency is capable at this time of spending this expanded amount of money more wisely than any other agency grant program in HEW;

2. Greater attention be given to the problems of older persons of isolation in rural areas;

3. Attention be given to the encouragement of rural senior housing;

4. The Committee recommend that the President should abolish the "President's Council on Aging". This Council was an unworkable plan proposed primarily as an effort to block passage of the Older Americans Act, and that a new interdepartmental committee chaired by the Commissioner on Aging be established at the working level, with the Assistant Director of OEO, the Directors of Senior Housing in HUD and Agriculture, the Special Assistant to the Secretary of Labor and others, including a representative from the White House and Bureau of the Budget be selected to really better coordinate the efforts in the field of aging;

5. The Administration on Aging be encouraged in its consumer education efforts;

6. The Foster Grandparents program be transferred from OEO to the Administration on Aging and funded by the Older Americans Act. It is administered and operated by the Administration on Aging and is not tangibly aided by the insertion of OEO;

7. The problem of the older driver and transportation for older people be given special consideration, especially the problems of older rural persons;

8. The program be a little more adventurous on more controversial or sensitive issues, now that good operation and technical assistance can enable the agency to venture into such areas as employment and income problems;

9. Since the Civil Service Commission has tended to ignore the Congressional mandate to help eliminate age discrimination in employment in federal agencies, we urge Congress give the Administration on Aging authority to bring cases of discrimination to the attention of the Commission. For example, the discrimination against older people in the hiring of OEO—in our opinion—has adversely affected the nature program of OEO. As a result, few programs for older people are funded by that agency. The agency is youth-oriented in part because of the exclusion of older employees;

10. The Senior Citizen Service Corps Bill be passed. We understand there will be separate hearings on this Bill; and

11. The Administration on Aging encourage better retirement preparation among farm couples.

SUMMARY

We are proud to say we encouraged the passage of this Act, and urge its expansion. Speaking for over four million older and retired farmers, their wives and widows we appreciate the Congress' action to help older persons to help themselves.

ARKANSAS FARMERS UNION COMMUNITY ACTIVITIES FOR SENIOR ARKANSANS PROJECT

WEEKLY REPORT FOR CONWAY COUNTY AND AN EXAMPLE ON AN ADMINISTRATION ON AGING PROJECT, APRIL 21, 1967

This week really started with a bang of a hammer and splash of dishwater. With the help of our interviewers, Mr. O'Brien and Mrs. Dukes, and a part-time

senior carpenter, Mr. Hollis Williams, the home of Mrs. Lillie House, Conway County, had a deserved facelifting.

Before repair, one room had several leaks in the roof and the cracks in the wall of this room and the kitchen were approximately an inch wide. These rooms did not have an inside wall; the outside wall with its many cracks was the only partition between the inhabitants and the outside. Mr. House had earlier stated that the rooms were too cold to live in during the winter months. Mrs. House lives with her sister, and both are over 80 years of age. Each are living on small Social Security checks.

There aren't words to describe the improvement of this home after CASA repairs. Now Mrs. House has an extra bedroom that has a new roof, ceiling, and walls. She can now cook and eat in the kitchen because the new ceiling and walls of sheetrock will keep out the cold wind and rain.

In addition to the above mentioned repairs, new front and back doorsteps were built to replace dangerous steps that were more than half rotten by the weather. New screens were placed on all windows and screen-door repaired. Loose wallpaper tacked in place in the livingroom and missing panes were replaced in all the windows.

In addition to repairing this home, it was given a thorough cleaning. Every dish in the kitchen was washed, the floors, stove, table, refrigerator, and cabinets were scrubbed clean. New curtains were hung over bare windows, a new tablecloth replaced an old worn one, and a rug now covers a once bare floor. The yard was raked clean, the wood neatly stacked, and the trash was burned.

It took three days to repair and clean this house, however, it was worth the time and labor to make Mrs. House and her sister happy. Before the task was finished, Mrs. House made the statement, she thought she was in Heaven, because nothing like this (home improvement) had ever happened to her on earth. The before pictures of this home were made on an earlier trip to Conway County and the after pictures were made Thursday after the repair work had been completed.

Also, while in the Morrilton area, we made two visits to the County Judge's Office, Tom Scott. We also contacted the Sheriff, Marlin Hawkins, and informed him of one of our senior citizens, Mrs. Minnie Lee Scott, who isn't getting proper care and attention. Sheriff Hawkins plans to have someone visit in this home and suggests that Mrs. Scott receive better care or be admitted to a rest home.

Arkansas Farmers Union CASA project—Statistics on senior citizens interviewed as of May 1, 1967

	County						
	Conway	Izard	Lonoke	Prairie	Sharp	Stone	Average
Number of persons interviewed.....	544	399	329	403	204	519	2,338
Average age.....	73.9	72.3	73.9	73.5	72.3	71.0	72.8
Average annual income.....	\$968.30	\$895.73	\$925.33	\$907.09	\$991.72	\$962.50	\$941.78
Source of income:	Percent	Percent	Percent	Percent	Percent	Percent	Percent
Social security.....	28.6	62.2	53.2	59.7	51.1	41.9	49.8
Welfare.....	41.4	17.4	23.4	24.8	24.2	21.7	25.5
Social security and welfare.....	27.5	20.1	23.4	13.6	22.2	33.3	23.4
Other (veterans' pension, odd job, etc.).....	2.5	.3	0	1.9	.5	3.1	1.3
Health:							
Good.....	13.2	8.9	11.9	9.4	16.3	8.9	11.4
Fair.....	11.0	30.9	37.1	30.3	40.6	28.0	29.7
Poor.....	75.8	60.2	51.0	60.3	43.1	63.1	58.9
Applied for medicare.....	91.9	92.6	87.2	84.6	87.7	79.6	85.8
Housing:							
Owens.....	59.7	80.2	66.0	70.2	78.2	78.5	72.1
Rents or board with relatives.....	40.3	19.8	34.0	29.8	21.8	21.5	27.9
Housing condition:							
Standard.....	67.4	69.7	71.7	68.7	49.8	53.5	63.5
Substandard (without either electricity or in- door plumbing or both) ..	32.6	30.3	28.3	31.3	50.2	46.5	36.5

**STATEMENT OF WILLIAM FITCH, EXECUTIVE DIRECTOR,
AMERICAN ASSOCIATION OF RETIRED PERSONS**

Mr. DANIELS. Is Mr. William Fitch, executive director of the American Association of Retired Persons present?

Mr. FITCH. Yes.

Mr. DANIELS. Gentlemen, would it be possible for the remaining witnesses to come back here at 2:30, this afternoon?

Mr. FITCH. I have a problem. I came back from Florida and I am leaving again this afternoon, but I have a prepared statement I can leave for the record.

Mr. DANIELS. I would suggest, sir, that you submit the statement for the record and I assure you that I will read the statement and give it very, very careful study and recommend that the other members of the committee also give your statement serious thought.

Mr. FITCH. I would like to say I can't recall a hearing that is any closer to my background. I was in the Department of Health, Education, and Welfare, Director of the Staff on Aging, and served as a member of the advisory committee. At one time I was a secretary for what was then the Interdepartmental Committee on Aging. Many of the questions that were asked this morning are in areas in which I have deep concern. Some of the recommendations in my testimony go to those points. Should there be any further questions based on my testimony I would be very happy to answer them or appear at some later time if that would be convenient for the committee.

Mr. DANIELS. My staff did prepare some questions to present to you, Mr. Fitch, and I will be happy to ask them.

You worked closely with Congressman Fogarty on the White House Conference and Older Americans Act. Do you believe that Mr. Fogarty would have felt the Administration on Aging was measuring up to its expectations?

Mr. FITCH. His death is a great personal loss, as well as an official loss to the total field of aging. I think one of his greatest disappointments was the failure to produce a blueprint for action on aging following the White House Conference.

He hoped the Administration on Aging would develop this. Perhaps this is a goal they are speaking of at the present time, this new report. I think he would be concerned as we are, for closer coordination and cooperation between the Office of Economic Opportunity, the Department of Labor, the new consumer representative special assistant to the President. Every one of these programs works at the heart of problems of older persons. Yet, I think the feeling we have as an organization representing over 1 million members is the competition among these groups. Our concern is not that the money in this bill is what it is, we think it is very modest; we think there should be more put into the Administration on Aging to do the job rather than to accept funds from other agencies to carry out their responsibility.

Mr. DANIELS. Do you think there is need to have so many agencies involved with the problems of older citizens or do you think some of these agencies might coordinate their efforts and consolidate their work and try to reduce the amount of effort; that is, not the effort that is being put into it, but the amount of work that seems to be overlapping?

Mr. FITCH. I think there is a need for a better focus of those various programs for the elderly poor.

Each of these programs goes specifically to its major organizational function and yet there are overlapping fringe areas which have not been clarified. This is how outside organizations like ours get the feeling there is competition for clients and a shopping around for grant money.

I think the Advisory Committee on Older Americans should try to be more specific in defining channels of responsibility. I think they are confusing.

Mr. DANIELS. The next question I think you already answered. How does the Commission on Aging relate to a private organization like yours and what assistance have you received?

Mr. FITCH. We find ourselves carrying out dynamic programs that we sometimes believe should have been initiated under the Administration on Aging. There is a personal working relationship but in serving on the advisory committee I don't get the feeling there is any clear channel or direct relationship between the work of the Administration and the work carried on in our associations.

A couple of specifics: We are completing now, and will soon have available for publication, a complete review and survey of the pre-retirement planning in the Federal service. There was a question of whether the Civil Service might have done it or whether the Commission on Aging should have done it. Yet it was a private organization like ours that finally accomplished it. We will make our findings available to both. This is a need that existed for a long time. I recognized it when I was in the Department and since it was not being done, our association has done it. We will implement the findings with the kind of training and preparation that is indicated. Our Institute of Lifetime Learning has developed a new dimension in education for the later years that might well have come within the activities of the Office of Education. It is a new look at adult education.

The recommendations I have in my statement suggest more effective channels be developed between the Commission on Aging and private voluntary organizations such as ours.

Mr. DANIELS. Well, that about completes my questions, sir.

Mr. FITCH. I do appreciate this opportunity. I know you are rushed for time. I would like you to feel if there are further questions, or any need for further clarifications of any of the recommendations, I shall be happy to submit them in writing for the record or appear at any time it might be convenient.

Mr. DANIELS. Without objection, your statement is inserted at this point in the record.

Mr. FITCH. Fine, thank you very much.

(The statement referred to follows:)

TESTIMONY OF WILLIAM C. FITCH, EXECUTIVE DIRECTOR, NATIONAL AND INTERNATIONAL RELATIONS, NATIONAL RETIRED TEACHERS ASSOCIATION AND AMERICAN ASSOCIATION OF RETIRED PERSONS

Mr. Chairman, distinguished Members of the Subcommittee, my name is William C. Fitch. I am the Executive Director for National and International Relations of the National Retired Teachers Association and the American Association of Retired Persons. These are nonprofit, nonpartisan Associations representing over one million mature adults who strongly supported the Older Americans Act of 1965 and urge the enactment of H.R. 4261 to amend that Act.

Our Associations worked very closely with the late Congressman Fogarty on the White House Conference on Aging Act, the report of which recommended a strong independent Federal organization on aging and also on subsequent bills which he and the late Senator McNamara cosponsored to implement the findings of that National Forum.

As you will recall, the basic concept of a commission on aging was introduced by Congressman Fogarty immediately following his presentation at the opening session of the White House Conference on Aging. He firmly believed that the focus on aging should not be welfare-oriented and that a commission on aging was needed to create a clearing house for information at the Federal level and to give a national center for action.

It was Congressman Fogarty's wish that the deliberations of the White House Conference on Aging be forged into a blueprint for action in aging. This was never produced even though there were rumors of several attempts.

Few bills have been so wholeheartedly supported as the Older Americans Act. It was enthusiastically endorsed as constructive bipartisan legislation in the best interests of the Nation's older persons at the Federal, state and community levels.

The testimony of the Commissioner on Aging and that offered by Senator Harrison Williams of New Jersey when he introduced the companion bill in the Senate documents the action that has been generated by this legislation. There can be little doubt that as President Johnson said at the signing of the Older American Act, "this is seed money" and so it has been producing a harvest far beyond the expectation of many and producing an excellent dividend for each dollar invested.

The requested increases in appropriations under the proposed amendments are still very modest in the light of known needs, the continuation of projects already begun that will be jeopardized or eliminated by the withdrawal of support and the funding of projects that have been rejected because of insufficient funds. It would be interesting for the Committee to request a listing from the Commission on Aging of those projects that have had to be disallowed because of the inadequacy of their appropriations.

I am very conscious of the financial restrictions under which the Administration on Aging has been operating. As a member of the Advisory Committee and serving on the Technical Review Committee for Training Grants under Title V, it has been frustrating and sometimes discouraging when it became necessary to disallow some of the projects that are so desperately needed to provide the knowledge and competence to carry out the programs that have been identified as critical even to meet minimum needs.

I do not want to be misunderstood in my next observation. I am not opposed to the projects for the elderly now funded under the Office of Economic Opportunity. Many are appropriately placed within that agency. Yet, I do not understand a policy that provides funds for a program under the Office of Economic Opportunity that will be carried out under the jurisdiction of the Administration on Aging. It would seem more logical for the appropriations of the Administration on Aging to be sufficient to carry out those programs that fall within the framework of its responsibility.

Questions might also be raised about grants authorized to agencies outside of government to carry out functions that might easily be considered the responsibility of the Administration on Aging, were sufficient funds available to carry out the Congressional intent for a commission on aging.

It is not clear to me how the President's Council on Aging has operated since the establishment of the Administration on Aging. The language and the intent of the Older Americans Act seem to invest in the Commission on Aging and the Administration the powers that previously were allocated to the Council. Funds were no longer provided in the Department's budget.

If the President's Council has been or will be terminated it does not lessen the need for close interdepartmental cooperation. Perhaps—as never before is there an urgency to coordinate the program in aging authorized in several departments and agencies. This is essential to strengthen the total program and to prevent rivalry or competition for "clients" and the tendency to "shop around for grant money."

The Office of Economic Opportunity recently announced the appointment of an Assistant Director to be responsible for programs involving the elderly poor.

This is an action long overdue, and can do much to overcome the neglect of older persons in the War on Poverty.

The Department of Labor has moved forward in its desire to remove age barriers to employment and develop a more constructive training and placement program for older workers—until now applying to persons closer to 45 years of age than 60 or 65.

Within the legislative authority of the Department of Housing and Urban Development, it is now possible to incorporate a wider range of facilities and services for the elderly.

Most of the programs within the Department of Health, Education, and Welfare touch the lives of the Older American. The Office of Education, Social Security Administration, Vocational Rehabilitation, Public Health Service, National Institutes of Health and the Family Service play a vital role in pre- and post-retirement years of all of our citizens. It is a major task to keep the program lines straight without jurisdictional entanglement.

The Special Assistant to the President for Consumer Affairs must necessarily relate very closely to the older consumer in today's market place. Their major concern is the threat of inflation and the need to get full value for every penny spent from a fixed-reduced retirement income.

I am not suggesting any major change in operations, but it is clearly evident that unless these basic programs are coordinated, we shall be rewarding those individuals and organizations that have perfected the art of "grantsmanship." There is a need to make the funds under these diverse programs available also to the lesser known groups with new and imaginative ideas, who may not yet have been able to articulate their aims and purposes so clearly. I do not recommend a new glossary of key words for preparing grant applications—but a sincere desire to stimulate and encourage broader participation in the appropriations earmarked for the aging.

What I do propose is more dynamic or more effective exchange of information among the departments and agencies, either by the Council or more visibly through the staff of the Administration on Aging.

A resource that has not been recognized—or at least fully utilized—is the Council of State Executives. It is my understanding that Mrs. Eone Harger, President of the Council of State Executives, will appear before your Committee. I can add little to what she will testify—except to endorse the organization as being one of the great potential forces for spreading and sharing the experience and results of outstanding programs across the Nation. I believe that not only should this organization be recognized but assisted through funds that could be made available through the appropriations authorized under the Amendments to the Older Americans Act of 1967.

Credit is due the Administration on Aging for the quality and usefulness of the information materials it has been publishing. Aging has achieved a happy balance between a Federal house organ and a non-federal publication.

Useful Facts presents the best compilation and interpreted information in the field of aging and has provided a valuable service to every person and organization working in the field of aging.

I would be remiss in my testimony if I did not indicate a greater need for a more clearly defined channel of cooperation between the Commission on Aging and private organizations and associations working in the field. It must be remembered that many of these groups have been and are still deeply involved in many of the areas in which the government programs are operating. It is our aim and that of most of the other organizations with which I am familiar—to complement and supplement the major Federal programs—without sacrificing or losing the focus of the importance of private enterprise and initiative in the areas of social concern. It is toward this end that we pledge the continuing support of our Associations and urge your favorable action on H.R. 4261.

STATEMENT OF DR. MICHAEL A. PLESHER, RESEARCH DIRECTOR, COMMITTEE ON OLDER AND RETIRED WORKERS OF THE UNITED STEELWORKERS OF AMERICA

Mr. DANIELS. Dr. Michael A. Plesher, research director of the Committee on Older and Retired Workers of the United Steelworkers of America.

Dr. PLESHER. Mr. Chairman, I, too, would suggest that any questions you might have to ask would perhaps be sufficient to complete my testimony in view of the fact that you have a copy of my prepared statement. I would have no changes to make to the prepared statement.

Mr. DANIELS. Without objection, Dr. Plesher, your statement will be printed in the record, and would you care to point up the main factors of your statement.

Dr. PLESHER. This I shall do, Mr. Chairman. I would point out, first, some of the problems that I see. I have been a member of the advisory committee, Governor's Advisory Committee on Aging in Arizona. Recently, our legislature did not see fit to appropriate \$7,000 which would have enabled us to use 140-some-odd-thousand dollars for programming and planning for the aged in our State.

Here is one problem that needs to be looked at. We are here depriving citizens in the aged group of some financial assistance in programming and planning because of negative action by the State perhaps because of its financial capabilities. They are thus deprived of benefits enjoyed by aged in other States.

Mr. DANIELS. Commissioner Bechill testified yesterday that there were seven States and three possessions that haven't been approved for participation in the program, but an all-out effort was being made to have these 10 States and possessions participate.

Dr. PLESHER. That is right, sir.

Our plans were approved but the legislature did not see fit to appropriate the needed matching funds.

Mr. DANIELS. That is clearly a local problem, then, sir.

Dr. PLESHER. Right. I would point out that in many discussions I have had with people there is too often a feeling that we have met the needs of the older people through Medicare and Social Security.

I would hope that this is not the feeling of members of the subcommittee, because certainly the needs of the older people go beyond the need for additional money and health care.

Mr. DANIELS. I am sure that has been demonstrated by the witnesses who have appeared here yesterday and today. Speaking for myself as a member of this committee, I do not share that thought. I believe much remains to be done for our older citizens and we need plenty of help.

Dr. PLESHER. They do, sir. I think those who believe this do not realize really that we have brought on other problems perhaps because of our attempt to secure a very fine and secure life for the retirees. Compulsory retirement, for instance, may have been a result of this attempt. There is a feeling that the aged are now securely set and consequently there is no need for them to remain in the labor force. Thus, there is an attempt to force them out.

Today, dignified secure retirement is available to some, but insecure and inhumane retirement is forced upon others. I believe this is a very serious problem.

It seems to me that some of the major problems that we have over and above the question of dollars and cents is that we need many more trained people working in the problem area of the aged, not only sub-professionals but also people to help the aged with their particular needs; such people as homemakers, nurses aides, shopper aides,

friendly visitors, and so on. We don't have such personnel. I believe this is an area in which we need to do a great deal more work.

We need better communications with our older people. The poor, the elderly poor are totally out of communication with the community. I think we need to do more for our older poor. I think we need to do a great deal more in retraining and education among our older people.

Second careers, I believe, will eventually be a common thing. This will become part of our way of life.

These, Mr. Chairman, are some of the problems I see that we do have and, of course, I detailed them to a greater extent in my prepared statement.

Mr. DANIELS. Dr. Plesher, inasmuch as you are the research director on the staff of the United Steelworkers of America, would you care to pass any comments on the problem of aging discrimination in employment?

Dr. PLESHER. I think this is a very serious problem. Of course, in organizations where we do have the protection of the seniority provisions in negotiated agreements there is some defense against this kind of discrimination in the loss of a job. But in the industries where we do not have this kind of protection, there is considerable discrimination in the firing and laying off of aged people, perhaps because of the feeling that they are not as productive as a younger person is.

Of course, studies have been made indicating this is not true, but I am afraid this is an assumption that is well founded within the minds of many people, those who are responsible for hiring and firing.

Mr. DANIELS. From your experience in dealing with the problems of the older Americans and the aged, have you formulated any opinion as to priorities with respect to these problems?

Dr. PLESHER. There are two levels, really, Mr. Chairman, as I see it. The problem of financial security, of course, is primary. It is followed by that of health and housing. There is this major level of priorities, but there are other priorities. I think we need to, as I said, get more people involved in this problem of the aged. Even in the area of geriatrics, the physicians admit there are simply not enough physicians trained well enough in this area that they can properly take care of all the needs of aged patients.

We need to communicate better with aged persons. We need to find our older people who are having problems. "Medicare Alert" indicated to us this is a great problem, that many of these people are out of touch with society completely. We need to find them, we need to help them, and to service them. I am very much concerned, too, about the attitudes of people regarding the elderly.

It becomes disheartening when you have to argue against some of those who say that we must now begin to think about methods of getting rid of the useless and the nonproductive, meaning the aged, retired persons. Too many view our aged as useless and unproductive. I think this is serious.

Certainly this is not a good attitude, but if we begin to compare older people with what we expect of young people, certainly this attitude will continue. I believe this is something that will require a lot of teaching and training to bring about a change in attitude.

Mr. DANIELS. Dr. Plesher, what is your position with reference to H.R. 4261, one of the bills under study by this committee?

Dr. PLESHER. We support this legislation, Mr. Chairman.

Mr. DANIELS. Do you have any recommendations to make with reference to its refinement and improvement?

Dr. PLESHER. No, I have not. We haven't gone deeply enough into making any assessment of the effects of the legislation. I can say this, though, that in a previous year I did testify before a committee when we were advocating a high-level commission on aging which would not have been located within any particular department.

At that time we were somewhat concerned about the question of coordination and the fragmentation of the problems of the aged, and, of course, the question of the priority that would be given to the problems of the aged.

Mr. DANIELS. Well, this Department of Aging of HEW has been in existence and operating for approximately 20 months now. Have you had occasion to observe the functioning of this Department and do you care to make any comment?

Dr. PLESHER. I would. As stated by a previous witness perhaps we as another organization looking at what has happened are in a better position to make some kind of judgment. I feel that there is a greater need for coordinating activities. Whether this problem of the lack of coordinating activities is just the beginning of something that will be ironed out in the future, I don't know, but I feel that stronger coordination authority perhaps is necessary within the legislation.

Mr. DANIELS. Dr. Plesher, I notice three bells sounded which indicates there is a quorum call over in the House, so, therefore, we must discontinue this hearing. I want to express to you the thanks of the committee for coming here and giving us the benefits of your views. I want you to know we much appreciate it.

The committee stands adjourned until next Tuesday, May 16, 1967, when we will convene at 9:45 a.m.

(Whereupon, at 12:25 p.m., the committee adjourned, to reconvene at 9:45 a.m., Tuesday, May 16, 1967.)

AMENDMENTS TO THE OLDER AMERICANS ACT OF 1965

TUESDAY, MAY 16, 1967

HOUSE OF REPRESENTATIVES,
SELECT SUBCOMMITTEE ON EDUCATION
OF THE COMMITTEE ON EDUCATION AND LABOR,
Washington, D.C.

The subcommittee met at 10:00 a.m., pursuant to adjournment in room 2261, Rayburn House Office Building, Hon. Dominick V. Daniels (chairman of the subcommittee) presiding.

Present: Representatives Daniels, Hawkins, Scherle, and Steiger.

Also present: Daniel Krivit, subcommittee counsel.

Mr. DANIELS. The subcommittee will come to order.

This morning the Select Subcommittee on Education will continue hearings on H.R. 4261, and similar bills, to amend the Older Americans Act of 1965 so as to extend its provisions.

Our first witness this morning is Mrs. Eone Harger, director of the New Jersey Division on Aging.

Mrs. Harger is a friend of many years' standing; she was appointed by former Gov. Robert Meyner, in 1958, to this position and she still serves in that capacity. I recall Mrs. Harger testified on the 1965 legislation, which was enacted into law, a couple of years ago. I am sure she will have something of interest to tell us this morning on the proposed amendments to the act.

Mrs. Harger, I welcome you.

STATEMENT OF MRS. EONE HARGER, DIRECTOR, NEW JERSEY DIVISION ON AGING

Mrs. HARGER. Thank you, Mr. Daniels, Congressmen.

As stated, I am Eone Harger, the director of the New Jersey Division on Aging and I am pleased to appear before the subcommittee to express my support for H.R. 4261, the primary purpose of which is to extend the authorization for an Administration on Aging in the Department of Health, Education, and Welfare for 2 additional years and to provide appropriations to carry out the authorization.

I am also president of the National Association of State Units on Aging, an organization of State offices established to focus special attention on the multifaceted subject of aging. These offices carry out at the State level, along with other responsibilities, certain of the programs that fall within the purview of the Administration on Aging. The National Association of State Units on Aging does not generally endorse specific bills; instead, it supports general principles. I am sure

that all of our members favor legislation to extend the authorization for the Administration on Aging.

The reasons for passage of H.R. 4261 are the same as those which existed in 1965, to which Congressman Daniels referred. That was the year the Older Americans Act was passed that established the Administration on Aging. In 1962, I testified before the General Subcommittee on Education, Committee on Education and Labor, as to the need for a Federal agency of this type. At that time I pointed out two principal reasons:

First, to focus attention on the special needs of the aging * * * because of the ever-enlarging proportion of older people.

Second, to bring together the multiple program interests such as health, income maintenance, recreation, education, housing, employment, etc., so there can be an all-encompassing view of what is going on * * * throughout the many departments, divisions, and layers of government.

Today, the need for focusing attention on the aging section of our society and providing a coordinating mechanism is, if anything, greater than it was 5 years ago when these statements were first made. There has been the expected actual increase in the number over 65, the ones usually referred to in discussions such as this.

To these are being added a growing number of people in their late fifties and early sixties who are leaving the labor market because of changing retirement policies. This introduces a new factor into our society that presages a host of as yet uncharted changes. There is urgent need for awareness and analysis of the impact that this growing number of vigorous, retired people in our society may have; people not needed in the work force. The implications for our national economy, our educational system, and our recreational resources must be scrutinized closely to avert, if possible, severe societal maladjustments.

In addition to an increased need to focus attention on the emerging demands of a new type of population, there continues to be a need to try to bring a varied array of Federal programs into a meaningful relationship so far as older people are concerned.

Only last month I received a letter from a knowledgeable civic leader which said, in part, "Though there are more governmental resources available, there is less attention being given to aging and governmental efforts tend to serve to fragment services." Whether the facts would substantiate this, I am not saying now; but that such a statement is made affirms the still existent need for a central focal point where the multiple ways of serving older people may be seen in relationship to one another.

Since the present Administration on Aging was established to take cognizance of these circumstances and point to possible solutions, the fact that the problems still exist only emphasizes the need for such an office and underlines the brief time the agency has been in existence. The proposed legislation to extend the Older Americans Act should be passed if for no other reason than to provide adequate time to test the performance of the present structure provided by the Older Americans Act.

While evaluation of the effectiveness of the Administration on Aging in achieving the objectives for which it was created must wait

for the future, it is clearly evident that through the Older Americans Act the title III funds made available to States have made possible a great increase in the number of State offices with specific responsibility in the field of aging.

It has also made possible the expansion of activity in offices existing prior to passage of the legislation. The latest count of such offices is 43, all of them with an annual budget of at least \$30,000. While budgetwise, this is miniscule; it is an impressive contrast to the situation in 1963 on which I reported to the 16th Annual Conference on Aging at the University of Michigan. At that time I said:

* * * only 28 state organizations had a budget. The amounts start as low as \$750 and only four state aging units have an annual appropriation above \$50,000. The majority are under \$25,000.

Among the 50 states, 23—or 46 percent in 1963—had no agencies on aging or inactive agencies during the three years 1961, 1962, 1963. Another seven states appropriated amounts for only one or two of the three years, ranging from \$750 to \$25,000 per year.

The very increase in numbers of State agencies is an indication of the increased recognition of older people as a growing segment of our society and of the need for expanded efforts in their behalf. However, the recent establishment of many of the State agencies makes it important to amend the Older Americans Act of 1965 to provide time extension. Unfortunately, the length of time allotted between setting up new programs and expecting measurable results is unrealistic.

My experience has indicated that anything less than 5 years is an inadequate period to plan a project, carry out a proposal, and make a fair judgment of performance. The necessary "tooling up" after legislation is passed, which involves grueling organizational efforts that must precede program activity, often gives the impression of "nothing happening."

The demand for "instant" solutions of one type or another puts pressure on agencies that often forces visible activity of limited value. The need to show that budgeted funds are spent or face future curtailment makes no allowance for the evolving nature of administrative functioning.

I believe that there is incontrovertible evidence of the need for both more time and additional appropriations if there is to be a fair appraisal of the adequacy of the current structure created by the Older Americans Act of 1965. Therefore, I urge favorable action on H.R. 4261.

Mr. DANIELS. Mrs. Harger, you stated that you are president of the National Association of State Units on Aging. Can you tell us more about the workings of that organization and how effective this organization has been in coordinating its activities with the State organizations?

Mrs. HARGER. The National Association of State Units on Aging is a rather new organization. We have been in existence only 3 years. It is an organization of people who hold executive positions such as mine as well as the commission chairmen—usually there are two representatives from each State, both the executive and the commission chairman. The organization is an attempt to pool experience in order to make recommendations on what will help States, to share our

knowledge and our frustrations, and to try to move toward some kind of a viable action in relation to aging.

The fact that we have been in existence only 3 years precludes me making any judgments about how effective we can be. We have had no executive secretary so any work that has been done has been done by volunteers such as I who also run a State office in addition to keeping in contact with 35 other people. Once a year we meet in Washington; at other times around the edges of another conference.

All of our members know that we need to have the support of an office like the Administration on Aging in order to make our work possible. We have looked to them for much of our basic support to this point. I cannot tell you how effective we have been in coordinating our activities with State organizations because we have not a strong operating office as yet.

Mr. DANIELS. Since you are the director of the New Jersey Department on Aging, what in your opinion has been the most original and outstanding programs to come from the Administration on Aging?

Mrs. HARGER. The money that has been available to my State office to initiate a series of programs in the counties and the larger cities in New Jersey has been valuable.

It is made available to me under title III of the act. It gives me money as a State office to grant money to various organizations within my State under a State plan that was submitted to the Administration on Aging for approval.

I would like to make my judgments on what I have been permitted to do in New Jersey. Perhaps you would like to hear about the way we have been operating, Mr. Congressman.

Mr. DANIELS. Yes; we would like to have some comments on that.

Mrs. HARGER. We have been using the money to set up what we call centers on aging in either a county government or in a major city government—cities that are 100,000 or over.

We have chosen this as our first priority in order to have the small amount of money go the farthest and in order to put programs in places where they would be visible to a great many people. We have one in Jersey City, for example, which would probably interest you. These centers on aging are not the so-called activity centers that often are talked about, but are "nerve centers," very much like a State office on aging where people can get information on what is available in their communities.

In addition to finding out what is available, they will stimulate action where nothing is available. We are going to use these offices as bases for planning. Too often planning is done from somebody's idea of what is needed without accurate knowledge. As we keep track of the referrals that we make to people and follow up on what they are able to find to meet their needs, we either try to improve programs of other agencies serving older people or find ways of stimulating new action.

On the basis of these findings, we are beginning to get the coordination called for in the Older Americans Act and we are also going to begin to get a network of services that are interrelated instead of spotty programs scattered throughout the State. From this point of view the Older Americans Act has been very helpful to us in New Jersey. In a couple of years we are going to have a comprehensive pro-

gram for older people, although we cannot meet all the needs at the present time.

Mr. DANIELS. The legislation that we propose to amend has been operative for the past 20 months?

Mrs. HARGER. Yes.

Mr. DANIELS. Now, do you think a sufficient period of time has elapsed to make an evaluation on the effectiveness of some of the programs that have been put into operation?

Mrs. HARGER. I don't believe that 20 months is the actual time that the program has been operative. The bill was passed 20 months ago, but I don't believe that there was anything available at the State level until after January 1966.

There was not a Commissioner until very late in 1965 —

Mr. DANIELS. The Commissioner was appointed in October 1965.

Mrs. HARGER. Yes, and I think the first State plans were approved after he came into office. The money did not become available to States until January 1966, after which time began the search for staff and so forth; hence the actual operation of the program is much under 20 months. It is nearer a 15-month period than a 20-month period.

Mr. DANIELS. There has been some criticism leveled at this legislation due to the fact that there are various other Federal agencies dealing with the problems which affect our older citizens. For example, the Office of Economic Opportunity has set in motion certain programs such as Meals-on-Wheels.

In regard to the legislation before us today, testimony has been given by the Commissioner on Aging, Mr. Bechill, to the effect that they propose to initiate pilot and demonstration programs relative to providing nutritional food for our older citizens to be set up in community centers.

Now, this might be a duplication of what the Office of Economic Opportunity may do. Do you have any comment as to the overlapping of the work of various Federal agencies?

Mrs. HARGER. It might be possible there is overlapping, but I would suggest that until you have a specific national program, requiring that something must be done in every community, there won't be much overlap. There is no overlapping if nothing is being done. It should be the responsibility of the Administration on Aging or the State offices on aging to see that something is started. If a program is already in existence, I don't think you would find one being started by them. I would be very critical if I found duplication in the same community, but where there is nothing being done, there should be something started.

The really critical point is: Planning done to continue a program once started, who is going to have continuing responsibility? It is my understanding that most of the OEO programs are not planned on a long-term basis. I believe that it is incumbent upon both OEO and AOA through the State offices where possible, to look at programs for older people and jointly decide how they are to be continued. If possible this should be done when started as well as setting operating standards. I don't believe that there is duplication unless there are two organizations doing the same thing in the same place at the same time.

Mr. DANIELS. Well, then, you see no overlapping then at the present time?

Mrs. HARGER. I know of no place where there is. But I think in the long-range planning we need to avoid that possibility; but at the present time I would say there is not enough going on anywhere to cause much duplication.

Mr. DANIELS. Mrs. Harger, you have a great deal of experience with the problems of the aged and the aging, and you have been in this field for a good many years. New Jersey had such a department set up prior to the enactment of this legislation in 1965.

From your experience and from what you have already observed in connection with the operations and functions of the New Jersey Department of Aging, would you have any specific recommendations to make to this committee with reference to the legislation under consideration?

Mrs. HARGER. Well, since it is simply extension and increased funds, I think it should just pass as it is written, this would give an opportunity to get enough experience to develop an overall pattern which would hold for all of the States and territories.

At the present time we have been experimenting to find out what programs are most needed and what is most effective. I am sure that the Commissioner must have indicated that the Administration on Aging is moving in uncharted territory. I think that after another year or two experience, we should take a hard look and see what has been successful and what has not, and then set some very firm administrative lines as to what we are going to fund and what we are not.

This would include finding out whether there is duplication, where there are programs that belong under other Federal legislation. For example, the Mental Health people might better carry some areas, or the Public Health Service might better take over nutritional programs. But at the present time when a service is not being given, we need to allow experimentation under the Administration on Aging.

Mr. DANIELS. One further question and then my colleagues undoubtedly would like to ask you a few questions:

Why do you recommend an extension of the present legislation which runs until 1970 for the additional period of 2 years?

Mrs. HARGER. I think my chief reason for wanting to extend it is that people who are just beginning programs, now, need to have the assurance of enough years to carry out experiments. There is nothing more helpless than a lame duck and to fear that in a little over 2 years that there would be the possibility of an agency not being in existence would be very discouraging for anyone that has administrative responsibility. To do anything with assurance and with forward-looking planning, you have to know it is going to continue. This psychological impact is needed.

Mr. DANIELS. Thank you, very much.

My colleague from California, Mr. Hawkins, do you have any questions?

Mr. HAWKINS. Mrs. Harger, I certainly appreciate your comments.

You are president of the National Association of State Units. As president of those State units may I ask you whether or not you believe that we are actually making any progress in achieving the real objectives of the act? The criticism that I have heard has been directed at what seems to be rather superficial programs, programs that merely set up a few centers, bring together a few services.

Of course, this is endorsed as being desirable, but certainly nothing that we didn't know already needed to be done and certainly nothing that is sensational.

Now, keeping in mind that there are some real tough problems facing persons who are aging and certainly before the age of 60 or 65, problems of employment, of health, and many other—housing and so forth—do you believe that the act is actually getting into these areas to come up with some solutions?

We seem to be always planning and talking about experimentation, demonstration, and pilot programs. Are we actually getting underneath a superficial approach to the problem and are we actually doing something for the persons who are aging?

Mrs. HARGER. I think that we are probably not doing enough; I think that the very fact we have the act is a hopeful sign of getting at the national conscience.

One of the things that is happening is that you are getting action in other agencies, partly as reaction, because of this focus. There is needed an agency to keep looking at the problem and getting other agencies to do their job better. We got Medicare last year, it has not solved all the problems, but it certainly has made a great impact. One of the factors in getting Medicare was making agencies in the State acutely aware of the problems of older people. In many States they did not believe there was a problem of aging, but the very fact there was a central office that saw the people coming to centers focused on the situation.

Only by assigning responsibility for aging are we going to get at the basic problems. One of the big problems in this country is our push for youth. People don't like to admit they are going to get old, and the very fact we now have recognized that it is valid to get older, that it is going to be necessary to retire, that we will live for 14 or 20 years after we are retired, is beginning to have an impact. It is important to recognize the changes that aging people will cause in many areas.

We are not just up against the problems of elderly people right now. We are faced with a new kind of population explosion in a society that is not prepared for people who are not wanted in the labor market.

I think we are going to meet the big problem, because we are thinking about it now and recognizing it.

Mr. HAWKINS. I certainly hope so. However, recently in my own State, California, I was speaking to a group and indicated that I supported the Older Americans Act of 1965 and that we had had established in our particular community a center, but as to the questions that were propounded to me, I didn't have too many good answers.

They wanted to know just what had the act actually accomplished in terms of their problems and when they began telling me all of their problems as persons who were aging, I came to the conclusion that we may be pricking the American conscience, as you say, but there are also persons who are led to believe that in the passage of such an act as this we are providing something more tangible than merely arousing people and they are looking for something tangible. I would hope that some of you who are in the field share the concern to the extent that we move much more rapidly than we appear to be moving at the present time, because I think the act is terribly inadequate.

I am all for it, a staunch supporter. I just don't think it goes far enough; it doesn't really get down to what I might refer to in the language used to me, the "real gut issues" that we are faced with, the problem of aging.

Many of us are going to be old and dead before we get around to actually filling in this act and making it meaningful.

Mrs. HARGER. I think the problem is what we expect of the act. I don't think this act is meant to solve all the problems. It is trying to help other agencies who have skirted the problem take a more meaningful look at their relationship to aging.

Aging is not just a matter of one thing with older people, it is the whole fabric of life. The Labor Department has to come to grips with the older people; they need to look at part-time employment for people who are retired. They have not done anything here and the Administration on Aging should be helping to develop this.

We need to look at mental health programs that have been geared mostly to children. The attitude has been you can't do anything for older people, so we need to strengthen programs in this area.

Mr. HAWKINS. Do you believe this act will actually encourage the agencies to do this?

Mrs. HARGER. I think it should.

Mr. HAWKINS. If there is written into it sufficient direction to get people to really do these things other than, let's say, appointing a few individuals in State automobiles to go around the State and talk about diet and talk about things which are important; but let's say they tell them there are so many booklets available to you that you can get and read and quite a few activities like this that I say are nice, but they are not really getting too far into the real solutions.

Mrs. HARGER. I think, Mr. Hawkins, if that is all that is being done, there is need for what I call "evaluation of programs." I would agree that what you describe is not very meaningful; but I also think that the offices on aging can point to the State public health service and say, "you should be doing this," and get them to work on this. Knowing what is needed in communities and helping decide who should be doing it is where the impact is going to come. In my office I can look at the problems of older people and I can walk over to the State health commissioner's office and say, "Older people need podiatry service and nutritional services. Why don't you put these into the standards for local health services?" Or I can point out that in housing there is need to have health centers. I cannot fund these out of my Older Americans Act money, but under Public Service grants perhaps we can jointly develop something supplementing local funds. This is where the local impact can be made. The AOA in Washington should be looking at the problems of aging similarly to determine where the gaps are.

Mr. HAWKINS. Are they already doing that?

Mrs. HARGER. I can't tell you. They have not been in operation long enough to have done much of this. However, in my State this is how I am operating. I use my Federal funds under title III to help me reach into the communities.

In Jersey City we have a girl working under the aegis of the health department; title III money is making it possible for me as a State

agency to participate in the local programs. I am not running around the State handing out a few pamphlets. I am involved in basic governmental operations to open up opportunities for older people. If we are dissipating it the way you suggest, we need to take a look.

Mr. DANIELS. Will the gentleman yield at that point?

Mr. HAWKINS. Certainly.

Mr. DANIELS. What you are telling us is that the Federal Government, through the Commissioner on Aging, who is in charge should look at all of these other agencies, inquire as to what they are doing, and see if they are specifically meeting their responsibilities in handling the problems with which their particular agency has been charged. If they are not doing that job, then it is his duty to make recommendations and to coordinate their work with the work of the Administration on Aging.

Mrs. HARGER. I think he comes to them with the problem we refer to him from our local ones and says, "Are you doing it? If not, how can it be done?" I don't think he has the power probably to evaluate everybody, but he can come to them with the problems and this is one way of doing the same thing without using the words that make it impossible to do a job.

The problems of the older people come to our attention and it is his responsibility to help us find out why the problems that you talked about are not being solved, to go to the people who should or could do the job and say, "Let us work out the way to do it." I think this is our responsibility in behalf of the aging, which includes people at 45, as well as the people older.

Mr. HAWKINS. I appreciate Mrs. Harger's comment, Mr. Chairman. That is all I have.

Mr. DANIELS. Mr. Scherle, any questions?

Mr. SCHERLE. Thank you, Mr. Chairman.

Mrs. HARGER, good morning to you. We appreciate the testimony you have given this morning and I have a few questions.

How many years have you been operating in the field of the aged in New Jersey?

Mrs. HARGER. I have been in this field a little over 9 years. We had the first legislatively mandated office on aging in the whole country, and I was named to the position as the first director, was given a piece of legislation with no experience anywhere to draw from, and so I have been sort of a pioneer in this area.

Mr. SCHERLE. Then, did your State have to formulate a comprehensive plan to submit to the Commissioner before you received your appropriation?

Mrs. HARGER. Yes, sir; I did.

Mr. SCHERLE. Then if this was done, your testimony leads me to believe that you are complaining to the Federal Government that more is not done when you actually formulated the program in your own State? It was accepted by the Federal Government which allowed you to control and distribute the funds, and now you seem to be critical of the program on the Federal level.

Mrs. HARGER. I didn't mean to be critical. I was—no, I didn't know I was being critical.

Mr. SCHERLE. What additional help do you want from the Federal

Government if you supplied the agency with your plan; apparently things are not all tied together.

Mrs. HARGER. I didn't know that I was saying anything but that I thought we needed to extend it so we would have more chance for other States to do this. In New Jersey I don't have any complaints at all, except I need more money to get more counties and more things started.

I say on a national level I cannot do an evaluation and I only spoke to what Mr. Hawkins said. He said there had been a lot of spotty things going on; I said I can't evaluate. If there are, we need to look at them, so I didn't realize——

Mr. SCHERLE. You testified in 1962 before the General Subcommittee of Education and Labor, and I quote the second part of your quote:

Second, to bring together the multiple program interests such as health, income, maintenance, recreation, education, housing, employment, so that there can be an all-encompassing view of what is going on.

Mrs. HARGER. Yes.

Mr. SCHERLE. This program was passed in 1965. This is the year more or less that the Great Society came into effect with all their programs. There is more probably overlapping and infringement today in existing programs than actually existed in 1962.

Now, how do you envision bringing all of these agencies together or keeping them separate from the Older Americans Act, as passed in 1965?

Mrs. HARGER. I didn't view bringing them together, per se. I just want a central point where knowledge of these programs can be transmitted and where it can be looked at in conjunction with one another, and I think a lot of this is probably going on.

Mr. SCHERLE. Well, do you realize that since 1965 that the situation is more chaotic now in regard to the various programs than existed in 1962? You have more departments, more agencies, more commissions, so if this was a concern of yours in 1962, it must be a real concern today?

Mrs. HARGER. This is why I want this Office on Aging to remain, because I want them to look at the responsibility for older people in all of these programs. I think a great many of them are conceived in terms of one or another small section of the society and I think that you need to have somebody constantly saying the older person needs a fair shake whether we are planning recreation programs or any others. When OEO was first started, they said, "No," this is just a youth program. Then they began to include the programs for older people, because many people pointed out the need.

Older people should have a fair chance in our society. Most older persons are unfairly thought of in terms of illness only.

Mr. SCHERLE. We have more people in Iowa over 65 proportionate to the population, than any other State in the Union, and so I am very interested in this program. You also mentioned the mental health program.

I served on the Board of Control Committee in the Iowa House and the average stay now of people in our mental health institutions is only 6 months. We passed the Kerr-Mills bill, which in effect I thought was pretty good. It took care of the problems of the aged.

In fact, it took care of more people than just the aged. We thought it served a wonderful purpose.

You talk about innovations. Now, what is your comprehensive plan? What are the contents of the plan that you have submitted to the Federal Government for funds?

Mrs. HARGER. As I told Mr. Daniels, the comprehensive plan I have is to have a center on aging where information on all services available can be found by any person in each one of our counties and our major cities, and from this they can refer people to what exists. When something doesn't exist, they can provide the leadership for developing it.

Mr. SCHERLE. You mean you are going to be a consulting agency and that's all?

Mrs. HARGER. No, they are not only a consulting agency—

Mr. SCHERLE. Diagnostic?

Mrs. HARGER. No, they actually become the leaders in seeing that programs are available for older people. We have found in my 9 years' experience that many people are not aware of what there is available. We are also aware that many things that people claim are available are not, in fact, available for various reasons. Sometimes they are not acceptable because of the conditions; sometimes they don't—well, they cannot be reached, people do not get to them. We have done enough surveying to know that while we list things that are available, they are really not, in fact, available for various reasons.

Mr. SCHERLE. In other words, what you are going to do is set up an agency to advise the elderly as to availability.

Mrs. HARGER. We don't stop there.

We don't only tell them where things are; we follow up to see actually what happens. If nothing has happened, we find out why not and then we try to develop a solution. For instance, the field of housing. We have had a lot of programs, but they have not been—

Mr. SCHERLE. Have you become involved in urban renewal and low-rent housing?

Mrs. HARGER. We have become greatly involved in the whole matter of developing public acceptance—

Mr. SCHERLE. Of what?

Mrs. HARGER. For the need for other kinds of housing within our communities. For example, public housing has been available in major cities, but we have many places that do not have public housing and we have many places where people simply cannot find a place to live that suits the needs when they are older.

We have in New Jersey many, many suburbs, for example. We are a densely populated State. We have many older people who write us, we get hundreds of letters saying:

Where can I find a place within my means to live? I don't want to go to Florida. I want to stay where I have always lived.

We find that our zoning laws are restrictive. They have to have big lots, you cannot have apartment houses. Our whole matter of housing is a matter where there has to be public education to change the pattern so that we allow older people to have a place suitable for later years.

Mr. SCHERLE. You have no low-rent housing in New Jersey?

Mrs. HARGER. We have more low-rent housing in New Jersey than any other State in the Union outside of New York. It does not come anywhere near meeting the needs, because a great many people are not eligible for it.

We have 569 municipalities and we have about 40 or 50 that have some low-rent housing under the Public Housing. These range in number from 30 units, to—I think Newark has some thousands of them, but there are waiting lists for every one.

We have more than 650,000 people over 65 in New Jersey. We probably have less than 10,000 units of low-cost housing—I don't know the exact figures—but the need of people eligible is not met. But on top of that, there is another group that cannot find housing that is suitable. They want dwellings where they don't have to cultivate yards, where they do not have to have high maintenance. We are deeply involved in housing; but it is not all Federal programs. It is changing local housing patterns, et cetera.

The places where I have used my Federal funds provide a leader to begin to do this and to develop citizen committees; it is not always a matter of doing it for people, but it is providing a focal point where people can get the information to help them act.

Mr. SCHERLE. As to your urban renewal project, you have more or less taken this over?

Mrs. HARGER. No, sir.

Mr. SCHERLE. In the realm of suggestion?

Mrs. HARGER. Urban renewal is—it is only one facet of the housing field.

Mr. SCHERLE. Let me get back to my original question then.

What have you actually done—what is your comprehensive plan that you have submitted to the Federal Government for your funds?

Mrs. HARGER. My comprehensive plan is to have a center where all the information on the available programs for aging is available, where the gaps are determined and where the leadership for finding ways to meet the needs is taken so that we can solve problems. This is my plan.

Mr. SCHERLE. This was a plan that you submitted?

Mrs. HARGER. That's right.

Mr. SCHERLE. For how much money?

Mrs. HARGER. \$114,000.

Mr. SCHERLE. And this is all you provided?

Mrs. HARGER. Well, this is all I had. This is my formula; this is my share under the first year. I got about the same amount for the second year. The problem is how do you make this small amount of money go the farthest for 650,000 people?

Mr. SCHERLE. Then, all the other agencies within your State serve no purpose whatsoever—

Mrs. HARGER. Oh, yes, sir. They serve a great deal, but they come to us for information on older people. We advise them where we find the gap. They are doing a great amount and my job is to help them to do their job better and to introduce older people to these other agencies. We serve as the nerve center; a crossroads where people can get information and where specialized knowledge can be developed.

Mr. SCHERLE. I appreciate your testimony very much. I still am not sure as to your responsibility. But thank you for your testimony.

I pass, Mr. Chairman.

Mr. DANIELS. The gentleman from Wisconsin, Mr. Steiger?

Mr. STEIGER. Mr. Chairman, thank you.

Mrs. HARGER, as the president of the National Association of State Units on Aging you made no mention in your testimony of section 304 of the Older Americans Act regarding the State allotment of 10 percent or \$15,000, whichever is the larger, to help pay the costs of the State agency.

Do you have, for the committee's benefit, any thinking on this? Is this sufficient? Are there some weaknesses here that could be corrected in the legislation in this session of Congress?

Mrs. HARGER. I feel that it is far too little, considering the administrative time it takes to implement the provisions of this act.

In New Jersey this amounts to \$15,000 and we are very fortunate, because we have an appropriation that—well, of about \$160,000 of State money for administrative functions, which means that we match this many, many times over.

However, if I did not have this kind of State administrative money for additional help, we could not do nearly as well with this. I would very much like to see more money given for administration, because much of the job in the field of aging, in order to get services to people, is providing knowledgeable staff.

I am very fortunate in that I have a staff that includes people who are expert in recreation, in education, in preretirement, in housing. These individuals work with the people to whom I have given my title III grants in their counties and their cities. I have one member of my staff who gives well over 50 percent of his time to negotiating contracts with the people who are to carry out this act and makes sure that all the Federal regulations are carried out. In addition, there are such services as the clerical work, bookkeeping, and so forth, which makes administration run far above the \$15,000 which we are allowed.

I really don't know how the States that are dependent on only this can manage.

I think to have qualified people consulting is necessary to get the greatest value for the Federal dollar. New Jersey is able to do as much as it does only because our State is generous.

Mr. STEIGER. I appreciate your answer on that. Thank you. How many people do you have on your staff with the New Jersey Division on Aging?

Mrs. HARGER. I have a staff of 14, sir, at the present time. I must say that they are working much harder than I like to see them, because they don't know the limits of hours sometimes. We don't produce all the things we would like to do, but we have a very hard working staff of 14.

Mr. STEIGER. And how many centers have thus far been established in New Jersey?

Mrs. HARGER. At the present time we have 10 that are operative; we have about four more contracts which we expect to be signed within a matter of days. All my money is gone for this year. I have an objective of 28 such centers for my State. We have 21 counties; we have seven cities over 100,000. If I had a network of centers of this type we would have a transmission line of information to our communities

and our people, back to the State and therefore back to the Federal Government, that could be very, very effective.

Mr. STEIGER. During the Commissioner's testimony, and I don't have a copy of the transcript, but, Mr. Chairman, as I recall it was New Jersey that was pointed to as the State in which OEO was running the Meals-on-Wheels program.

Are you at all familiar with any of the work that OEO may or may not be doing with "Meals-on-Wheels," which is really one of the concepts that the Older Americans Act, I think, can handle very effectively?

Mrs. HARGER. We have had contact with a number of the programs of OEO. I think there is a developing program on Meals-on-Wheels in Jersey City, and we have been aware of what has been going on. We have been called in on consultation in various areas. Our funds were not enough to do this because we had already given out our contracts for these other things, but we have consulted with a great many of the OEO programs.

We have participated in the training programs for the Newark group; we have been down to Atlantic City where they have been doing the Foster Grandparents. We have acted as a consultant wherever we have been asked.

Of course, the CAP's have been fairly independent. If they don't invite us, we don't go. In Orange they have a center where the older people are very important and their center directors have sat in training programs we have given. Whatever knowledge and information we have had has been shared wherever it is possible.

Mr. DANIELS. I might state that Mr. Earl Byrd, the executive director of the antipoverty program in Jersey City, known as Can-Do, is here and he will probably refer to the Meals-on-Wheels program in his testimony.

Mr. STEIGER. Thank you, Mr. Chairman.

Do you feel, Mrs. Harger, I judge from your testimony and the answers to the questions—I think I know the answer—but let me try to specify it a little. Are we still bothered here both in your State and at the Federal level with this difficult complex question of how to coordinate and correlate all of the programs that we undertake in the field of aging?

Do you feel, for example, that there is enough cooperation between what OEO may be running and your agency, or are you faced with some difficulty because you can only enter to coordinate when they ask you to do so?

Mrs. HARGER. Of course, we are bothered by this and not only in the field of aging, Mr. Steiger. I think there are two issues here. One is that aging means a different thing to every individual and we have never come to a common understanding of whether we are dealing with a poverty-stricken old person, which is the OEO point of view, or if we are dealing with the overall problem that I mentioned earlier where we are getting a shift in population and we have a new concept of people. We need to recognize that we must work on two levels.

There is a problem of overlap but if the overlap is not within the same community, let's get the job started and then decide how to carry on. We are struggling to resolve this problem in New Jersey.

We have a new department of government called the Department of Community Affairs and OEO State counterparts, as well as my division, are included on the same staff. We are trying to resolve at a State level the overlap which many States are experiencing. We are hoping that looking at all grant programs in relationship to each other, looking at how they impinge on each community, having all the staff that is going to communities reinforcing each other will help with basic solutions to problems.

We hope to evolve a pattern that will give guidance in this. Problems exist but I am not ready to say that we should throw any program out until we are doing more for people.

Mr. STEIGER. I wish you well. I think this is something which I know in my State of Wisconsin we are faced with. Our commission on aging, really, in my judgment, has done an outstanding job in attempting to be able to focus attention in areas outside of their own particular purview, property tax exemption for older people for example, to give some impetus to this kind of thing and I know that they are concerned with just how all of these pieces fit together so we handle the job effectively.

I hope you will share your experiences with the other States so that they might have some way of trying to find out how this is done and I hope it works well for you.

Mrs. HARGER. I think that you may know Dr. Paul Ylvisaker. He is the man who is heading this new department. We also have a department of local taxation in there, so we are looking at the impact of taxes.

Mr. STEIGER. Thank you, Mr. Chairman.

Mr. SCHERLE. Mr. Chairman, may I make a request?

Mr. DANIELS. Yes.

Mr. SCHERLE. Mrs. Harger, will you please send me the comprehensive plan you filed with the Federal Government?

Mrs. HARGER. I will be pleased to.

Mr. DANIELS. Would you like that sent to you personally or to the committee?

Mr. SCHERLE. If you are interested, to the committee; but I certainly want one.

Mrs. HARGER. Just send it to your office here in Washington?

Mr. SCHERLE. Yes.

Mrs. HARGER. I will request my staff to get it in the mail for you immediately.

Mr. DANIELS. I wanted to develop a point to which you made reference a few moments ago.

You mentioned that in the State of New Jersey we recently created a new department known as the Department of Community Affairs.

Mrs. HARGER. That's right.

Mr. DANIELS. Is it not true that the Division on Aging, of which you are the director, for the State of New Jersey, is a subdivision now of this new department?

Mrs. HARGER. That's right.

Mr. DANIELS. And in this new department there is also a department on housing, juvenile delinquency—

Mrs. HARGER. No. We have one on youth, which is quite different from juvenile delinquency.

Mr. DANIELS. It encompasses all the problems of youth?

Mrs. HARGER. It is for coordination of youth programs.

Mr. DANIELS. And the purpose of this department in the State of New Jersey is to coordinate all the activities of all these various agencies of the State government so you can do a more effective job in one significant area?

Mrs. HARGER. Yes; and one more thing is, we have a division of grants, which means they are going to review all of the Federal funds coming into the State, which will avoid the duplication we were worrying about. We want to find out how they will mesh instead of how they will compete and I am sure that we will avoid some of the problems that you have been worrying about, because we are looking at it in this way. We think we are going to get a lot more for your dollar and our dollar by doing it this way.

Mr. STEIGER. I may say, Mr. Chairman, I happened to sponsor a bill that created a Federal aids bureau in our State of Wisconsin. This is a very pressing problem and I am delighted that New Jersey with Wisconsin is recognizing that we are going to have to get some clear understanding of all of the Federal programs in order to spend the dollar most wisely and it is a very good step.

Mr. DANIELS. Mrs. Harger, thank you very much.

We would like to continue the discussion a little longer, but we have a number of other witnesses who have been scheduled to appear here today. Thank you.

Mr. DANIELS. Our next witness is the Honorable Margaret Collins Schweinhaut, who is a Maryland State senator from Montgomery County, and has served in the State Legislature of Maryland since 1954.

Senator Schweinhaut is a member of the Advisory Committee on Older Americans, which was established by the Older Americans Act. She is also chairman of the Maryland Coordinating Commission on Problems of the Aging.

STATEMENT OF MARGARET COLLINS SCHWEINHAUT, MARYLAND STATE SENATOR, AND CHAIRMAN, MARYLAND COORDINATING COMMISSION ON PROBLEMS OF THE AGING

Mrs. SCHWEINHAUT. Thank you, Mr. Chairman.

The committee itself has opened up so many interesting paths that I am tempted to continue on in these areas from the State point of view.

For example, you mentioned the matter of administrative funds which go to the States to help operate this program. The \$15,000 which Maryland gets pays for two people—the person directly in charge of the grant money under title III, and one secretary. That is all it means, and this is not sufficient if we are going to do the job that I think Congress wants, and that we certainly want, to do.

Either the State legislatures have got to be made more aware—and I have been trying to do this—of the necessity for more money, or the Federal Government has to give us the money to do what they are expecting us to do, and we want to do.

I would like to underline the fact that I don't know what you can buy for \$15,000, but I don't think we can buy what it is Congress expects us to do and what the extent of the job is.

Therefore, I think very serious consideration has to be given in amending this bill to allowing the State enough money to do the job.

Mr. DANIELS. What do you consider enough money?

Mrs. SCHWEINHAUT. In Maryland—and I speak only for Maryland—I would say that a minimum of \$25,000 coming from the Federal Government, if we are going to have a really vibrant program.

Mr. DANIELS. Senator, do you believe, in line with your proposal, that the State should be required to match that amount by an equal sum of money?

Mrs. SCHWEINHAUT. We already do under our budget. If we are going to be a 50-50 match I would recommend \$45,000 from Federal funds because that is our State budget.

Mr. DANIELS. But you recommend a minimum of \$25,000.

Mrs. SCHWEINHAUT. I am merely being realistic and hopeful. I would also say, since Mrs. Harger, president of the National Association of State Units on Aging, has just testified, that one of the real hopes for doing the finest nationwide job is to find somewhere some money to bring these State units together more often.

We have this fine organization, but it has no money. If we had money for getting together, we could find out, for example, what is going on in California that is really good and that might be applicable to Maryland without having to go through testing in Maryland; or what is proving good in New Jersey, or in Iowa or Wisconsin or Oklahoma.

The only time we get together to meet is when we are brought to Washington once a year, which we will be doing in June. Then in an enormous 3-day program we have about 2 hours to sit down together and that's it.

I think if any one of us were running a business and we heard of a better job being done in another business, we would get out there fast and see if we could do that. We have no facilities for doing this.

Mr. STEIGER. Mr. Chairman, if I can interrupt the senator, I think her point is well taken. I wonder if we could not—maybe we should not on behalf of the committee—we can individually perhaps recommend to the Commissioner that they extend the conference for at least 1 day if they are going to be here anyway, just for a chance to sit down if nothing else.

Mrs. SCHWEINHAUT. That's fine. Of course, what I am thinking about is that so frequently in this work if I could sit down with Mrs. Harger longer, if I could get out to California to see what is going on, or if our executive could, or down to New Mexico where something unusually good is going on—but there are no ways of doing this.

Mr. DANIELS. Our time is growing short for this hearing.

Mrs. SCHWEINHAUT. Yes.

Mr. DANIELS. Senator, would you care to submit your prepared statement for the record and then speak extemporaneously and point out the highlights in your statement? I believe you have touched upon a couple of important points which I think the committee would like to pursue.

Mrs. SCHWEINHAUT. I will just speak right off the cuff then, Mr. Chairman.

Mr. DANIELS. As you are a member of a committee that gets together once a year, and they are going to meet in June, it will be a gathering without a real opportunity for exchanging ideas and points of view. As a matter of fact, you are a member of this National Advisory Committee that is appointed under this act, isn't that true?

Mrs. SCHWEINHAUT. That's right.

But I am discussing now the bringing together of the people actually working in the field in the States, and having an opportunity to really learn through exchange of experience as well as observation. This we cannot do today. My State shows no inclination to put money up for that purpose.

Mr. DANIELS. So if there is no objection, I would like the witness to proceed with her testimony and then we will go ahead with the questions.

Without objection, the statement of Senator Margaret Schweinhaut will be inserted in the record immediately following her oral testimony.

Mrs. SCHWEINHAUT. Thank you, Mr. Chairman.

Another point: I notice that in the recommended administration amendments to the act, a very large increase is included in money under titles IV and V, which are the outright grants for training, demonstrations, and research. For title III, which is the matching formula for money going to the States the increase is considerably less. I think this is backward.

I agree with Congressman Hawkins' comments indicating that the importance of this act can best be tested by what is actually going on in a community where older people live. What are we actually doing for and with elderly people?

I am all for research, demonstration, and training, don't misunderstand me, but I think the time has long since come when the principal emphasis of this act, the element which made the act worthwhile in the first place, is what is taking place in the community where the older person lives. If we do not test it by that criteria, then I don't think Congress is being realistic, and I don't think we're being realistic.

Let me quickly say that I do not know the reasons for the 100-percent increase in titles IV and V, money and the lesser increase in title III money. Undoubtedly, they were considered good and sufficient. And I admit to being biased, because I see it from the point of view of the State and of the community and of the older person we are actually talking about. Because of that admitted bias, I believe sincerely that the major raise should be in the area of maximizing the community and State programs which more quickly create a better life for our elderly citizens. The situation in Maryland exemplifies just what we are up against even if you allow only the full amount set forth in these amendments. I personally hope you will exercise your own good judgment to increase these amounts considerably.

Here, then, is a quick example: Under these proposed amendments, Maryland would receive about \$157,000. Of this amount, \$103,000 is already committed for ongoing projects for the next few years. This leaves us only \$54,000 for new projects.

Now, what can we do with \$54,000? We have about 300,000 older people in Maryland. We are delighted to have the \$54,000, but if it

were \$154,000 then I think we could begin to do what it is this committee and the Congress has a right to expect of us and that we want so much to do.

We have requests for projects that we have delayed because we ran out of money several months ago. Delayed projects—all of which are good projects—amounting to over \$92,000. Also there are a number of projects ready for submission. We have discouraged submission by saying, "Just wait, don't hurry, develop it a little more, do a little more." While we don't have the money we also don't want to impede the developing interest and impetus by saying, "No," and thus close the door.

We are saying, "If Congress gives us more money, we will take up this new project." I reiterate my recommendation very strongly, Mr. Chairman, that the emphasis at this point of development in the Older Americans Act procedure should be on community work and the work being done directly with and for elderly people.

The next witness you are going to hear from will substantiate that beyond any question in the world, because he is going to be able to tell you precisely what is going on in work directly with older people.

You gentlemen are concerned, as all of us are, about the matter of coordination of programs. I see no reason why on the Federal level, as an example, when the Federal Housing Administration is about to OK a building—which they are doing quite frequently—as a residence for older people of low or moderate income, the Administration on Aging cannot be advised of this action. The State commission could then be notified by the Administration on Aging, be given a chance to consult with the planners and the architect to ascertain whether, if a senior center is needed, it might properly be included in the proposed federally financed structure. Such a center might well be logical, not only for the older people to reside in the structure, but for those within the surrounding neighborhood. This is the type of coordination we must insist upon and which the Administration on Aging should be able to develop in all matters affecting the elderly.

In speaking of senior centers, I think they should be not only activity centers but central places where information can be obtained on a variety of matters of concern to elderly people. Indeed, in one area we have the various official State agencies offering to make staff available on a regular weekly basis for this very purpose. This, too, is important coordination.

If we can coordinate successfully, then we are not just building brick-and-mortar housing, but are beginning to build a better way of life. The fact that the Congress of the United States passed medicare and the Older Americans Act in the same year indicates to me that the Congress is fully aware of the fact that an older person's life is not made complete only because his medical expenses are taken care of nor only because social security payments go up. The Older Americans Act is the means by which the older person's life is made more complete and significant. None of us here today would be satisfied with our lives just because we knew our medical needs could be met and because we knew we were going to have a little more income. Something more is needed in life no matter what our age and that "something more" is exactly what the Older Americans Act was conceived to provide and will provide when it reaches its full potential through financial nour-

ishment from Federal, State, and local governments, and through the great dedication of many people working under it.

Regarding the matter of employment, Congressman, we have put real emphasis on this aspect of need in my State. I believe we are doing in part, at least, the job of the department of employment security. No criticism intended, since the Department lacks the staff to do it. But even if that department had the money and the staff I'm not sure they could match the almost miraculous success of our three employment projects. One of them is operated by retired businessmen who know the community, the areas of work opportunities and have the prestige to attract the interest of employers. Two additional employment projects are awaiting funding.

When we speak in terms of novelty, the Older Americans Act itself is the greatest novelty that has come along. Certainly one novel feature of the act is title III where the decision of what should be done and what needs to be done, is put in the hands of the people who know best not only what needs to be done but also what can be done. And that is the local State people.

It is novel also in that this title does not impose a rigid category system on us. Such rigidity of categories prevented us, before the passage of the Older Americans Act, from getting help from four different departments we approached, asking for help. We went to the National Institutes of Health, we went to HEW, we went to the Housing Department, we went to the Agriculture Department.

In every instance we were told that what we wanted to do did not fit into the set categories for which the various departments decided they could use the money that Congress had appropriated.

Under title III of the Older Americans Act we can cut the cloth to fit the proven need. It is this practical and realistic concept which makes this act really outstanding. We must not let anything impede its progress.

I agree with Mrs. Eone Harger that we have not yet had enough experience to be able to illustrate just how good it is but I think we have had enough experience to say that if the Congress is wise enough to underwrite its own investment and to underwrite it sufficiently, then I think we in the States are now wise enough to live up to your expectations and, perhaps even more importantly, to the expectations of the older people of this country.

I will stop there, Mr. Chairman, unless you want me to go on. We politicians have difficulty finding a terminal point.

Mr. DANIELS. The chairman desires to ask one question.

Do you believe that the Administration on Aging in HEW, which is the smallest agency in that bureau, has enough muscle to properly evaluate and coordinate all of the problems of the aged on the Federal level?

Mrs. SCHWEINHAUT. When you say "muscle," are you speaking of financial muscle or prestige muscle or just what kind?

True, it is the smallest agency in an enormous department. Some years ago when we were discussing the need for the Older Americans Act and where it could best operate administratively, I personally felt that because we were entering a new field and because we would be trying to focus the attention of this Nation and of the States and

communities on the fact that we do have 19 million older people that for the first few years, at least, this agency should have been an easily and quickly identifiable group all by itself. In other words a separate and independent agency. I have not yet been convinced otherwise. I know the weaknesses of setting up one after another group that reports only to Congress and the President, and I know there are administrative weaknesses, but I felt that it should be so quickly identifiable that it would have "muscle" by reason of that fact. Also it being Congress' baby, Congress itself would see to it that the baby learned to crawl and walk and then to become a full-grown man with deserved prestige "muscle." Having reached manhood it might then be merged with one of the other departments without losing its well-established function and identity on the American scene.

Congress did not see fit to do this. I understand that Congressman Fogarty favored this approach, and that putting it in the Department of Health, Education, and Welfare was a compromise decision. You probably know more about this than I do.

I see no reason why it cannot grow to be sufficiently important if it has sufficient and enthusiastic backing from Congress. It is growing in significance within the States and more importantly within the minds and hearts and understanding of the older people it is designed to help. This is the most important "muscle" of all and it is this "muscle" which is exercised under title III of the act.

When I go into the huge HEW building and when I realize the enormous kinds and numbers of responsibilities carried on under the auspices of HEW, I sometimes wonder whether our very important baby is really getting all of the attention and nourishment it should have.

Mr. DANIELS. I will recognize the gentleman from California, Mr. Hawkins.

Mr. HAWKINS. Senator, I want to commend you on your very fine statement. Your approach is very wholesome. I am wondering, however, about the question of financing. Do you believe that the local communities should be required to match some of this money as a means of bringing them into the situation, not only to obtain financing, but also to evolve their interest on the assumption—on the theory that to the extent that we can get the elderly employed and into self-sustaining situations, this would relieve the counties of some of the burden they are sometimes left with with persons who become poverty stricken?

Mrs. SCHWEINHAUT. Congressman, they already are being involved to the greatest possible extent, under title III.

Mr. HAWKINS. Financially?

Mrs. SCHWEINHAUT. Yes, not always in dollars as such, but in kind. For example, centers. Very frequently the county is making a place available. In Maryland we have 23 counties, and 20 local commissions on aging. The county is even involved to some limited extent, in helping to finance these local commissions. One county grants a local budget of \$11,000, another one grants \$100 a year for postage. It runs the whole gamut. Your comment, Congressman, about the necessity for financial involvement of the local people, may be the reason why

we do not have a system of outright grants under title III. I thoroughly agree with you about involving the community financially and in every other way. However, I don't think we should place that requirement on every project grant under title III. Under certain special circumstances an outright grant under that title, might prove helpful, especially where only local people are acceptable as decision-makers for local needs. Let me give you a quick example:

In the water area of Maryland, one part of the Eastern Shore, there is a frightful housing condition. There is also a small nucleus of people who want to do something about it, but the county commissioners don't. This is an area where the Federal Government is *persona non grata* on any level about anything. But if we of the State, working through this small group of interested people in that area, could get in there and had the money to gather and to really expose the conditions under which some of these now-retired farmers and watermen are living I think we could get action.

Now, it is difficult for us to do this under title III because we have to have matching money and the county commissioners are not about to match money to show up a disgraceful situation in their own county. But I think we had an outright grant of money under title III——

Mr. HAWKINS. Then you would prefer the grant rather than formalizing——

Mrs. SCHWEINHAUT. Both. I agree with you that to the fullest possible extent you should involve the communities and they should assume a significant part of the responsibility. We should also under title III, be able, under certain kinds of circumstances, to use an outright grant.

I think it is both.

Mr. HAWKINS. I see.

The Maryland Coordinating Commission that you are chairman of, is this a State Commission?

Mrs. SCHWEINHAUT. Yes, it was established under a law passed in 1959 following 2 years of study by a legislative committee. It was given an original State budget of \$25,000. It is now \$45,000.

Mr. HAWKINS. And also the National Association of State Units on Aging that Mrs. Harger indicated that she was president of. This question should have been asked of her, but since she has gone, I wanted to raise the question whether or not this association has annual meetings also.

We spoke of the fact that so many of the groups in this field did not meet and evaluate and discuss problems with each other. Does this association involve itself in any such project?

Mrs. SCHWEINHAUT. It has no——

Mr. HAWKINS. I assume you are a member of the association.

Mrs. SCHWEINHAUT. Yes, I am. No, it has no projects as such. My own thought was that if there could be an amount of money available to allow this group to get together more often, I think in effect it could help strengthen the Administration on Aging. I believe that there would gradually evolve a consensus with respect to the mutual problems we are all meeting which consensus from a State point of view would be greatly helpful to you gentlemen in future estimates of the

value of Older Americans Act. I have already commented on the need for more exchange of information between the States themselves.

Mr. HAWKINS. Thank you very much.

Thank you, Mr. Chairman.

Mr. DANIELS. The gentleman from Iowa, Mr. Scherle.

Mr. SCHERLE. Thank you, Mr. Chairman.

Senator, my compliments on many fine constructive statements. I appreciate them.

Mrs. SCHWEINHAUT. Thank you.

Mr. SCHERLE. Many of your statements are those that I subscribe to fully. I think the thing that perhaps is more disturbing to me, and perhaps the other Congressmen, are the facts that as we sit in on these hearings we find very few programs or innovations of new programs that have not been developed previously somewhere along the line.

To give you an example: We are involved now with a program of the Juvenile Delinquency Act of 1967. I find 20 governmental agencies that are involved in the distribution of funds for enforcement.

My reluctance is not that I do not appreciate healthy programs, but that many are already established, and I think one approach to clarify responsibility would justify a congressional investigation as to the coordination needed between the various agencies.

I know there have been areas of involvement where perhaps it might appear that I was against these programs. I am not. But I do want justification for these programs.

Now, the thing that concerns me deeply is that our present laws relegate our older people to rocking chairs.

I cannot subscribe fully to mandatory retirements. I don't know how we are going to meet this problem, but we have an extreme shortage of skilled labor, carpenters, bricklayers, and so forth. They can only work 2 to 3 hours a day, and then quit because their Social Security benefits would become jeopardized.

The amount of earnings—the dependencies, I think there is a lot of room for improvement in already-existing curtailment of our aged that I think need to be changed.

I also was very happy to hear you mention the fact that you think the States should control this program and not allow the Federal Government to become involved other than in the funding process.

Do you have a comprehensive plan that you had to submit to the Federal Government?

Mrs. SCHWEINHAUT. Yes, sir.

Mr. SCHERLE. Would you be so kind as to send that to me?

Mrs. SCHWEINHAUT. I certainly will. I was hoping you would ask me. We were the second with the plan—New Jersey was first, but we were second with ours.

Mr. SCHERLE. Thank you.

Once again I would like to congratulate you for very constructive testimony and I know it will be helpful to us.

Thank you, Mr. Chairman.

Mr. DANIELS. The gentleman from Wisconsin, Mr. Steiger.

Mr. STEIGER. I want to concur with Mr. Scherle and compliment you on an excellent job.

You stated you are a member of the Advisory Committee set up under the Older Americans Act.

Mrs. SCHWEINHAUT. Yes, I am.

Mr. STEIGER. When was the last time the Advisory Committee met?

Mrs. SCHWEINHAUT. End of November, first of December 1966.

Mr. STEIGER. Was the Advisory Committee at all involved in drawing up the proposed amendments to the Older Americans Act that are contained in the legislation that we have before us?

Mrs. SCHWEINHAUT. As far as I know, no. There may have been members of the Advisory Committee who were involved and who were consulted about it, but as a group I don't believe we were.

At least, I did not personally know the details of the various suggested amendments.

Mr. STEIGER. Do you think it might have been advisable to utilize the services of the Advisory Committee to a greater extent in examining and preparing the legislation?

Mrs. SCHWEINHAUT. I think as a general rule it is advisable to use all and as diversified help you can get. The Advisory Committee to the Commissioner is an excellent group and has considerable influence with this body as well as in the communities where they serve.

They should be used to the fullest possible extent. Again, here, unfortunately we come back to budgetary problems.

Members of the Advisory Committee live in California and other far distant places. It costs money to bring them here. I suspect that the Commissioner would call us together much more frequently if he were himself not so inhibited by lack of funds. That is one of the problems we are facing. We are trying to do an enormous job with really a poverty level amount of money considering the extent of the job and the fact that it is nationwide.

While I have never heard the Commissioner say that he is inhibited from calling us together because of lack of funds, I do know that he has to be constantly aware of his money situation and I do know that he certainly has no surplus money. I suspect one of the reasons we have not gotten together more frequently is the simple fact that it costs a whale of a lot of money to bring us together.

Mr. STEIGER. I was impressed with your analysis as to the needs of titles IV and V, for example, versus what was proposed for title III.

Do you have any idea or would you be able to give the committee any of your judgments as to whether or not you think the Advisory Committee might well have recommended to the Commissioner that they should have increased title III funds to a greater extent than they originally recommended in the bill?

Mrs. SCHWEINHAUT. I don't know. There are pressures for research, for example, coming quite naturally from researchers at the university level, and we have on our Advisory Committee representatives at this level as well as those of us from the State level and those who represent volunteers, private organizations. Please let me make it perfectly clear that I am not antiresearch, quite the contrary. But from where I sit, I must add that there is an element of research in all we do. Also, everything we do is demonstration and everything we do is training. These are all byproducts of our work under title III.

You must understand, Congressman, that I have admitted to being biased. I have so strong a feeling that we have got to move into the areas where people are living and where people have concern and are talking about unmet needs. There has already been some marvelous research which has yet to reach into the communities. Let us not stop research but let us put more of its benefits to use.

As Congressman Scherle just said, we know as a result of our research that it is a foolish thing to say to an old gentleman 66 years old who can and wants and needs to work: "You can work but we are going to penalize you if you do too well."

This is a crazy kind of attitude that has to be changed. To say to a man at the top of his energy and abilities: "The calendar says you are 65 so on the shelf you go." What enormous nonsense this is.

Perhaps I've wandered too far from your question, Congressman, forgive me. But I have so much I want to say to you.

Mr. STEIGER. Thank you very much, Senator.

Thank you, Mr. Chairman.

Mr. DANIELS. Senator, I don't want the record to convey the wrong impression with reference to your testimony relative to titles IV and V. You are not opposed to grants being made for demonstration and pilot projects?

Mrs. SCHWEINHAUT. Oh, indeed not.

Mr. DANIELS. You think they should continue?

Mrs. SCHWEINHAUT. Very definitely.

Mr. DANIELS. Except that you believe that instead of the appropriations being doubled for that purpose, that we should put more funds for it in title III?

Mrs. SCHWEINHAUT. Yes, and now having met this committee, what I really believe is that this committee could and should appropriate the money requested for titles IV and V and still up the requested amount for title III. I say this in spite of budgetary considerations which I know are very, very serious at this point. Give the administration what they need for titles IV and V and let that go ahead. Then say, by gosh, that the time has come when the Congress of the United States wants this money really pointed right toward the older people we are talking about and, therefore, instead of \$10.5 million, make it \$20.5 million. That is not an unreasonable amount, believe me, when you are spreading it between 50 States and some territories as well.

My emphasis is, Mr. Chairman, that at this point in development I profoundly believe that the real push must be in the communities where elderly people live. I feel this strongly, and the next witness, I think, will substantiate my position since he works directly with older people in his community.

Mr. DANIELS. One question before you leave, Senator. Secretary Gardner appeared before this committee and mentioned the fact that \$1.25 million of the funds already appropriated for title III have been frozen.

Would you care to pass any comment on the freezing of those funds?

Mrs. SCHWEINHAUT. I think this was most unfortunate. I have with me a letter I addressed to the Commissioner with respect to reallocation of funds.

As I am sure the committee is aware, this situation came about because of the fact that until and unless a State did send in an approvable plan the allocation of funds was withheld. We understood in our State that where State plans were not forthcoming or were not approved, the monies available but not allocated would be reallocated for use by the States which were active and could make good and immediate use of them. Maryland, New Jersey, California, I think Wisconsin, were among these. I don't know about Iowa, Congressman. A number of States could have made good use of that money and I so urged in my letter, which I would be happy to make a part of the record if you would care to have it. It is dated October 25, 1966. You must realize, of course, that my letter represents the situation as I saw it.

I am sure there must have been overriding administrative reasons for the decision not to reallocate and I'm equally sure that Commissioner Bechill would have done it if he could.

It was most unfortunate, particularly since to you who have so many and diverse responsibilities that you cannot be familiar with all details, it is understandable for you to ask: "Why should we give you more money? You did not even use what you had." Though understandable, this would be in reality an untenable position since rules and regulations had to be formulated and since many of the States were not prepared quickly to make use of the funds designed for them. Now they are ready to put money to use on behalf of programs needed for old people. It would be ill-advised of Congress to fail to make the money available at the very time the States are tooled up to make the best use of it, community interest at a peak and energies unleashed to implement its use. Whether failure to reallocate funds appropriated in the past was wise or unwise should not be sufficient reason to penalize the one major and overall national program which can and will give meaning to those extra years of life medical science is giving to us.

Mr. STEIGER. Mr. Chairman, may I ask unanimous consent that the Senator's letter be made a part of the record at this point.

Mr. DANIELS. Without objection, it is so ordered.

Mrs. SCHWEINHAUT. It merely sets forth the Maryland point of view on funds that had not been allocated. I do not say this as a criticism of the Commissioner; I don't know who made this decision. I don't think it was the right decision, but I was not there to help make it. Perhaps there are reasons I don't understand.

(The letter referred to and Mrs. Schweinhaut's prepared statement follow:)

STATE OF MARYLAND,
COMMISSION ON THE AGING,
Baltimore, Md., October 25, 1966.

HON. WILLIAM D. BECHILL,
*Commissioner, Administration on Aging,
Department of Health, Education, and Welfare,
Washington, D.C.*

DEAR BILL: At our last Commission meeting, we considered the report which you requested in your special delivery letter of October 19, with reference to potential projects under Title III. That report has been sent you by our office.

However, our Commissioners were so concerned about this matter that they requested me to write you a special letter about it. According to your letter,

"only 134 Title III projects" had as of the date of your letter been approved by all states. Of those 134 projects, 14 or 10% were Maryland projects. Last Thursday, we approved 5 more projects, making a total of 19. In addition, we have pending and in planning the projects reported in response to your letter. This shows the serious need of substantially greater allotments for our Commission.

In the past we have been able to encourage prompt response from prospective grantees by assuring them that the money was available and that they could get off to a prompt start. Now with our allotment exhausted, we have lost this desirable inducement. Projects will have to go on a waiting list for an indefinite length of time. Our momentum will be lost and our prospective grantees left with a vague possibility of financing at an indefinite future time. And all this in the face of the fact that only \$1.3 million of an available \$9.6 million has been committed.

Our Commission would, therefore, like to urge you as strongly as possible to take the most energetic steps possible to present this picture to the states which have not yet used their allotments:

1. The sooner unused allotments are relinquished and put to work in other states, the better will be the prospect of adequate appropriations in the future.

2. If the states hang on to their allotments, and then fail to use them by next June, the funds will be forfeited and it will present a poor picture for the entire Title III program. This could result in a much smaller appropriation in the future, which, in turn, could result in the states losing much more in the future, than they now gain by not surrendering their allotments.

Our Commission would like to ask you to present this situation in person by visiting the states holding substantial funds, so that we may have a significant release of funds. This would help the appropriation prospects. It would help the states who need the money. And it would be a policy of enlightened self-interest for these states who have not used their funds up to the present.

We earnestly request you to give this course your serious consideration, and hopefully your prompt action.

With kindest personal greetings,

Sincerely yours,

MARGARET SCHWEINHAUT, *Chairman.*

PREPARED STATEMENT OF MARGARET COLLINS SCHWEINHAUT, MARYLAND STATE SENATOR AND CHAIRMAN, MARYLAND COORDINATING COMMISSION ON PROBLEMS OF THE AGING

My name is Margaret Schweinhaut. I am Chairman of the Maryland State Commission on Aging and a member of the Maryland Senate.

Two years ago, through the unanimous passage of the Older Americans Act, Congress announced objectives to be fully enjoyed by the older people of this nation. The President, in signing the bill into law, said, in effect, that the measure would provide seed money toward reaching those objectives.

I am confident that this Congress and the President still consider the objectives to be worthy of our nation and that the fresh, green sprouts growing from this seed will continue to be financially nourished. Any other course would be too cruel to be tolerated.

Indeed, it is my own opinion that Congress would be justified, even in the light of necessary budgetary restrictions, to go beyond the amounts indicated by these amendments. I say this because experience is now demonstrating that if we could maximize the good flowing from the Older Americans Act in our communities, we could long delay institutionalization of elderly people; we could help make many more financially independent through opening up more job opportunities; and we could insure better physical and mental health through challenging activity and involvement.

My testimony primarily concerns Title III of the Act since, to this point, we in Maryland have had no experience with the outright grants under Titles IV and V. During the coming year we hope to gain such experience. Upon the completion next fall of the Gerontology Research Center on the grounds of the Baltimore City Hospitals, a center under the auspices of the National Institute of Child Health and Human Development, we hope to operate a senior center to study the social aspects of aging while the major research on biological

aspects of aging goes forward in the same building. This will, I believe, be something of an international "first." Whether we can bring about this "first" depends in part, at least, upon obtaining a grant of funds, which in turn, depends upon the wisdom of this Committee and this Congress in making these funds available.

Maryland has approximately 300,000 citizens 65 and over. The Maryland Commission was established by an Act of the State Legislature in 1959 with a budget of \$25,000. In 1960 the Congress granted us \$15,000 to prepare for the White House Conference. From 1959 to 1965 we tried repeatedly to obtain grants for needed projects on behalf of our elderly. Our efforts involved the National Institutes of Health, The Agriculture Department and the Department of Health, Education and Welfare. Each time it was the same old story: our projects did not fit into the Departments' set categories for which funds were available. Nor were State or local monies available. Having long since identified areas of need, we were helpless to alleviate them.

Then came 1965 and the Older Americans Act.

Since that time, from January, 1966 to the present, we have funded 25 projects with relatively small amounts ranging from \$350 to provide pots and pans and other kitchen equipment for Meals on Wheels, to \$12,000 to operate the Baltimore Senior Citizens Center serving 1500 older people a week. In every instance these grants encouraged and activated interest and participation by the communities in which older people lived. The results have often been dramatic:

8 senior centers now in operation.

3 Meals-on-Wheels projects prospering.

3 Employment projects growing and expanding.

11 Planning and Development grants in areas where hitherto nothing had been done.

These projects are located in Baltimore City and in 14 of our 23 counties.

I mentioned the word "cruel" advisedly for even if the Congress granted only the President's request for funds, Maryland finds herself in this situation:

Under the amendments we would receive \$157,000 as our allotment, of which \$103,000 is needed for on-going projects, leaving only \$54,000 for new projects. We have requests for new projects requiring today \$92,000. Thus you will understand, if sufficient funds are not forthcoming, the hopes built up would be dashed, the progress made thus far curtailed or abandoned, and the good people now giving of their time discouraged.

The Older Americans Act is the only Federal program I know of which does not impose rigidity upon those within the State familiar with the needs of that particular State. It is sufficiently flexible to allow seed money to go into projects aiding, but not limited to, the sick and the poor and the disabled. This money makes possible projects also for the able-bodied who need and want work; for the lonely who need and want companionship (an ingredient which cannot be purchased at the local supermarket); for projects which bring a sense of usefulness and worthwhileness to lives barren of those qualities. In other words, it makes possible a whole spectrum of services needed simply because people are elderly.

It is the one tool which, if we are permitted its use long enough will one day make the fine words enunciated in the "Declaration of Objectives for Older Americans" living and vibrant realities.

Substantiation of much I have said you will be hearing from the next witness who works within his community directly with elderly people. He can tell you what he tried to do but could not do before the passage of the Older Americans Act; what he is now doing because of it; and what it is possible for him to do in days to come if financial help is available: Mr. Robert Smith of Hagerstown, Maryland, Executive Director, Washington County Commission on Aging.

Older Americans Act grants awarded by Maryland State Commission on the Aging

Applicant	Reason for grant	Type	Location	Amount of grant
1. Metropolitan Senior Citizens Center.	To expand and improve services and programs.	Senior center	Baltimore city	\$10,000 1st year; \$12,000 2d year.
2. Baltimore County Commission on Aging.	To provide staff to develop and administer broader programs.	Senior center "Bykola House,"	Baltimore County	\$10,995 1st year.
3. Baltimore County Commission on Aging.	To provide funds for kitchen equipment and food for a new program.	Meals on wheels	Catonsville, Baltimore County.	\$2,485; 1 year funding.
4. Over-60 Employment Counseling Service.	To expand present program and create more jobs for over 60.	Employment service	Baltimore city	\$8,250 1st year; \$8,750 2d year.
5. Mayor's Council on Problems of Aging.	To establish senior center in new housing project for elderly.	Senior center	Hagerstown, Washington County.	\$9,525 1st year; \$10,500 2d year.
6. Charles County Commission on Aging.	To stimulate planning and development activities of commission.	Planning and development	LaPlata, Charles County	\$970 1st year; \$975 2d year.
7. Frederick County Commission on Aging.	do.	do.	Frederick, Frederick County.	\$900 1st year; \$975 2d year.
8. Kent County Commission on Aging.	do.	do.	Chestertown, Kent County	\$900 1st year.
9. St. Mary's County Commission on Aging.	do.	do.	St. Mary's County	\$972 1st year.
10. Prince Georges County Commission on Aging.	To organize senior citizens' groups and activities in rural areas.	Community organization and development.	Prince Georges County	\$10,000 (1st year).
11. Talbot County Commission on Aging.	To stimulate planning and development activities of commission.	Planning and development	Talbot County	\$900 (1st year).
12. George Murphy Housing Project—YWCA.	To expand and improve existing senior center program.	Senior center	Baltimore city	\$2,533 (1st year).
13. Worcester County Commission on Aging.	To stimulate planning and development activities of commission.	Planning and development	Worcester County	\$900 (1st year).
14. Anne Arundel County Commission on Aging.	To help establish a senior center in Annapolis.	Senior center	Annapolis	\$11,050 (1st year).
15. Metropolitan Council on Employment.	To conduct a "supermarket" job placement clinic and followup evaluation study.	Employment service	Baltimore County	\$350 (1 year funding).
16. Over 60 Employment Counseling Service.	To supplement present budget to pay volunteer workers' carfare.	do.	Baltimore city	\$500 (supplement).
17. Frederick County Commission on Aging.	To establish a senior center in town of Emmitsburg.	Senior center	Emmitsburg	\$2,660 (1st year).
18. Wicomico War Memorial Recreation Commission.	To expand and improve program of recreational activities.	Golden age club	Salisbury	\$1,200 (1st year).
19. Lutheran Social Services.	To provide intake and visiting nurse service to metropolitan meals on wheels program.	Meals on wheels	Metropolitan Baltimore	\$8,471 (1st year).
20. Calvert County Commission on Aging.	To stimulate planning and development activities of the commission.	Planning and development	Prince Frederick, Charles County.	\$900 (1st year).
21. Mayor's Council on Problems of Aging.	Rural area development program	Organization and development.	Washington County	\$3,496 1st year.
22. Frederick County Commission on Aging.	To establish a senior center in the town of Brunswick.	Senior center	Brunswick, Frederick County.	\$2,924 1st year.
23. Montgomery County Citizens Committee on Aging.	To stimulate planning and development activities of commission.	Planning and development	Montgomery County	\$900 1st year.
24. Cecil County Commission on Aging.	To provide funds for kitchen equipment and food for a new program.	do.	Cecil County	Do.
25. Baltimore County Commission on Aging.		Meals on wheels	Dundalk, Baltimore County.	\$2,485; 1 year funding.

Mr. DANIELS. Our next witness is Mr. Robert Smith, of Hagerstown, Md., who is the executive director of the Washington County Commission on Aging.

STATEMENT OF ROBERT SMITH, CHAIRMAN, WASHINGTON COUNTY COMMISSION ON AGING, HAGERSTOWN, MD.

Mr. SMITH. Mr. Chairman, Congressmen, this morning you have heard, I need not remind you, the testimony for the extension of the Older Americans Act. You heard it from the State level, and States level. Now we plan to deal quickly with the county level where we do the work.

I want to preface my remarks, first, and put into proper perspective the location of Washington County in Maryland, one of the three most western counties, third only to Garrett and Allegany. We have a very small land area of 462 square miles, 220,000 acres. We have a population as of the 1965 census of 98,300, of which 9,030 are senior citizens, or 9.4 percent.

We only have a total labor force in Washington County of 38,655. And I thought that it might be interesting to make mention of the fact that 18 percent of our population earn less than \$2,500 a year; from \$2,500 to \$4,000, we have 17.1 percent; from \$4,000 to \$7,000, 31 percent; \$7,000 to \$10,000, 16; and over \$10,000, only 16.1 percent.

I should say, further, that in Washington County our buying income is only \$2,244. For our purpose here today I want to confine my testimony to three categories:

No. 1, I want to tell you what we had in Washington County in the senior citizens realm before 1965; secondly, I want to show you what we have accomplished in 1 year of operating under the Older Americans Act under title III; and then, thirdly, I would like to set into perspective a forward look for the future of Washington County and senior citizens work.

Going back now to No. 1.

Soon after the creation of the Maryland State Commission on the Aging in 1959 our county commissioners established a county commission on problems of the aging, of which I had the honor of serving as its chairman. It was a study commission. We made survey after survey—no funds were provided, I would like to assure you.

From 1959 to 1964 we had all the way one mailing at the expense of the county commissioners. We had much less than would have been desired from the county level—that is, from the county government level. From senior citizens themselves we began to see what was needed. We knew where they were. We knew their circumstances in life, we knew that they were certainly anything else but what would be desirable.

In 1962, with the lack of funds, the county commission on the problems of senior citizens was allowed to disband. This was unfortunate, but we knew—we were convinced that we were going to one day have a senior citizens center that was going to serve this segment of our population.

At that point we didn't know how we were going to do it; we didn't know where the funds were going to come from. But we knew we were going to do it and we did it.

During this period of time we cooperated very closely with the housing authority, Hagerstown City Housing Authority. We helped to select a site for senior citizens housing. We helped with the design, all on our own time now. We saw that the senior citizens center was included in the plans. We were well aware that the Federal Government allowed *x* number of square feet per apartment in the project for senior citizens activity. We saw to it that we got that.

Some of our neighboring counties were not quite so fortunate, but we accomplished just that.

In all of this our sights were set on rendering a service to senior citizens unlike the county had ever seen. In January of 1966, then, shortly after the passage of the Older Americans Act, Maryland had presented its plan and had received its grant, we were in a position to quickly take advantage.

Early in 1966—in fact, it was late in January—we asked a representative of the county commissioners, the mayor of the city of Hagerstown, representatives from the board of education, key people throughout the city and county to come together. Two members of the staff of the Maryland State Commission on the Aging came to Hagerstown and explained to us what would be needed if we were to even be able to apply for a grant under title III of the Older Americans Act of 1965.

Well, we soon saw that we had a foot in the door. We had a permanent center coming, a few things we had to do. We had to provide for a temporary senior citizens center at cost to the community only. It could not come out of our grant from the State Commission on the Aging, soon all of the technicalities were being worked out.

In late February, early March—I am not exactly certain of that date and that is not particularly important—we were able to file an application for funds under title III of the Older Americans Act to the State Commission on the Aging.

Our grant was approved and as of April 1, 1966, we began our funded year.

Our grant, for which we were deeply grateful and will be eternally grateful for, the awarding of the grant of \$9,525 for the institution of a senior citizens center in Hagerstown, was and still is highly inadequate.

On the same application our portion, what we saw that we must and could provide, was \$3,300 in kind. It was slightly more than the requirements and we met some obstacles around about here where we wondered—some people wondered if we were going to be able to do that. Without any hesitation we obligated ourselves and again I want to repeat, we didn't know how we were going to do it, but we were going to do it, and we did it.

Well, at the end of the year I will say right here, instead of \$3,300, our proportionate share, to the penny, we furnished in kind \$11,876.25. That is more than a 50-50 proposition. It is about 54 percent of the total project.

So, on April 1, 1966 we opened. As you can see from the \$9,500 cash budget allocation, we had no money to buy very much of anything to operate. We opened with two desks; now we have three and all three are borrowed. We own none of them. Nobody gave them to us, but from the board of education, the housing authority, and Social Security, we were able to borrow them.

We have a literature table that we got from the board of education, again no cost. We have a supply cabinet, used, of course, not new, certainly no cost. The only thing that we purchased originally and even to this date is a typewriter. A typewriter we couldn't come by borrowing. It just wasn't possible, but we found a friend who was in the office equipment business and we bought one and we are happy we did.

Immediately upon the granting of our application we set in motion the organization, then, of the permanent Council on Problems of the Aging, the mayor of Hagerstown and the Board of County Commissioners conferred together on the appointments.

The mayor made the appointments because Federal housing, as it exists in Hagerstown today, was going to furnish us with the office facilities, the kitchen facilities and the auditorium facilities, and it was thought best that the county commissioners not be involved in the appointment for that reason, although they were in accord with all of the appointments that were made.

The funds only provided for an executive director and even at this moment we have only two part-time secretaries—part-time clerical people in addition to the executive director. That is all. The balance of our work, as we outline it quickly, has been done by volunteers. I want to say right now that we have had a tremendous amount of good people with their shoulders to the wheel or we never could have come off with what we have in this year and which has been reviewed very thoroughly by the State Commission on the Aging.

I want to say that the very first thing we did was to begin to train some volunteers. First it was recruiting, of course, before you train people. Train them in what? We had senior citizens, nearly all, some approaching senior citizen age. We had to train them in club work, we had to train them in office work, in organizational work, organizing clubs, et cetera, right down the line.

It was thought that the council membership should be 10 in number.

So, the original appointment was 10 council members, and they all come from various types of businesses, retired Federal employees, colleges, the board of education, Social Security, all down the line, and from welfare and all of this. So, these 10 people then administer our program.

In addition to those 10 we knew full well that this was not sufficient. So we immediately instituted an advisory committee and for the advisory committee we drew from 35 community organizations. We drew 21 people originally. They were nonvoting, but they were certainly helping us, and we felt their advice was necessary.

We felt that in the light of all of this—and you will see how it develops that we did use people, not use them in the term of being used but we used their advice to attempt to arrive at our end.

Mr. DANIELS. Excuse me, Mr. Smith, those three bells indicate there is a quorum call taking place in the House of Representatives.

We will have to adjourn to a later date. Your testimony is quite interesting and I don't want to cut you off. I am just wondering if you could come back at another time?

Mr. SMITH. Do you know the date?

Mr. DANIELS. Not at present. We will have to fix a day when the committee room will be made available to the Chair.

Mr. SMITH. I will be happy to do it if I have sufficient advance notice. My schedule is terrifically full, and we left off at 10 minutes of 12 last night and began at 4:15 this morning.

Mr. HAWKINS. Mr. Chairman, would it be possible if we gave Mr. Smith 5 minutes to summarize and we tried to accommodate him at this time? I think we could stay 5 minutes.

Mr. DANIELS. Yes. Is that agreeable, Mr. Smith?

Mr. SMITH. Five minutes, fine.

Mr. HAWKINS. Give us time to run over now. We shall still have to run to get in on the roll call.

Mr. SMITH. During the year then, we have instituted 15—at one time we instituted 15 project classes on the 3d day of October. We found that we did not have room to do them. We didn't know where we were going to do them.

The board of education provided a partially empty building which we instituted as project headquarters. We have found people being brought out of isolation in the community and being integrated into the community. Even today, people who 1 year ago had said, "No, there is nothing for me, I am just here in my rocking chair with television until the end comes." They are, even this day, right now, working in the Washington County Hospital on a voluntary basis, central supply, mail carrying, wherever they are needed.

We have provided, at no additional cost to anybody, to the senior citizens a number of craft projects that have been well accepted. We provided hearing testing last year for 149 senior citizens at no cost to the center or to the individual. This was in cooperation with the health department, the doctors, and all the people concerned.

This year we will do not only hearing testing, but we will do audio and visual both.

We have very good working arrangements with community organizations. We have enjoyed very fine working arrangements, relationships with the junior college, the county health department, the medical association, the county hospital auxiliary, and the family counseling service.

The Community Action Council—that is OEO—we have had very, very fine relationships there. The United Fund, Social Security. In all of this there has been no money involved from our grant for any of this.

Another thing I want to say that in observance of Senior Citizens' Month—this month—we have prepared a program to be presented on closed-circuit television at the board of education, which cost them approximately \$300 to prepare a panel-type program between senior citizens and members of the senior classes of the high schools. It will be viewed by some 12,000 people. It is being aired for the second time today, Tuesday May, 16, 1967.

But the most important thing I want to say, we had a further vision of going into the county, creating a network of centers in the various outlying towns. We had applied to the State of Maryland for six of these towns and they would love to have done it. The State commission on aging—they didn't have the money.

We settled for three, and we are one of the counties that Senator Schweinhaut was talking about. We are holding an application for three more and next year three more. It will take nine to cover our county.

This we are going to do; I don't know how we are going to do it, but we are going to do it before we finished. It is that simple. Then, too, looking ahead a little bit, with regard to the board of education, we are going to offer to the senior and junior classes of all the high schools of Washington County a course in democracy on preretirement planning and problems of senior citizens. In the 1967-68 school year, and in 1969 we hope to have this course on closed-circuit television in the State of Maryland statewide. In addition to that, then, a mobile senior-citizens center in our county to serve the areas beyond the nine centers that we will have in the county.

Our one unsolved problem. There are many, but there is one that is unsolved and that is transportation. We are going to solve that one, too. I wouldn't want you to think for a minute this has been easy. It has been a very rewarding type of thing this year. We have had many obstacles; we have had our head up against the wall, but we simply refused to accept them as obstacles. We took them and turned them into challenges, and the senior citizens population is eternally grateful.

You will get a further idea about what I would like to have said from my outline, but time has run out and I certainly thank you for having me to appear before your committee and I want to assure you that at any time I can be of any service, Senator Schweinhaut knows this, as chairman of our commission on aging. You will find me ready and willing, as this is part of my job.

I thank you.

Mr. DANIELS. Mr. Smith, it is a pleasure to listen to you. Your council is doing a commendable job. On behalf of the committee, I want to express my sincere thanks.

Mr. SMITH. Thank you.

Mr. DANIELS. There are two other witnesses scheduled to testify, Mr. John Edelman, president of the National Council of Senior Citizens, Inc., and Mr. Earl Byrd executive director of the Community and Neighborhood Development Organization also known as Can-Do, of Jersey City, N.J.

Although you gentlemen are here, because of the lateness of the hour, Congress is now in session, and under the rules of the House it is not permissible to take your testimony. Therefore, we will have to hear you at a later date, if you so desire. Or, if it is not possible for you to return, then you may submit your statements for the record, and I can assure you they will be read by the members of the committee and given careful consideration.

Mr. EDELMAN. I am John Edelman. I will discuss it with the counsel. If it is impossible to appear, Mr. Chairman, I will just have the statement printed in the record, but I would prefer, if it is possible, to have an extra couple of hours of hearings, I would like to be cross-examined.

Mr. DANIELS. I think we do need further hearings. In fact, it is the chairman's point of view that we should have Mr. Bechill, the Federal

Commissioner on Aging, return here to clear up a few ambiguities that have developed.

Mr. STEIGER. Thank you, Mr. Chairman. I am delighted to hear you want the Commissioner back.

Mr. DANIELS. So, it is the intention of the Chair to have another day of hearings and the date will be subject to the call of the Chair.

The subcommittee will adjourn subject to the call of the Chair. Thank you, very much.

(Whereupon, at 12:24 p.m., the subcommittee adjourned, subject to the call of the Chair.)

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...that have developed.
...The Secretary, thank you, Mr. Chairman, I am delighted to hear
...on what the Commission has.
...I am sure that it is the intention of the Chair to have another
...the Commission and the Chair will be subject to the will of the Chair.
...the Commission will be subject to the will of the Chair.
...I am sure you will.
...I am sure you will.
...I am sure you will.

AMENDMENTS TO THE OLDER AMERICANS ACT OF 1965

THURSDAY, JUNE 1, 1967

HOUSE OF REPRESENTATIVES,
SELECT SUBCOMMITTEE ON EDUCATION OF
THE COMMITTEE ON EDUCATION AND LABOR,
Washington, D.C.

The subcommittee met at 10 a.m., pursuant to call, in room 2261, Rayburn House Office Building, Hon. Dominick V. Daniels (chairman of the subcommittee) presiding.

Present: Representatives Perkins (chairman), Daniels (chairman of the subcommittee), Hawkins, and Steiger.

Mr. DANIELS. The Select Subcommittee on Education will come to order.

Our first witness this morning is Mr. John Edelman, president of the National Council on Senior Citizens.

Mr. Edelman, will you step forward?

Chairman PERKINS. Mr. Chairman, will you yield to me for an observation?

Mr. DANIELS. I will be happy to yield to the distinguished chairman of our full committee.

Chairman PERKINS. I want to take this opportunity to compliment the distinguished gentleman from New Jersey, Mr. Daniels, for his great interest manifested in the legislation to amend the Older Americans Act of 1965.

I know of no Member of the Congress that has been more interested in legislation of this type since the late Congressman Aime Forand from Rhode Island left the Congress several years ago.

I took time out to put in my appearance here this morning because Congressman Daniels has more or less needled me, time and time again, this year, over getting this legislation on the right track and getting it before a subcommittee that had genuine interest in the legislation.

And to my way of thinking, we have neglected far too long the older people, our senior citizens of this country.

It is a great pleasure for me to come to the subcommittee to hear the opening witness, and I am particularly interested in the testimony of this first witness, because I know of his great interest in all types of welfare legislation for the laboring people, dating back to the 81st Congress, when I first was presented to take the oath.

John Edelman, in that Congress, testified on numerous pieces of legislation concerning the welfare of the textile workers, back in 1949, and he did such an efficient job that when he retired from his laboring post, he decided to go into an area that to my way of thinking required

as much energy, if not more energy, than he manifested in representing the textile workers.

I certainly want to compliment John Edelman for his great interest in our senior citizens.

In conclusion, Mr. Chairman, let me say that it is a great credit to you to commence these hearings for a group of people in this country who are most in need and are at the present time more or less in your hands, to see that legislation for their benefit is enacted in this legislation.

As I stated at the outset, I know of no more responsible lawmaker, and I am delighted that you are handling this legislation before your subcommittee, because I know Congressman Daniels will do an outstanding job, a job that all the senior citizens will be proud of.

Thank you.

Mr. DANIELS. Mr. Chairman, I am indeed grateful for those very kind remarks.

I realize how busy you are, as the chairman of the full committee, that you have been working very diligently and very hard since you have taken over the chairmanship of the full committee, and I appreciate your presence here this morning.

I know of your dedication, also, to the work of our senior citizens. In fact, the principal bill under consideration here this morning is the bill that you have introduced.

Chairman PERKINS. It will be your bill, because it is your bill, in reality, not mine. I just introduced it as a matter of formality.

Mr. DANIELS. Thank you. Your presence here this morning is indeed welcome.

Mr. Edelman, you may proceed.

I notice you have a prepared statement. You may read from your statement, or you may submit it for the record, or testify in any manner that you deem appropriate.

STATEMENT OF JOHN EDELMAN, PRESIDENT, NATIONAL COUNCIL OF SENIOR CITIZENS, INC.

Mr. EDELMAN. If I may, Mr. Chairman, may I submit the formal statement, put it in the record, and just make some extemporaneous remarks, and then open myself for questioning?

Mr. DANIELS. Without objection, your formal statement will be incorporated in the record at this point.

(The statement referred to follows:)

STATEMENT OF JOHN W. EDELMAN, PRESIDENT, NATIONAL COUNCIL OF SENIOR CITIZENS

My name is John Edelman. I am President of the National Council of Senior Citizens, a nonprofit, nonpartisan organization with a membership of over two million elderly people in some 2000 affiliated older people's clubs.

In behalf of my organization, I want to express my appreciation for this opportunity to testify on H.R. 4261, the Older Americans Act Amendments of 1967, which would carry out one of the recommendations in the President's Message on Aid for the Aged of January 23—specifically that "the Older Americans Act be extended and its funding levels be increased."

The National Council of Senior Citizens strongly supported and worked for the passage of the Older Americans Act in 1965, the same year in which Congress

enacted Medicare. We support the amendments offered this year as essential to the continuance of the basic Act. The Act was sound and vital legislation, and one of the significant achievements of its revered sponsors, Congressman Fogarty and Senator McNamara. Although the legislation has not at this time fulfilled its promise and although we are not completely uncritical of its administration, we know that the late Senator McNamara and Congressman Fogarty would be supporting the amendments which you have under consideration today.

The amendments would increase authorizations. The requested authorization of \$10½ million for grants to the States under Title III represents an increase over the authorization in 1967 of about 25 percent—not a very large increase, particularly when one considers that it amounts to about half a dollar for every person 65 and over in our country. The increased authorization requested for research, demonstration and training grant programs, administered directly by the agency under Titles IV and V, is \$6.4 million—representing somewhat more than 100 percent increase over the authorization in 1967.

In the basic Act, and in discussions leading to its enactment, major stress was laid on the responsibilities of the State and local agencies. However, only \$5 million was authorized for Title III in the first year. This meant that only three States were allotted more than \$200,000 and nine States between \$100–200,000. For their administrative costs only six States got more than the minimum of \$15,000. This was not generous funding but I am sure that the sponsors of the bill considered the time it would take to enact the appropriations and to get the program off the ground, and therefore the \$5 million represented a total to be used for only part of a year. Actually, it took longer than anticipated for the program to get off the ground and the sums available were no handicap.

However, there are now 43 States and jurisdictions actively functioning and these include all of the most populous states. One could conclude that the requested increase in authorizations for grants to the States is too modest a figure.

With respect to the doubling of the authorization for research, demonstration and training grant programs, I am not in possession of sufficient facts to evaluate the necessity for these sums—although they are not large. We have from time to time seen descriptions of projects which have been approved under Titles IV and V and they appear to be very worthwhile. We are not in a position to know what was the quality of the projects rejected because of limitations of funds. This would require a project-by-project evaluation which I am sure the Administration on Aging has performed, and we need to rely on their assessment of the values lost through shortage of funds.

The sum of the grant authorizations requested, plus the administrative costs for the Federal agency would still total less than \$20 million. This, I would point out is still only about a dollar for each person over 65, putting aside the middle-aged population with whom this bill is also concerned. Surely the Nation can afford this investment. It may put the matter in proper perspective to observe that if, as a consequence of all the warnings about the dangers of cigarette smoking, each of the 70 million smokers in this country were to fail to purchase a package for one day, the cost saved would be twice that of the expenditures being proposed here.

I do not mean to disparage the potential significance of these funds. It was never intended, I believe, that large sums would be available under this bill. These funds are intended to be over and above much larger funds available through a variety of Federal programs. The specified function of the Administration is "to stimulate more effective use of existing resources and available services for the aged and the aging." I stress this function, since it has not been fully exploited. From the Report No. 145 from the full Committee on Education and Labor on the Older Americans Act of 1965, I quote the following:

"The Federal programs affecting older persons cut across the responsibilities in many departments and agencies, yet at the present time these programs are without a central core of direction and coordination."

This report also quoted the report of the general Subcommittee on Education on the Problems of the Aging in October 1962:

"The need for coordination at the Federal level as well as at the State level is acute. The need for dynamic leadership was quite apparent."

The Committee on Education and Labor in its report on the Older Americans bill in 1965 reiterated a statement from the Report of the Senate Special Committee on Aging entitled "Developments in Aging 1959–1963."

"Responsibility for developing programs to serve the needs of older persons is, of course, shared responsibility. It involves the Federal Government, the States and their communities, and voluntary agencies and organizations at all levels."

The report of the Senate Special Committee on Aging referring to the Fogarty-McNamara bill said:

"The Commission would serve as a focal point within the Federal Government for developing national policies; for providing information, guidance, and support to governmental and nongovernmental agencies with programs in the field of aging; and for developing and sponsoring a balanced nation-wide program to achieve the objectives set forth in this preamble."

The Commission was subsequently changed to an "Administration" but the emphasis on coordination and a balanced program remained unchanged.

With this in view the role of the interdepartmental committee called the President's Council on Aging deserves continued attention. It is true of course, that coordination of departments and agencies is an extremely difficult task. It is also apparent that cabinet-level officers are not likely to give frequent attention to the coordination of these programs. However, it can be assumed that their representatives, constituting an executive committee, could act for them in most situations. The success of such a mechanism, going back over a period of 10 years, has not been at the highest level. But there have been periods when this interdepartmental group functioned with real effectiveness, and it has turned out a number of excellent reports. It is regrettable that since the inception of the Administration on Aging there has been no such report, although a yearly report was required in the order setting up the President's Council. I understand that one will be available in June. To be effective, obviously, such a committee has to meet regularly and to be given a sense of significant involvement.

Not only is government-wide involvement essential. Equally essential is involvement of voluntary organizations. The Senate report quotes a witness before a Subcommittee of the House:

"The Council would therefore urge that whatever form the Congress may devise to carry out Federal responsibilities in the field of aging, it will recognize not only the responsibilities but the limitations of Government, and establish as a basic principle of its operations at all levels, cooperation with and effective use of the organized voluntary services."

The problem of overall coordination and leadership is difficult and complex. But it cannot be ignored; it cannot be evaded; it must be aggressively pursued. It is the most important function of the Administration on Aging. If it fails in this, it will be just another little agency. Opportunities have arisen in the past and can be created. I can refer to one example from my own experience. I have been a member of the OEO Task Force on Programs for Older Persons. At about the time that the Older Americans Act was passed the OEO Task Force made a report including an array of possible projects and activities helpful to older poor persons. In August 1965 the President announced a planned commitment of about \$40 million to some projects endorsed by the Task Force. One was Foster Grandparents. Another was Home Health Aides, thousands of whom would be sorely needed under Medicare. To this \$20 million was to be allocated. However, it was not until a year later that any funds were made available for the training of home health aides and then only \$1 million. Here it seems, was a real opportunity for the Administration on Aging to press another agency of Government to live up to commitments made on the highest level.

The Administration on Aging did receive about \$6 million from OEO under a contract to administer the Foster Grandparents project. This was more money for just one type of project than the Administration on Aging had available for all the rest of its projects. There is a question whether such a lopsided fund situation threatened a balanced approach to overall needs of older persons. Whether or not this was the effect, it would have been preferable for the Administration to press for the adoption by OEO and other agencies of any array of varied and innovative programs, regardless of who administered these programs.

The Administration should be stimulating and promoting the development and expansion of programs by all public and private agencies which have a contribution to make, rather than competing with them for funds or authority.

Funds are the fuel which moves the program ahead; whether you have more or less determines how far down the road you can get. Even more important, however, is the matter of extension to 1972. Surely this Committee and the Congress will not fail to extend the Older Americans Act. This was legislation

of great potential, but it was not easy to come by. Congress had long favored such legislation. Strong evidence can be presented to show that Congress had shown greater concern for the study and development of programs for the elderly than was evident in the Executive Branch. This legislation was a long time coming and I am sure that Congress will not cut it short. Although it was the Select Subcommittee on Education which first put this bill on the road to enactment, a brief history of the efforts leading to the Older Americans Act may be of interest to new members of the subcommittee.

Support for bills on aging had been consistent and widespread for at least a dozen years before its enactment and a number of good bills were introduced. A bill to establish a Bureau on Older Persons was cosponsored on a bi-partisan basis by 46 Senators prior to the passage of the White House Conference on Aging Act in 1959. Hearings on such proposals resulted in the White House Conference as a preliminary exploratory step. Later the Bailey Subcommittee held hearings on the precursor of this bill and similar bills. The Special Committee on Aging of the U.S. Senate in an extensive series of hearings heard strong testimony for this bill and summed up much of it in its report, "Developments in Aging 1959-1963." In September 1963, the Select Subcommittee on Education, then chaired by Representative Dent, held hearings which resulted in bi-partisan approval by both the Subcommittee and the full Committee on Education. In the debate on the floor of the House enthusiastic backing was evident. The bill passed 364 to 1. It passed unanimously in the Senate.

Although the history of the legislation shows that the bureaucracy had dragged its feet over a long period, Congress was never in doubt about the worth of such legislation.

A review of the legislative history and statements of the Sponsors of the bill, Congressman Fogarty and Senator McNamara make abundantly clear what they were seeking. They wanted an agency that could give full time and attention to the broad range of interrelated needs and potentials of old people; an agency which could serve as an eloquent spokesman within Government; an agency which because of the Status and authority conferred by the Congress and the President would have the cooperation of the governmental and nongovernmental agencies in achieving coordinated, effective action. They believed that the creation of the new administration on aging would give better status, balance, strength, continuity and visibility to Federal activities in aging.

They did not intend the bill to replace the efforts or take over the resources and responsibilities of any other agency or department. They made clear that it was intended to stimulate more effective use of existing resources and available services within and without the Federal Government, and hoped that the new administration would stimulate other agencies to assign adequate staff and resources to programs for older persons. The sponsors of the bill pointed out that in the past some agencies had assigned staff and given prominence to activities benefiting older persons when the spotlight was on and they were being prodded by Congressional committees. The sponsors hoped that the new Administration on aging would keep the spotlight on, and keep prodding so that work in this field would continue without interruption, even though heads of departments and agencies changed, or their interest waned.

They saw this as the beginning of a partnership of the Federal Government, the States and communities and voluntary organizations in behalf of older persons. They thought it particularly important that when States, communities and voluntary organizations turned to the Federal Government for financial or other types of assistance, their proposals for projects and activities for older persons would not fall between the chairs of various programs, and would not always be bent into conformity with the boundaries of programs restricted to health or employment or education or other special areas.

I am sure that this Committee, in its own wisdom will see fit to extend this Act. Its action will also be a tribute to the vision of the late Senator McNamara and Congressman John Fogarty, and to the many members of Congress in both parties who supported this bill only two years ago. Now based on some experience and the searching analysis which I understand the members of this committee have pressed in the last few days, an even better bill will emerge. Of that I am confident.

Mr. EDELMAN. Could I be permitted to diverge for one second to thank Congressman Perkins for his very kind references to myself.

Mr. Chairman, as my statement says, I am the volunteer president of the National Council of Senior Citizens. This is an unpaid job, which I have been devoting myself to for the last 31½ years.

I happened into the job simply because of the fact that former Congressman Aime Forand, who originally created the National Council of Senior Citizens, after he was forced by sickness to leave the Congress, became ill a second time and was forced to withdraw as president of the National Council of Senior Citizens.

I had, in an injudicious moment, perhaps, permitted myself to be elected secretary-treasurer, just a month or two earlier, thinking it would be a job that would be mostly keeping my name on the letter-head, and that is about all. But Congressman Forand called me one day and simply said, "John you are it."

I didn't know what he meant at first. He explained to me that he was withdrawing as president of the organization and was appointing me president pro tem. Since that time, I have been elected several times by convention action.

The National Council of Senior Citizens, Mr. Chairman, is I think without any question the largest of the organizations of the elderly in America today, and certainly it is the most active.

The bulk of our membership is largely in the lower income groups, and we are very close to the problems of deprivation, which most of the elderly suffer from in one form or another.

So many of our members live on social security, sometimes with public assistance supplements, and in some cases with pensions that were collectively bargained or granted them by previous employers. But the total proportion who live with the supplementary payments are very, very much less than are ordinarily assumed to be the case.

When we started this organization, the largest element were retirees of labor unions. That has since completely changed. Our membership is a very wide cross section of the public.

Indeed the largest proportion of the groups of retired men and women affiliated with our organization, some 2,000 individual groups, all across the country, are now largely church sponsored.

We have never taken the time to analyze which churches these clubs were sponsored by, but I think they are pretty well divided among various denominations.

I am not a gerontologist or in any academic sense an expert in this field of the aging, but one learns I think pretty quickly, after working intensively with these elderly people—one learns a great deal about this particular problem, and a great deal about the needs of this particular section of the population.

I just want to say very quickly, Mr. Chairman, that it seems to me inconceivable that the Congress will not realize that an agency such as the Administration on the Aging should not be continued. Indeed, the particular point of my testimony today is that it should be strengthened and given additional funds with which to work.

I think that the problem of the elderly in America today is one which is still hopelessly misunderstood and generally quite neglected, despite a great deal of superficial discussion of the needs and characteristics of the older people in America today.

I think that the Administration on the Aging has barely begun to realize its vital and fundamental mission in present-day society. It

has only begun to grapple with some of the needs of the 18 to 19 million people who are in the age bracket 65 and over.

In point of fact, there are millions of men and women in the age bracket of, say, 60 to 65, who are also suffering pretty much the same types of economic and psychological discrimination as those who have reached the arbitrary age of 65.

The thing that I particularly want to express on the record here, Mr. Chairman, is that it seems to me that if it can be done, perhaps the language in the declaration of objectives of the title I section of the act might perhaps be, if anything, slightly modified.

I think the act should be amended, in the same way that the statement of purpose in the basic act setting up the Department of Labor was written. That law is so written that it gives a very clear mandate to the Department of Labor not merely to deal in a technical sense with the technical problems of laboring people of all types and kinds, but it gives them a mandate to speak up wherever it may be opportune, wherever it may be necessary, wherever it may be needed, to speak on behalf of the rights and the needs of labor, and to do whatever is necessary to promote the benefit of working people.

It should be perhaps more specifically stated in the declaration of objectives, that the role of the Administration on Aging should be to speak up as forcefully as possible on many occasions, and before many forums, on behalf of the needs of the elderly in this country.

One of the points, I would like to mention to you, is the long struggle of the group of individuals who had been appointed to a task force on the aging poor by the Office of Economic Opportunity, of which I happen to be one.

Prior to the effective date of the Medicare law, the amendments to the Social Security Act which brought medicare into effect, it became very evident in this country to those of us who were in touch with the situation, and certainly the whole Social Security Administration, that a number of the elderly poor had not realized actually what the provisions of this act were, and the implications for themselves.

Those of us on this task force in the Office of Economic Opportunity had been consistently urging that agency to organize a project, whereby the elderly poor themselves would go out into the highways and byways of this country and reach all those who had not yet signed up for those sections of medicare which they were required to sign in order to achieve the benefits of part B of the act. We encountered very great resistance in the Office of Economic Opportunity to this effort. The Social Security Administration itself did not at first respond enthusiastically to our efforts to help reach so many of the elderly who were the beneficiaries of these medicare provisions.

It was only when the effective date of medicare was practically on top of us that finally the Office of Economic Opportunity agreed to fund a project which became known as medicare alert. This project was set up very quickly, and despite the terrifically bad weather that occurred at the time, it was discovered that the older people of America, and some of them were quite old, had still enough intellectual and physical energy to do the remarkable job of house-to-house visiting of older people. The number of individuals that they uncovered that simply did not know what the meaning of the law was, or its applica-

tion to themselves, and that they persuaded to go out and sign up, as they should have done, of course, earlier, was quite a remarkable achievement.

Mr. DANIELS. Mr. Edelman, I happen to be personally familiar with that program in my own community and our senior citizens working under a grant through the Office of OEO did a remarkable job in enrolling our senior citizens under the medicare program.

Mr. EDELMAN. Thank you, Mr. Chairman.

The point I would like to simply make in connection with this legislation is that I had the feeling that it would have been the role of the Administration on the Aging to have complemented the efforts, or perhaps in some respects superseded them, of the group of individuals who were members of that task force of the Office of Economic Opportunity that worked so hard for so many weeks to try to get this need recognized and into motion.

And I think that they should have been very actively represented. This particular case that we made perhaps should have superseded our efforts in the matter.

If I recall correctly, even the publication of the Administration on Aging, did not fully carry an account of the project and analyze its particular value.

I think its particular value, its great significance, apart from its specific accomplishment, was in demonstrating the real value of using older people to serve as assistants, missionaries, helpers, to other older people to accomplish important gains in bringing them into focus, in bringing them into greater participation in the community, and identifying needs which are not being met.

I think this is of very great importance.

I think that there are many other things that I could point to which I think are very badly needed in the conduct of the Administration on Aging, whose basic purpose we, of course, emphatically and forcefully support. We are only griping a little bit at this point; we think its operation should be more ingenious, more creative, and certainly more dynamic.

The Administration on Aging's funds, it seems to me, have been used very wisely in great part to help create important activities among our leadership, trained leadership, for work among older people in each of the activities which are now becoming fairly familiar in centers for the aging, and to create some support for the building of various kinds of centers which are needed by the elderly yet in this respect I would like to make one, to me, very important point.

We are building in the United States many exceedingly attractive and well-planned centers both for the recreation and the general assistance of the aging. But there is one basic defect, it seems to me, which is making itself very apparent in this work of building and operating centers for the aging. What is happening is that so many of these older people are in effect being deprived of free speech, of the opportunity to speak out on issues that directly affect or concern them.

The actual effect of this effort to be nice to older people has been to discourage discussion of a great many of the serious issues which are affecting the welfare of seniors—these mature men and women are being muffled; they are discouraged from talking about legislative

matters, issues such as increases in social security benefits, the problem of the high costs of drugs, and many other matters of importance and very immediate concern to those of advanced age.

What do you do about the older person who, while still technically sane, is still not really able to manage his own affairs?

I believe legislation is going to be needed to deal with that type of problem. This is a very baffling but quite frequent difficulty among individuals who are physically still well but who have become unable to manage money, property, and many everyday problems of living.

What the National Council of Senior Citizens wishes to say to you is that the needs of the elderly are much more diversified, much deeper, and much more urgent than is generally realized. This is true in respect to money problems, health protection, and especially with respect to their isolation in the community. Sometimes these plan failings occur, I believe through being oversheltered and babied and not being regarded as active and vital members of the community.

I think the Administration on Aging should be urged to explain to the community these needs, and to insist with greater intensity and effort what is required to remedy many of the difficult problems that overtake the aging.

I think that the legislation before you for the amendment of the act is substantially sound. The additional appropriation of funds that is being proposed, it seems to me, is exceedingly modest.

I don't know what our political possibilities are of achieving the enactment of this particular series of amendments but I certainly urge that nothing less than this proposal be accepted. Again I urge that if the legislative draftsmen available to this subcommittee can devise amendments to the basic act—Public Law 89-73—that would mandate the agency to advocate solutions for the needs of the elderly. I think this should be done.

Thank you.

Mr. DANIELS. Thank you, Mr. Edelman, for a very frank and forthright statement.

Mr. Edelman, you have been associated with the work of the elderly for a long period of time, and you appear to be very, very conversant with their problems.

I was a bit startled by the remark you made that the Administration on Aging has failed to be more creative, dynamic, and ingenious in their work. Would you expand on that statement, and state how they can be more creative, dynamic, and ingenious?

Mr. EDELMAN. Take for instance, the question of this project which after months and months of delay, is finally now being funded, by the Office of Economic Opportunity. This is now described as Project FIND.

This is a project which employs older people, elderly people, to go out into the community and to discover what are the unmet needs of the older citizen. It is proposed that these workers will reach out to those who are in desperate material need. There are many psychological problems that are sometimes just as pressing as those which arise from lack of income or diet. The aim of those engaged on Project FIND will be to try to relate these problems of the older people to the resources of the community.

For a brief period the National Council of Senior Citizens here in Washington, D.C., using a small amount of money left over from Medicare Alert operated a small experimental project in one slum area in the District of Columbia. Only seven or eight people were engaged in the project but the extent and vanity of the pressing human problems we turned up were really astounding to us. Cases of older people living by themselves, sometimes illiterate, sometimes so completely isolated from the community that they simply were not aware of what was going on around them in the world. We found people who were eligible for social security and had not applied, and were very willing to apply when they were actually taken by the hand and taken to the district office of the Social Security Administration.

Mr. DANIELS. Do you think this work should have been done by the Administration on Aging, instead of the Office of Economic Opportunity?

Mr. EDELMAN. No. This is what I am urging. I doubt very much whether the Administration on Aging could actually, except in very narrow areas on a very experimental basis, undertake work of this kind. But it seems to me that it should be their job to advocate that the appropriate agencies set up mechanisms to deal with needs of this kind.

The people who are entitled to relief, to public assistance, under the terms of the public assistance laws in this particular community, or others, people who need medical care, and for whom medical care was available. These people will not discover for themselves how to solve their problems. They must be found wherever they are and taken to where help can be administered.

Mr. DANIELS. In other words, you are recommending to the committee that the Administration on Aging could be more vocal in its position with respect to the problems of the aging?

Mr. EDELMAN. Correct.

Mr. DANIELS. In other words, they should do a better public relations job?

Mr. EDELMAN. That is my view, sir.

Mr. DANIELS. You made the statement that older people are deprived of free speech. In what manner are our older people deprived of free speech?

Mr. EDELMAN. Mr. Chairman, it is not done either by issuing flat statements of prohibition in words or in writing. They are not told, "You may not discuss your needs, for an increased social security scale of benefits." But they are given to understand in various ways and very clearly that this is not appropriate discussion in a senior citizens' center. The very definite impression is given to these older men and women that they are supposed to take part in the singing that goes on, the bingo playing, the shuffleboard, and matters of this kind but not serious discussions. We are not opposed to cultural recreation programs. These are admirable activities, yet older people are, for the most part, still alert mentally, and it is just as important for them to discuss the problems which affect them and affect the community as a whole as to engage in these what I call escape-type activities.

Mr. DANIELS. Who, particularly, is putting the curb on our senior citizens and not doing the thing that you just mentioned?

Mr. EDELMAN. These are usually the staff employees who run these projects. In some cases those professionals are quite forthright in forbidding talks or lectures on questions that could be controversial.

Many of the senior centers are supported by recreational departments. We find that private organizations which work with the elderly in many cases obtain public funds to assist in carrying on these centers. Recreation departments often operate with monies in part derived from Federal funds.

Mr. DANIELS. Not directly from the Administration on Aging?

Mr. EDELMAN. I think not.

As a matter of fact, Mr. Chairman, I know that Mr. Bechill, in his career in California, was very well aware of this problem. If I recall correctly, he or his associates sponsored legislation, State legislation, in California, which specifically forbade stifling of expression on the part of the elderly who were taking part in the activities from which economic support was derived through State or local funds.

Mr. DANIELS. In the early part of your testimony you made a statement to the effect that the direct declaration of objectives in the act should be strengthened. Now, the act specifies 10 particular or specific objectives. In what manner would you further strengthen this declaration? Can you give me any particular area of operation?

Mr. EDELMAN. In the declaration of objectives of Public Law 89-73, Mr. Chairman, for instance, in point No. 7, which says, and I quote: "Pursuit of meaningful activity within the widest range of civic, cultural, and recreational opportunities"—this is quite broad enough. It would seem to me that perhaps additional sentences could either be added there or to these other points, under 8 or 10, for instance.

It says, under point 10, "freedom, independence, in the exercise of individual initiative and planning and managing their own lives."

This implies pretty much what I have tried to suggest is a real need of the elderly, but perhaps some of you gentlemen that are more expert in bill drafting than I am might add additional words there which would, in a more positive way, mandate the Administration on Aging to urge that these principles enunciated here be actively advocated by the Administration.

Mr. DANIELS. These statements of objectives are pretty broad, and if we were to add other language to these broad objectives limiting the function, then we would limit the meaning of a particular objective.

So I think the language is pretty broad, and that is the way it should be.

Mr. EDELMAN. Then perhaps if it is not feasible, Mr. Chairman, it would seem to me that the same aim could be accomplished by expressions of interest and concern with the problems I have mentioned by the Members of Congress.

Mr. DANIELS. Do you have any other recommendations to make with respect to amending this act, or are you satisfied with H.R. 4261 as it has been introduced?

Mr. EDELMAN. I am supporting it as it has been offered, Mr. Chairman.

Mr. DANIELS. My colleague from California, Mr. Hawkins.

Do you have any questions?

Mr. HAWKINS. Just one or two.

Mr. Edelman, in reference to the free speech issue that you indicated exists, I am wondering what you are really suggesting. I am a little aware of the problem that existed in California. As I recall, the problem arose out of whether or not a project should be funded which had as one of its objectives helping individuals to in a sense pressure the Government itself.

Should we place these citizens in a position, with taxpayers' money, to ascertain ways in which they could increase their benefits, and so forth?

As I recall, there was opposition to this, and it was, I think, ruled out.

Now, if we were to amend this bill to, let us say, prohibit any interference with such freedom of speech, do you believe that this would jeopardize even the passage of the bill?

Mr. EDELMAN. I think that unless it were done with extreme subtlety and carefulness, it could have that effect.

I understand that very well, Mr. Congressman, but at the same time, the problem does exist, and I think that some effort should be made to grapple with it.

Mr. HAWKINS. As I understand from what you have said, this exists in the local administration of the act by the workers at the local level.

Mr. EDELMAN. As a rule this is where it occurs.

Mr. HAWKINS. The other question relates to the policy of establishing senior citizens' centers.

Do you believe that they should be established separate and distinct from other community activities, or should they be established in conjunction with other activities—that is, for other groups—so that all community services might be brought under one roof, including those services available to senior citizens?

I think you indicated one of the problems is the isolation of senior citizens. Now, do you believe that we should go in the direction of establishing programs that are completely separated from other community activities and designate them for senior citizens, or should we strive to perhaps relate the needs of senior citizens or those involved in the problem of aging with other problems in the community, and let's say have one major center which would include those who are faced with the problem of aging?

Mr. EDELMAN. I agree with your position, Mr. Hawkins. They should be as far as possible integrated with the customary activities of the community.

The only one qualification that perhaps I would make is this: In the field of housing, it is sometimes argued that the older people don't want to live close to where many children are, because it tends to be noisy.

I think you simply have to use judgment in this general area. Let the older people live in one part, let's say, of a large project, and let the younger families be a little distance away.

But at the same time, it seems to me the great bulk of the adults, except those that are really seriously ailing, have a very much better life when they are more closely in touch with younger people and not shut off and segregated as it were.

Mr. HAWKINS. I assume that the National Council of Senior Citizens has affiliations in all of the States.

Mr. EDELMAN. Not all of the States, I am sorry to say; however, we have affiliates in 41 States at the present time.

Mr. HAWKINS. Including California?

Mr. EDELMAN. Yes, sir.

Mr. HAWKINS. Thank you.

Mr. DANIELS. Mr. Edelman, just one further question.

The Administration on Aging was created by law in 1965. To be more specific, the law was enacted on July 14 of that year, but this Administration did not become operational until about October of 1965.

Now, since that time, the Administration on Aging had to get tooled up, engage personnel, and so it has been in operation for, now, approximately 20 or 21 months.

From your experience in the problems of the aging, through your organization, what kind of a job do you think the Administration has done to date?

Mr. EDELMAN. In broad terms, Mr. Chairman, we say this is a well set up, liberally disposed, and competent agency. We hope that it will be more forceful and a little broader in its approach.

Could I just add one point further there, Mr. Chairman?

I think that you are aware of the fact that when this act was under extended discussion, before its final passage, the thing that held up its final passage in the Congress of the United States was this effort on the part of the late Congressman John Fogarty and the late Senator McNamara, of Michigan, to try to have it created as a separate commission reporting directly to the President.

The basic provisions of the act were never seriously in controversy. I was closely identified with the effort to achieve its enactment, and we felt very strongly, and certainly the congressional sponsors of the act felt even more strongly, that it would achieve greater effectiveness if the Administration on Aging were not made a section of an established agency.

The late President Kennedy—there is no secret I think about this—tried very hard and was not able to sell many of his own appointees on setting up the AOA as a separate commission.

Finally, however, when the compromise was made to establish the agency as a constituent part of the Department of Health, Education, and Welfare—all those of us who had been closely associated with the efforts to pass this law were given to understand that despite its location as a unit of the Department of Health, Education, and Welfare the Administration on Aging would function in fact as an autonomous agency. It was repeatedly pointed out that the Administration on Aging would, if it functioned as anticipated, would deal with the units of many Government agencies in addition to the Department of Health, Education, and Welfare. The need for this type of autonomy was stressed.

I have the very strong feeling that insofar as possible, it would be very helpful to the kind of services the Administration on Aging could give the older people of the country if it were encouraged and allowed to function as far as is feasible in present-day governmental operations as an autonomous body.

Mr. DANIELS. Thank you.

We appreciate your being here this morning, Mr. Edelman, and we want to thank you for your testimony.

Mr. EDELMAN. Thank you.

Mr. DANIELS. Our next witness is Mr. Earl Byrd, executive director, Community and Neighborhood Development Organization, of Jersey City, N.J.

Mr. Byrd, it is a pleasure to welcome someone from my own native city of Jersey City.

I want to commend you for the excellent work that you are doing as the executive director of CAN-DO, which is one of the programs sponsored under the auspices of the Office of Equal Opportunity.

I know many worthwhile projects have been initiated there, and are, under your able direction and supervision, doing a real worthwhile community service.

So it is a pleasure to welcome you here this morning, Mr. Byrd.

STATEMENT OF EARL W. BYRD, EXECUTIVE DIRECTOR, JERSEY CITY COMMUNITY AND NEIGHBORHOOD DEVELOPMENT ORGANIZATION (CAN DO)

Mr. BYRD. Thank you, Mr. Chairman. I must admit it required some moving to be here. Just last night I was in Washington, N.C., where I was very fortunate in having been asked to deliver a commencement address. But I am here, although I found it quite difficult.

I would like to read from my prepared statement, if I may.

My name is Earl Byrd, and I am the executive director of the Jersey City Community and Neighborhood Development Organization, known as CAN DO. I represent the organization that serves as the umbrella agency for administering the antipoverty program in Jersey City.

It is common knowledge that the number of people in the United States over 65 years of age is increasing, and that life expectancy of the individual is lengthening.

In considering old age we rarely think of anything else but poor health. We should never allow the image of the so-called golden years to be one of deliberation, of dependency, or institutional living.

Title IV of the Older Americans Act of 1965 authorizes grants to public or nonprofit private agencies, organizations, institutions, or individuals to conduct research and development projects. Such projects, under the limitations of the Older Americans Act of 1965 can only constitute probes into the complexities of aging and the frustrations of the aged.

All demonstration projects with their built-in evaluative components should have their data and its analysis distributed to similar purpose agencies, organizations, institutions, or individuals throughout the United States and territories.

And, as we gain greater knowledge in this field, subsequent amendments to the act should enable a total thrust to be initiated that will meet the needs of approximately 10 percent of the population of our Nation who are at age 65 or older.

For most older Americans, the remaining years of life are characterized by markedly reduced incomes, increased incidences of disability, separation from friends and family, widowhood, changes in familiar routines and living patterns, loneliness and anxiety.

To this widely known list, and in large measure because of it, needs to be added another less recognized characteristic of aging—nutritionally inadequate diet.

Nationwide statistics indicating generally high levels of per capita food consumption by Americans mask the frequency with which low-income families, and particularly older families subsist on diets whose nutritive content is insufficient to support good health.

New evidence of this condition was reported in February 1965 by the Agricultural Research Service of the U.S. Department of Agriculture in its study, "Food Consumption and Dietary Levels of Older Households in Rochester, N.Y."

This report showed that less than half of the households' diets provided sufficient nutrients and calories to insure well-being. The study found that the older the homemaker and the lower the family income, the less apt the family was to meet recommended standards of nutrition in their diets.

The Linn County study highlighted the widespread ignorance and misinformation which plays a part in bringing about the poor diets of the elderly. The nutritionists who studied the eating habits of that population found that 38 percent did not receive sufficient protein, 57 percent did not receive sufficient amounts of vitamin A and C, and 79 percent did not receive sufficient calcium. Yet, 98 percent of the group evaluated said that their diets were either very good or good.

The significance of a nutritionally adequate diet was emphasized by Dr. Pearl Swanson, professor of nutrition at Iowa State University, in a series of articles, "Adequacy in Old Age," the "Role of Nutrition," that appeared in the November and December 1964 issues of the *Journal of Home Economics*. She wrote:

When food does not provide adequate amounts of the essential nutrients over a period of time alterations occur in the composition of the fluids bathing all tissues in the body. Eventually there comes a time when the cells no longer can adjust to the alterations and a train of changes occurs that is reflected in the outward appearance of the individual, his behavior, his demeanor, his activity, his mental state, and his social and emotional reactions.

It is significant that changes induced by poor nutrition are characteristic of those we associate with aging. The omission of even one nutrient makes it impossible for the body to maintain the sense, continuity and orderliness of its life activities.

Few attempts have been made to deal with the special nutritional needs of the elderly. While food and educational material are available in some communities through the Federal food stamp and surplus food programs, not enough has been done to reach the elderly. Probably the most significant attempts to reach older people with food programs have so far been made by senior centers.

One program that is being implemented in Jersey City is a Meals-On-Wheels, Senior Citizen Restaurant. The Hudson City section, Neighborhood Organization Council, defined work with senior citizens as a high-priority issue and have begun to do something about it.

This neighborhood council will administer the Meals-on-Wheels program for their own area, which has a total population of 50,000

residents, and if funds will allow they will serve aged residents in other sections of the city.

The site of the project is in the area in which mainly elderly poor live. It is readily accessible to public transportation for those unable to walk the distance to the dining room. The dining room is located in a facility that has pleasant, positive connotations in the community, and is looked upon with favor by the people who use it. The central location of the dining room will facilitate delivery of meals to shut-ins.

The dining rooms and adjacent rooms are available for social gatherings, meetings, classes, and discussions, before or after mealtimes. Office space is also needed to house the project staff and for interviews with individuals who have problems or seek consultation.

Sufficient space is also available for the sale of packaged meals to be taken home for use by others, or for a second meal.

Food is the object, nutrition is the biological process, eating is the social behavior. Each has a particular and vital role to play in the well-being of the aging person.

It will hearten the aging person to know that if his food habits are basically sound, little change is necessary in later years. Not only will nutritional care and health education help the aged population at large, but specifically it will surely present a greater chance for a longer, more pleasant life for minority group members.

The nonwhite population of the United States—23,193,000—represents approximately 12 percent of the total—195,198,000. Yet, 1,401,000 nonwhites comprise only 7 percent of the 18,157,000 citizens age 65 or over.

All things that are necessary must be developed to eliminate this apparent disparity and insure the promise of equality in the pursuit of a long life.

The Older Americans Act of 1965 is an admirable move in this direction. However, it must be strengthened to allow greater services to be provided on a broader scale through the appropriation of more funds.

These funds should be used to allow the development of more instructional programs, similar to the institute for coordinators and directors of senior centers that was conducted by the New Jersey Division on Aging and the National Gerontological Society.

There must be a limit set on the time for experimentation, and a sharp move made to increase the availability of services.

I might add that the institute that was conducted by the New Jersey Division on Aging and the National Gerontological Society was one in which I participated as a chief community organizer, assistant director of the community action program in Jersey City.

Through that study, I found many of the problems of the aged are completely hidden from the average social worker or community action worker or the average person who deals with aged people.

And I think it is one of the most meaningful programs that can be developed, even more so, by the New Jersey Division on Aging, or any division on aging in any State in the United States.

Thank you very much.

MR. DANIELS. Mr. Byrd, you have failed to comment on whether you approve H.R. 4261, or similar bills which have been introduced. Do you support the legislation under consideration?

Mr. BYRD. I do support the legislation under consideration.

My only reservation is that I feel the appropriations should be even greater.

I think it is a magnificent thrust, insofar as the times are concerned, but on the basis of some of the experiments that have been made, and some that will be made, I think we should definitely consider greater appropriations, so that services can be made greater.

Mr. DANIELS. Don't you feel it would be more appropriate, in view of the fact that this is a new agency, a very, very young one—it has only been in existence less than 2 years—that we should have an opportunity to evaluate and study the programs that have been initiated, to separate the chaff from the wheat, and to support those programs which would be more worthy of considerations?

Mr. BYRD. Yes; I certainly do. I feel that in the area of evaluating and, as you put it, separating the chaff from the wheat, the data that is compiled, and the results that we do arrive at, should be distributed to other agencies that are in this work so that, as with some other Federal agencies that support experimental programs, those throughout the Nation, whether they are involved in a specific program, whether it be a Meals-on-Wheels project supported by OEO funds, or whether it be an instructional program such as the New Jersey Division on Education conducts, this information can be used to help others in other States, and it should be so distributed immediately.

Mr. DANIELS. Several other witnesses have made the same comment, and Commissioner Bechill is here, and I am quite sure he is listening to your testimony and will take particular note of what you have said and what the other witnesses have said.

Now, with respect to this program of Meals-on-Wheels, whereby it is proposed to provide nutritional food to our older citizens, when was that program initiated in Jersey City, and how is it functioning?

Mr. BYRD. This program was proposed by the Hudson City Council approximately 6 months ago. However, we found that it had to be funded through "variable CAP" funds, unearmarked funds. There had been a cutback in our area, and with the funding of the central administration staff and the neighborhood centers, and with phasing out of a very, very successful remedial and tutorial program, and moving that program into the board of education—which we feel is what our responsibility is, after we have experimented, to go ahead and move them into the established agencies—there was no money available insofar as the board of directors was concerned to fund this program.

However, in the last month, we found that all of the allocation that Jersey City had was not being used, and we are now funding this program on a very limited basis.

Much of the help is volunteer help. The housing authority has cooperated very, very well, through Mr. Vuocolo. Operation Medicare Alert was previously mentioned. The housing authority operated that program as a delegate agency from our group.

So we will use the housing authority facilities throughout the city for the dining rooms and the kitchens, since they are centrally located, and the staff will primarily be on a part-time basis, supported by a great deal of volunteer help from the special committee that was established in the Hudson City section.

Mr. DANIELS. When was that program initiated?

Mr. BYRD. The program has not been initiated, as yet. The application is being processed in the regional office now.

Mr. DANIELS. The regional office of what agency?

Mr. BYRD. OEO.

The building that is being donated for kitchen help is being readied now. As a matter of fact, what we are doing now in the Hudson City section is tooling up without funds.

Mr. DANIELS. Has any application been made by the local community for a program of that nature through the Office of Aging of the State of New Jersey, which now comes under the Department of Community Affairs, headed by Paul Ylvisaker?

Mr. BYRD. Yes; an application had been made, and it was found that the funds were not available to fund this program.

The total cost of the program at that time was \$86,000. It has been pared down, now, and, of course, we are using the voluntary help that we can get.

But we are going to use OEO funds to conduct this experiment, and we most certainly hope that the Division on Aging of the State of New Jersey, and the Administration on Aging, will find the evaluation of our program of interest to them, and in some way assist them in developing whatever programs might be found needed.

Mr. DANIELS. You said there was a lack of funds. A lack of funds in the hands of the State of New Jersey? Is that what you meant?

Mr. BYRD. Yes. Yes; there was, in order to fund this program.

Mr. DANIELS. Now, you made a comment—and I will quote—"There must be a limit set on the time for experimentation, and a sharp move made to increase the availability of services."

What time limitation would you impose upon any of these projects of experimentation?

Mr. BYRD. I must admit I am not in a position, at this time, to suggest a specific time limit, but I think it should be considered.

The Administration on Aging is new, and I am quite sympathetic with new agencies, because I am a part of one that is going through experimentation.

We have our built-in evaluation department. We found it necessary to call in an outside agency to evaluate us, because we realize that we are so close to the forest we might not see all the trees, and this proved to be very, very helpful. There were some things that showed up in the report that we received that we were not so very, very proud of, but it did give us an opportunity to develop our program the following year so that it would serve the community in a better way.

And I think, in the Administration on Aging, in the development of experimental programs, it should be understood that most of these, as I said, are probes, since we don't have many experts in problems of the aged, so that we can in some way move organizations, agencies, and individuals to completely document their programs, and know that within 1, 2, or 3 years they must provide the Administration with the information that they called for, so that we can then move on to a greater thrust for services.

Mr. DANIELS. Thank you, Mr. Byrd.

The gentleman from California, Mr. Hawkins.

Mr. HAWKINS. Mr. Byrd, I am a little confused with your description of the Meals-On-Wheels Senior Citizens Restaurant. This to me suggests a sort of a mobile operation, and yet you speak of a site, and something which suggests that the restaurant is going to be established in a particular neighborhood.

Would you explain this a little further?

Mr. BYRD. Yes, sir.

We had anticipated, since we have six neighborhood centers designated throughout the community, that each neighborhood would have a specific restaurant and a mobile group that would be able to deliver meals to shut-ins, and the restaurant would be available to people who could come, for the social activity they would get from it.

Because of having a cutback in funds, we are using the Housing Authority facilities as much as we possibly can, and there is one central kitchen that will be used for preparing the meals. These meals will be delivered to the restaurant areas on a regular basis, and wherever possible, these meals will be delivered to the shut-ins.

It will be, in the initial portion of it, in one neighborhood alone, that is, the Hudson City section. From there, we will move it throughout the rest of the community.

Mr. HAWKINS. And these meals serve one group? Is there an income limitation on who can receive these meals?

Mr. BYRD. The neighborhood workers and the organizers in the neighborhood primarily will go out—and they have done this already—and identify those who are within the poverty bracket.

The cost of the meals, we feel, should be based primarily on the recognized ability of the individual to pay, with a maximum 35 cents per meal established. The other cost, of course, will be borne by the funds that we have.

It is not restricted completely to those who are within the poverty bracket, because there are some characteristics that contribute to poverty. A person may not be in that bracket, but, because of some factors, it can be assumed that within 2 or 3 years they might be.

Mr. HAWKINS. The neighborhood council is a council of the residents of the area? Or just what is the neighborhood council?

Mr. BYRD. Yes, sir; the neighborhood council is a council made up of the residents of that area.

They are responsible for establishing policy that governs the activity of the neighborhood center in that area. They have their own committees, and their committees are functional, and they develop the priority that they feel exists in their own neighborhood.

Mr. HAWKINS. On page 4 you made reference to the role of nutrition, and you indicate the disparity between whites and nonwhites as represented in the elderly citizens group.

Are you suggesting that the role of nutrition has a distinct part to play in this disparity?

Mr. BYRD. I certainly am. Because of ignorance and a lack of knowledge of nutritional benefits, because of a lack of funds, there are many who have developed habits of eating food that they feel is filling, but it might not necessarily be nutritional, and this gives rise to the development of all sorts of maladies and problems and complications.

I definitely feel that if we can move in this area, and develop our programs to the point where there is some health education, and where there is some assistance given to these people, it can help them to develop a longer, more useful life.

Mr. HAWKINS. Thank you very much.

Mr. DANIELS. Thank you, Mr. Byrd. We appreciate your coming here today.

Mr. BYRD. Thank you.

STATEMENT OF COMMISSIONER WILLIAM D. BECHILL, ADMINISTRATION ON AGING, DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

Mr. DANIELS. Our next witness is Commissioner William D. Bechill of the Administration on Aging, Department of Health, Education, and Welfare.

Commissioner, we welcome you back here today.

I thought the members of this committee might like to ask a few additional questions. Since you last testified, there are a couple of areas I believe that need a little clarification.

I believe you have testified there are nine regional offices. We would like to know specifically where they are located, and whether or not there are any meetings held of the personnel of these offices at any time during the year, and if so, how often, and what, if anything, is done by your office in coordinating the information obtained from your regional directors?

Mr. BECHILL. Yes, sir. I would be glad to answer that question, Mr. Chairman.

There are nine regional representatives of aging, and they are located in the nine regional offices of the Department, which are situated in Boston, New York, Charlottesville, Chicago, Kansas City, Dallas, Denver, San Francisco, and Atlanta.

We have scheduled meetings in Washington with the regional representatives about three times a year.

Mr. DANIELS. When were all regions established?

Mr. BECHILL. All regions were established when the Administration on Aging was established as a separate, operating agency of the Department.

Both the position of regional representative on aging and assistant regional representative on aging were established in the nine regional offices of the Department.

This corresponds to the pattern that is followed by other agencies of the Department. Each agency in the Department has its counterparts located in each of the nine regional offices which the Department maintains.

Mr. DANIELS. Do the heads of these departments meet at any particular period of time during the course of a year?

Mr. BECHILL. Yes, sir; they do.

Mr. DANIELS. And what is their function or objective?

Mr. BECHILL. They represent the Administration on Aging in their respective regions.

Their major responsibility has to do with providing consultation and supervision to the States, which are administering the title III grant programs.

They also act as a general information point on the other grant programs of the act and provide a number of other services.

Within the regional office, for example, they represent the Administration on Aging in work with other Federal agencies located in the Department or outside.

Mr. DANIELS. Have they at any time made any recommendations to your office as to how the programs are to be initiated or made to better function?

Mr. BECHILL. We have daily communication with the regional offices, in the sense of memorandums and reports of their field visits, contacts with the States, contacts with other agencies and organizations. The regional representatives represent one of our major sources of information about the administration of the program being carried out by the States.

Mr. DANIELS. Has anyone from your Washington staff ever visited these regional offices?

Mr. BECHILL. Yes. I have myself visited several of the regional offices, met with our regional staff and with the regional directors.

We have had someone from our central office staff in every one of the regional offices very frequently.

Mr. DANIELS. In your testimony today, and in previous testimony, you have mentioned that the Washington office assists the State units in consultations, giving information, et cetera. Now how is this done? Is it done by correspondence, telephone, or by your visits to these offices?

Mr. BECHILL. It is done in a number of ways, Mr. Chairman. Many of the questions that come in from the States that are what we might term technical are handled by correspondence. In other cases, there is a need for telephone communication.

But the most obvious method of handling this is the request for actual consultation with a member of our staff. Often this has been arranged in advance with the regional representative in his meetings with the State agency. We have had a number of our staff work rather directly with the State agencies, particularly in the period following the approval of the State plan or shortly before the approval of the State plan, when the State may have scheduled meetings with potential project applicants, or after projects have been underway.

We have also had our staff participate in a number of the training sessions that have been held by some of the States to acquaint organizations in the State with the overall responsibilities of the Older Americans Act, and the responsibilities of the State and of the Administration on Aging.

Mr. DANIELS. Commissioner, a number of Federal agencies deal with the problems of the aged. You have NIH, Veterans' Administration, and so on. I think the testimony indicates there are about 19 or 20 separate agencies of the Government dealing with our senior citizens.

Now, perhaps some criticism might be leveled at your Department for its failure to make any recommendations to avoid duplication of effort.

Have you, or has your Department—the Administration—done anything to rectify this situation in the short period of your existence?

Mr. BECHILL. Mr. Chairman, I think we have. Certainly we have made a real effort in the carrying out of our demonstration and research and training grants not to duplicate the functions of other agencies, or the responsibilities of other agencies.

We have from the beginning maintained very regular communication with the agencies who carry on and have similar authority in the research, demonstration, and training areas.

We have tried very hard not to duplicate any other program. In many instances we have, as I pointed out, referred certain applications which come in to us to another agency, where we think it may be more appropriate for them to be considered, and the same applies to some that we have received from the other agencies.

In the case of the State program, I think our evaluation of it is that the States try very hard not to duplicate. The States are working with the local communities to assess the needs that actually exist, and then to try to respond and meet those needs through the kind of projects that the community develops.

There is too little money, frankly, in the Older Americans Act for us to engage in duplication.

I think all of us who are aware of the need for opportunities and services for older people are quite careful about the possibility of overlapping.

Mr. DANIELS. In your previous testimony you indicated that part of the funds under title V would be used to conduct experimental demonstration and pilot projects with regard to providing nutritional meals to our older citizens.

Now, the previous witness, Mr. Byrd, the executive director of the antipoverty program in Jersey City, known as Can-Do, testified that they are embarking at the present time on a program of the same nature, known as Meals-on-Wheels.

Has your office given any consideration to this overlapping between the Office of Economic Opportunity and the State projects, or separate grants to public or private agencies in this area?

Mr. BECHILL. Yes; we have been aware of the possibility of some duplication. We are working currently with the Office of Economic Opportunity. We have very close working relationships with OEO through their Assistant Director (Programs for the Elderly Poor), Miss Blatt.

I don't believe that we are going to be in a position where the two agencies will be necessarily duplicating efforts of the kind you mentioned.

I think obviously there is going to be a risk here. There is going to be this possibility. I think one has to be candid about it. But we have had a number of discussions, often getting into individual situations, and I think there is a good awareness that we do not intend to duplicate each other.

With respect to our request for nutritional services, I would like to point out that we are attempting, through this means, to implement one of the recommendations which was made in the Presidential message on older Americans, to develop a pilot program of this nature in senior centers.

We have had some limited experience with this area. I think I mentioned in my testimony, or information that was sent to the committee, Mr. Chairman, that we currently have two demonstration programs of this type under our title IV program.

One is carried out in Miami, Fla., in five senior centers there. It has been a very outstanding program, and we have had a very good evaluation of that program from the agency.

The other is carried out at Temple, Tex. This involves two centers. Again, the organization operating the program in Temple reports that this has been an excellent program, very well received, and is working quite well.

So what we intend to do with the funds that we are requesting as part of the title IV authorization is to carry out this program with a little more intensity and depth throughout the country.

What we would like to do after that demonstration period is over is see that the results are widely spread and widely used throughout the country.

We have had a number of letters and expressions of interest in the program from many centers and other organizations since it was first discussed in the President's message.

Mr. DANIELS. Commissioner, some of the witnesses have been critical of the Administration on Aging in that it has failed to disseminate sufficient information regarding projects which have been in existence since the Department began to function.

Do you care to comment on that?

Mr. BECHILL. Yes, I would like to very much.

First of all, I would like to say that many of the projects that have been carried out at the State level, and the ones that are being carried out, under the direct grants particularly the demonstration projects, are just being completed. Many times they are still in their first year of actual operation; it is very difficult to yet report on many projects.

On the other hand, we do have information on several projects. Many of them are being distributed, a series we call designs for action.

This is a report of a project, how it was developed; how it was carried out; what its purpose was; what were some of the problems in setting it up; and what some of its accomplishments are.

We have published to date three of these. We have several others that are in printing, and we are budgeted to publish 25 of these "designs for action" series.

Now, in addition to this, in our monthly magazine, "Aging," which has a fairly wide circulation in the field, we give capsule reports of projects that have been approved by the State agencies or by the Administration on Aging, as well as capsule reports of other kinds of projects for older people that have been approved by other Federal agencies.

This always generates a great deal of correspondence. We have been handling a good many of these requests by our own information or by referring the person directly to the organization that is operating or administering the program in the State or locality.

Mr. DANIELS. You say three reports have already been made, and that you publish monthly a booklet known as Aging?

Mr. BECHILL. Yes; we do.

Mr. DANIELS. Do you propose to compile all this information and make it available to the various States that are participating in the program?

Mr. BECHILL. We are doing a good deal of this already; we have been sending to the States some examples of various projects that have been funded, where we think the States may be particularly interested.

We have sent out one that has to do with some of the operations of the senior center. We have had another one on information referral service. We have had one on community planning. I think these are illustrative of the types.

Mr. DANIELS. Do you have any specific plans or any time table wherein these will be available to the States?

Mr. BECHILL. These go to the States on a fairly regular basis. The "Designs for Action" are put out as fast as we can get them done.

Mr. DANIELS. Do you have a report with respect to the activity around the office, at least on an annual basis?

Mr. BECHILL. That go to the State agencies?

Mr. DANIELS. Not necessarily the State agencies. Who do you report to?

Mr. BECHILL. I report to the Secretary of the Department. We have a monthly report.

Mr. DANIELS. Since this agency has been in existence, has any report of all of your activities been submitted to Secretary Gardner?

Mr. BECHILL. Every month a report of the activities of the Administration on Aging, as well as other agencies in the Department, is submitted to the Secretary.

This is on a monthly reporting basis and this report deals particularly with the implementation of legislation and with other administrative areas.

Mr. DANIELS. Mr. Secretary, there is a Presidential Committee on Aging, and also, under the legislation in question, there is an Advisory Committee on Older Americans. Do you think there is a need for both of these committees to function, or could their activities be consolidated?

Mr. BECHILL. Yes; I do think there is a need for both committees, because they serve very different purposes.

The Advisory Committee on Older Americans is a statutory committee that was appointed from representatives outside of Government. They really are the people who represent more or less what you would call the broad public interest, the citizens' interests in this type of program, and they report directly to the Secretary of the Department, and under the Older Americans Act, Mr. Chairman, they have a very broad mandate.

The President's Council on the Aging, on the other hand, serves another function. Its concern is to act as a mechanism for interdepartmental cooperation with the various agencies who are concerned in some way or another with the needs of older people, and this arrangement at the Federal level is not unlike the arrangement that exists in many States, where you have a State commission on aging that is composed of citizens and public members in some States, often members of the legislature, and working with it is a companion body representing the various departments.

Mr. DANIELS. Now, Commissioner, we come to the question of financing.

Under title III—to sum up—\$5 million was appropriated for the fiscal year 1966, \$8 million for fiscal year 1967. Under the proposed legislation, they are asking for the sum of \$10,550,000 for fiscal year 1968.

Can you give us some justification for the additional request of \$2,550,000 over and above fiscal year 1967?

Mr. BECHILL. Yes, Mr. Chairman. I would be glad to do this.

First, Mr. Chairman, I would like to point out that the actual amount appropriated for title III in 1966 was \$5 million, which was the amount authorized under the act. The amount appropriated in 1967 was \$6 million.

Mr. DANIELS. I believe I said \$8 million; \$8 million was authorized I believe.

Mr. BECHILL. \$8 million was authorized, but \$6 million was appropriated.

In asking for the \$10,550,000 authorization, which is mentioned in the bill, we believe that there is a very substantial need for this level of authorization.

We know that in the States that have implemented the act up to now, we can forecast at this time a continuation cost of projects that is roughly in the area of \$7.3 million, and in addition there will be another million or so that will become available and that the States will need to administer and carry out the program.

So, of the \$10,550,000, a rather modest sum, actually, would be available for new projects somewhat in the neighborhood of a little over \$2 million.

Now, we think, from the reports that we get from the States, that this level of authorization will permit the States who have implemented the program in the early months of its operation to continue their present projects as well as to provide for some new money for meeting additional project requests that are coming in from community groups.

In the same regard, we feel that the States who have more recently implemented the act, say, within the last 6 months, who I might say have been tooling up very rapidly, will also be in a position to move ahead with this level of authorization.

Mr. DANIELS. Now, with respect to titles IV and V—the fiscal year 1967—\$3 million was appropriated, and you asked for \$6,400,000 for fiscal year 1968 under the proposed bill.

Mr. BECHILL. Yes, sir.

Mr. DANIELS. Now, what justification is there for an increase of over a hundred percent in that request?

Mr. BECHILL. Mr. Chairman, we have had a very tremendous interest in both title IV and title V throughout the country.

We had something like 201 or 202 actual applications submitted under title IV. We have had about 85 actual applications submitted for the training grant money.

This does not include the number of additional inquiries that have been received from many organizations who are interested in carrying out a program either under title IV or title V.

So the increased authorization is partly to attempt to respond to that kind of need and interest.

The other part of it is that in the \$6,400,000 being requested for the authorization level in titles IV and V, that is where we intend to carry out the pilot program of nutritional services. We hope to carry this out at a significant level with about \$2 million being available out of that authorization for this purpose.

Mr. DANIELS. Under the act, each State that participates in the program receives \$15,000 or 10 percent of their grant, whichever is higher, for administrative purposes. Do you feel that \$15,000 or 10 percent of the grant is a sufficient and adequate sum for administrative purposes? Or should it be increased?

Mr. BECHILL. Well, I really would have to talk about the problems, Mr. Chairman, that the States seem to be experiencing at this time.

First of all, the administrative money available to the States will increase somewhat as the actual authorization and appropriation amounts increase themselves in the future, because at some point the 10 percent figure, the 10 percent of the allotment figure, will be the governing figure for the majority if not all of the States.

On the other hand, many States point out that they do not feel that the \$15,000, or the amount that they have for demonstration, is entirely adequate.

Many States feel that they could use this additional money to provide more regular consultation to local community groups and organizations, or in other parts of the program.

So that I think that there is a problem here that is being reported to us by some of the States.

Mr. DANIELS. Would it be more realistic to authorize \$25,000 or 10 percent, whichever is the higher figure? Do you think that would be helpful?

Mr. BECHILL. I think some States would find it very helpful.

Mr. DANIELS. Would you care to make a recommendation?

Mr. BECHILL. No, sir; I do not. I do think that we would be glad, however, to provide you with the most current information that we do have about this problem in the States, if the committee would like to have this information to help you reach a decision on whether or not this part of the bill should be amended.

Mr. DANIELS. It may be helpful, and I would suggest that you submit it to the committee for our committee files and for our study.

Mr. STEIGER. Mr. Chairman, would you yield at that point for just a moment?

Mr. DANIELS. I am going to stop the questioning. I have been monopolizing all the time, and in fairness to you gentlemen, I am going to call upon the gentleman from California, Mr. Hawkins, for any questions.

Mr. HAWKINS. I will yield.

Mr. STEIGER. Thank you, Mr. Hawkins.

Do you know how many States are getting the \$15,000 versus the number that get the 10 percent at the present time?

Mr. BECHILL. It breaks out roughly about 20 to 25 percent that are getting above \$15,000.

I can give you the complete breakdown.

Actually, the larger States in the main, Mr. Steiger, that are receiving more than \$15,000 for administration: New York, California, Massachusetts, New Jersey, Ohio, Michigan, Texas; States like this.

Mr. STEIGER. May I ask, if possible, Mr. Chairman, that this information be supplied to the committee?

Mr. BECHILL. We have a table which lists the actual amounts available for administration. We could see that this reaches you and other members of the committee.

Mr. DANIELS. Fine.

Mr. BECHILL. I know that Mr. Hawkins would like to ask a question, Mr. Chairman, and I would like to have the opportunity to make one comment about the situation that Mr. Edelman brought up in his testimony, which is of very great concern to me, at some point in the hearing.

Mr. DANIELS. We will afford you that opportunity before we conclude the hearing today.

Mr. Hawkins?

Mr. HAWKINS. I was going to ask you to comment on the problem that Mr. Edelman raised in connection with the restrictions that are sometimes placed on the elderly citizens to even discuss available resources and services that may be of great need to them.

I was wondering whether or not you would like to comment on that, and what, if anything, we can do about it.

Mr. BECHILL. Yes, sir. I would very much.

I am very seriously concerned with this type of criticism of the program, and I am particularly concerned because it comes from a person whose work I respect very much.

I might also say, as Mr. Edelman mentioned in his testimony, we were personally concerned with this issue, this particular issue, in California, and it came about when we were informed that in some communities which had received grants under the Community Services for Older Persons Act in California these types of prohibitions were being applied.

The legislative members of the California Citizens Advisory Committee on Aging introduced legislation that specifically prohibited any organization, whether public or voluntary, from engaging in this type of activity, and that legislation did pass and is on the books in California.

I think one has to be, as you recognize—

Mr. HAWKINS. Mr. Commissioner, when you say engage in this type of activity, what are you referring to?

Mr. BECHILL. Actually, the only issue, as I recall it, that led to this legislation in the first place was that a senior citizen group in a particular center wanted to have some discussion of pending Federal and State legislation.

This, I might add, is a kind of discussion that is done in many, many centers. There is a good deal of openness in the discussion of important public and civic issues.

I think the concern that you sometimes hear is that these kinds of discussions are held for partisan purposes. My experience has not been this. It was not this in the case in question in California.

Mr. HAWKINS. And this law which was passed would prohibit such discussions?

Mr. BECHILL. No. It would prohibit any organization receiving a grant under the Community Services for Older Persons Act from prohibiting such discussions.

I do not recall the exact wording of the particular bill, Mr. Hawkins. We worked it out quite carefully with the legislative counsel's office in California, because this could be a very delicate matter.

As I recall, the bill went through the legislature with very little opposition, if any.

Mr. HAWKINS. So that under California law it is not possible for any senior citizen group to receive State assistance which engages in certain types of discussion?

Mr. BECHILL. No, sir. All the bill does in California is to permit discussions of this type. It does not prohibit.

Mr. HAWKINS. Oh, it permits such discussions?

Mr. BECHILL. Yes, sir.

Mr. HAWKINS. Do you have any experience with any of the other States where such discussions are prohibited?

Mr. BECHILL. This is really the first time, Mr. Hawkins, that we have received this charge.

I would like very much to get further documentation from Mr. Edelman and his organization. I think that it is rather important for us to see to what extent this kind of activity may be going on under the grants under the Older Americans Act.

I feel very strongly that in many of the centers the whole idea of free and open discussion and participation by older people is being encouraged.

I would like to know where this is taking place. I would like to know what the specifics of the situation are, and then I think I could make a better judgment.

Mr. HAWKINS. Mr. Chairman, I would suggest that we request of Mr. Edelman any further documentation that he may have on this subject, and that we then submit to the Commissioner that material for his comment. I assume he would investigate such occurrences, and if there are any others that are not mentioned this morning, I think they should be brought to the attention of the committee, so that we can at least perhaps do something about it in terms of the bill which is now before us.

Mr. DANIELS. Mr. Hawkins, I concur in your recommendation.

I do think that the subject matter is important enough for the office to look into and make an investigation and submit a report to us for our study.

Mr. BECHILL. Yes, sir.

Mr. DANIELS. The gentleman from Wisconsin, Mr. Steiger.

Mr. STEIGER. Mr. Commissioner, you indicated that the statutory Advisory Committee on Aging, which is a part of the Older Americans Act, was representative of the broad public interest, and that this was a good thing.

I frankly was very unhappy when we had the testimony of the Senator from Maryland, and in response to a question that I asked, she indicated that to the best of her knowledge this committee was not at all involved in the drafting of the legislation that we now have under consideration.

What I would appreciate from you is: On what basis are you using the Advisory Committee? If it is representative of the broad public interest, and thus is of some value in terms of assessing both the present operation and the future course of the Commission, why was not the Committee more actively involved in preparing this legislation?

Mr. BECHILL. Mr. Steiger, first of all, I want to say very emphatically that we have used the members of the Advisory Committee on Older Americans. They are people whose judgment is sound and good, and they are leaders in this field.

In terms of the actual drafting of the legislation, I would say this: We had discussions with the Advisory Committee on the need to strengthen the act itself.

I think the Advisory Committee understood the fact that we needed to extend the act, because of the 2-year authorization time limit.

The actual development of the legislation itself was handled by the Administration on Aging, working with the Department and with the executive branch.

But I think in all sincerity, Mr. Steiger, we were trying to carry out at all times the interest of the Advisory Committee on Older Americans, and that interest has been expressed as a strengthening and expansion of the act itself.

Mr. STEIGER. Did you, for example—and the chairman touched on it in his questions—discuss with the Advisory Committee this question of how much should be allotted for title III versus how much should be allotted for title IV?

Again pointing to the testimony given to us by the Senator from Maryland, there was some question I think in her mind, reflected in her testimony, that while title IV sums certainly were important, she was somewhat, I think, surprised that title III was not given a greater boost.

Mr. BECHILL. That is right.

Mr. STEIGER. Was this taken under consideration, or discussed?

Mr. BECHILL. The committee understood that all three titles needed to be substantially strengthened. We did request for the title III program, and this is in the report to the House Appropriations Committee, a level of authorization at \$15 million, originally. This amount was reduced and negotiated with the Bureau of the Budget to the present level which is before you.

So in that case we did reflect the interest of the Advisory Committee in the substantial strengthening of title III as well as a substantial strengthening of titles IV and V.

Mr. STEIGER. I would hope, speaking only for myself, that you would use to the greatest possible extent the interest and expertise that you do have in the Advisory Committee, as I think this does make a great deal of sense.

Another of the problems that was raised during the testimony, and you touched on it here this morning, is this question of dissemination of information.

I have some very serious doubts that simply the publication of material is really adequate dissemination. Have you given any thought, or will you give some thought, to the idea that was expressed by at least one of the witnesses in attempting to get the State commissioners on

aging together for the purpose of a face-to-face discussion of the problems that the States face, and a better method of dissemination, rather than trying to wade through the voluminous amount of material that is available, attempting to give this on a better basis by an actual conference of some kind?

Mr. BECHILL. We have an annual conference of State executives that is held each year.

Mr. STEIGER. I am aware of that.

Mr. BECHILL. This is a working conference.

Mr. STEIGER. Yes.

The suggestion that I made at the time the lady from New Jersey was testifying was that maybe it ought to be extended to let just the commissioners of the State agencies sit down with each other.

Their fear, as expressed again in the testimony, was, yes, it was a working conference, they had 2 days, they met together, and were presented with a great deal of material, but at no time did they really have what I think is important, and that is an opportunity to spend a sufficient amount of time to talk with each other about those matters of mutual concern and interest.

Mr. BECHILL. I would like to point out that one of our title V grants was given to Brandeis University to carry out a training session of this very type. It was held in March, and involved the executives from about 30 States. It was the kind of meeting that you describe—a lot of good give-and-take and a lot of just basic learning going on.

I also would like to point out that the regional representatives schedule periodic meetings with the States in their region for this very same reason, and in many of these meetings members of the staff have gone out to meet with the States.

I also would like to say something else. I myself formerly was a State executive. I know most of the people in this field. They can reach me by telephone, or I can reach them.

And we have, I think, learned a great deal from working with each other.

I am convinced that we are going to do a great deal more on this business of what I call a very exciting Federal-State partnership in this field.

There is a good feeling, and a good, constructive feeling, between the States and our office. We have to do more about the kinds of thing you are talking about, Mr. Steiger, but I think this will come.

Mr. DANIELS. Then, specifically, under the authorization provision you are asking for an appropriation of funds for fiscal year 1968, which, incidentally, is an open-end request, and in addition thereto, you are asking that the life of the program be extended for an additional 2 years.

Can you give us your reasons why the Administration on Aging is asking for an additional 2-year life for the program, extending it from 1970 to 1972?

Mr. BECHILL. Well, I think the major reason is that we would like to give this program a greater aspect of continuity than it has now.

My own appraisal is that we have stimulated a great deal of interest by the States and local communities. We are going to see them submit and develop and encourage much more comprehensive programs and

services at the local and State level over the next few years, and I think it is important, because of the kind of response that we have had, which I think on the whole has been a very good response, that there be some effort made to extend the provisions of the act for this purpose.

We have a number of communities that have not had the opportunity yet to develop a program or a proposal and submit it to the State.

We have had a number of universities and colleges that are very interested in developing training programs in this field, and we have had a number of other interesting demonstrations in the discussion stage.

I think it is quite important that the legislation be extended to give the additional momentum that we need at this time.

Mr. DANIELS. Would another reason be that some of these programs require more than a year to carry out?

Mr. BECHILL. I think this is the experience that many programs have.

In the first year of a project, it takes a few months to actually tool up and get the program, whatever it may be, into operation, and I think the real results don't start to come until the end of the first year and the start of the second year.

I think that this is a factor—the length of the project itself.

Mr. DANIELS. Do you have any other recommendations with reference to amending the act, besides the two that I have mentioned?

Mr. BECHILL. No, sir; I do not.

Mr. DANIELS. You don't feel there is any need for any further amendment?

Mr. BECHILL. If the committee feels there is a need for additional amendments to the act, we would be glad to provide whatever technical information or assistance we can.

We think this has been a very fair and very thorough hearing. It has gone into much detail about the actual administration of the program, Mr. Chairman. I think the kind of questions and the kind of issues that have been raised by the committee are very important and we appreciate this very much.

Mr. DANIELS. Well, we hope to keep you on your toes.

I have no further questions.

Thank you Mr. Commissioner. We appreciate your returning here today and giving us your additional views and advice.

This concludes the hearings, and we will meet in executive session at the call of the Chair very shortly.

(Whereupon, at 12:10 p.m., the subcommittee adjourned.)

(The following letters and statements were submitted for the record:)

CONGRESS OF THE UNITED STATES,
HOUSE OF REPRESENTATIVES,
Washington, D.C., June 8, 1967.

HON. DOMINICK V. DANIELS,
*Chairman, Select Subcommittee on Education, Committee on Education and Labor,
House of Representatives, Washington, D.C.*

DEAR MR. CHAIRMAN: As you know, the Older Americans Act of 1965 makes possible direct grants for research, development and training. To date, 413 project grants have been awarded to agencies and institutions in States with approved plans for providing needed services to older people.

These projects are providing and identifying the best methods to use in meeting the needs of older people and are pointing to the areas where action is necessary.

Many worthwhile projects, however, could not be funded with the existing allocations. There is, therefore, a need to increase these allocations so that more projects can be developed and additional attention can be given to those already started.

For this reason, I respectfully urge you and the distinguished members of your committee to give favorable consideration to H.R. 8533, my bill to amend the Older Americans Act of 1965.

During the past year the training grants program funded some 15 project grants to support the training of professional and technical personnel in areas of aging not covered by other grant programs.

Here, too, the funding levels provided for the training grants program placed major restrictions upon the capabilities of the Administration on Aging to adequately carry out the provisions of the law it is charged with administering. Additional allocations are needed in order to expand and strengthen this program.

In particular I would like to emphasize the importance of assuring that the Senior Centers which are now springing up as a result of the Older Americans Act, are continued and strengthened.

We know that the feelings of loneliness and uselessness which are experienced by many of our older citizens are among the most destructive of all to the human spirit. The opportunities for friendship and creative activity provided in Senior Centers must therefore be encouraged to as great an extent as possible.

The Senior Centers have also collaborated with local health agencies in providing instructions on how to provide a nutritious, tasty meal—often for one person. Where funds have been available nutritious hot meals have been served daily at the Senior Centers.

Particularly important, in my opinion, are provisions in H.R. 8533 which would inaugurate an intensive new research, development and demonstration effort to find the best ways to resolve the nutritional problems of older persons.

The Senior Center, which is a uniquely American institution has been strengthened through the passage of the Older Americans Act. It assists in restoring the dignity in life to our older Americans. It deserves and must have our support.

I strongly urge, therefore, the passage of this legislation that will assure the continuance of these Senior Centers and the other worthwhile programs that have been initiated and strengthened under the Older Americans Act of 1965.

Sincerely,

ANDREW JACOBS, Jr.

TESTIMONY OF HON. CLEMENT J. ZABLOCKI OF WISCONSIN

Mr. Chairman, at the outset I want to commend you and the members of your subcommittee for giving consideration to the many bills which have been introduced amending the Older Americans Act of 1965 in order to extend its provisions.

As an original co-sponsor of the Older Americans Act, I want to express my wholehearted support for the proposed extension and expansion. It marks another progressive step toward providing adequately for the health and welfare of our aged citizens.

While the aged always have had difficulties with housing, health care and employment, these problems have threatened to become an acute national crisis in recent years because the number of older Americans has risen sharply and continues to rise.

According to census statistics, the population of the United States has increased $2\frac{1}{2}$ times since 1900. During the same period the population of those 65 years old and older has increased six times.

It is estimated that the number of persons over 65 increases by 1,000 each day. By 1980—if present trends continue—that age group will number nearly 25 million.

My own State of Wisconsin provides an excellent example of projected increases in this segment of society. In 1961 there were some 412,000 persons over 65 in Wisconsin. By 1970, according to estimates, there will be 482,000 such persons in the State, an increase of nearly 20% in just 10 years.

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These figures indicate a clear and present danger that existing programs to assist the aged soon may become inadequate or outmoded.

Through the Older Americans Act we have made a start toward modernizing already established programs for the aged and initiating new and needed ones.

Among the areas in which some progress has been made during the past two years because of the Older Americans Act are:

Proper medical care and nutrition for the aged;

Equal opportunity to find gainful employment which they are physically and mentally able to perform;

Adequate housing within their limited budgets;

Retirement planning and counseling, and where necessary, rehabilitation and assistance;

Assistance in achieving richer, fuller lives through participation in the life of their community.

In Wisconsin, for example, a major grant of \$46,800 has been given to the University of Wisconsin at Madison to make a study of the aged with special reference to their adjustment in retirement communities.

Other grants have been made to Wisconsin for training professional, technical and lay personnel to plan for and serve older people.

It is anticipated that out of this training will come the skilled persons necessary to establish and operate the kinds of programs and activities which our elderly Americans want and need.

At the same time, Mr. Chairman, we can consider the Older Americans Act only a start in the right direction. More—much more—needs to be done.

Let us in the 90th Congress, therefore, carry on the work begun in the 89th Congress. Let us extend the Older Americans Act and expand it in those ways and to that degree which the experience of the past few months has shown to be necessary.

To do otherwise would be to deny the promise which many of our citizens have seen in the Older Americans Act; it would also be to renege on our pledges of concern for the welfare of our elderly citizens.

Mr. Chairman, I strongly urge that the subcommittee give expeditious and favorable approval to this legislation, and report it to the full committee for subsequent Floor action as soon as possible.

STATEMENT OF HON. B. F. SISK, A REPRESENTATIVE IN CONGRESS
FROM THE STATE OF CALIFORNIA

Mr. Chairman, I appreciate the opportunity of appearing before this distinguished committee, in support of legislation that I and several of my colleagues have introduced to extend the provisions of the Older Americans Act and to increase the funding levels authorized by the act.

As you are aware, Mr. Chairman, the President in his message on Older Americans pointed out that a larger proportion of our population joins the ranks of the senior citizen each year. Today the number of older people in the United States is equal to the combined population of 20 of our states. Only 60 years ago, the American born had a life expectation of only 47 years, while today our children can expect to reach their 70th birthday.

These figures, without much doubt, represent a national challenge, which Congress recognized in 1965 by unanimously passing the Older Americans Act. We took a position at that time that it is the responsibility of the local, state, and federal governments to assist our elder citizens in achieving the full and free enjoyment of life in their retirement.

As you know, the Older Americans Act created the Administration on Aging to serve as the central focus within the Federal Government in all matters of concern to older people. It is now the so-called "traffic center of ideas" and has the responsibility of stimulating the most effective use of existing resources and programs, and in developing services and opportunities for older people.

Mr. Chairman, not only must the beginnings made as the result of the Older Americans Act be continued, but additional funding levels must be authorized to fulfill the expectations of our older people as a result of the Act. My bill, H.R. 9209, would extend the grant provisions of the Act through 1974. It authorizes appropriations for fiscal year 1968 of \$10,550,000 for grants to the States and \$6,400,000 for research, demonstration, and training direct project grants.

The programs and activities of the administration on aging are well begun. They are beginning to produce useful and practical results. Most importantly, all reports indicate that these programs are reaching the older people who can benefit most from them. The changes proposed in my bill are of key importance in sustaining this program's momentum which has been built up at the local, state and federal levels.

Again, Mr. Chairman, I appreciate the courtesies of this committee, and I am hopeful you will agree with several of my colleagues and myself on the importance of this legislation by reporting it out expeditiously and favorably.

STATEMENT BY HON. EDWARD J. PATTEN, A REPRESENTATIVE IN CONGRESS
FROM THE STATE OF NEW JERSEY

Mr. Chairman and members of the subcommittee, the Older Americans Act has broadened and enriched the lives of thousands of persons in Middlesex County, N.J. and six other counties in New Jersey. Remarkable progress has been made, but its full potential has not yet been realized. Therefore, I am a strong supporter of H.R. 4261 introduced by the distinguished chairman of the Education and Labor Committee, the Honorable Carl D. Perkins.

Because of the great increase in American longevity since 1900—from 47 to 70 years—more and diversified programs are needed for the benefit and enjoyment of senior citizens.

Notable progress has also been made in this program throughout the Nation, because 432 community programs have been initiated in 43 states, with over 150 other projects pending. Approval of H.R. 4261 will continue and expand this progress.

The progress being made in New Jersey is very gratifying. Under the competent and vigorous leadership of Mrs. Eone Harger, N.J. Director of the Division of Aging, centers for developing and coordinating programs to help older Americans have been established in seven counties: Middlesex, Bergen, Camden, Hudson, Mercer, Passaic and Sussex, and there is hope that centers will also be created in the remaining fourteen counties.

I am particularly proud of the Center on Aging in Woodbridge, New Jersey, not only because it was the first in New Jersey, but because it is one of the most active and productive in the State.

Its executive director, Michael A. Nussman, is doing a fine job there. Besides providing valuable information to older persons on senior citizens housing facilities, medicare and social security regulations, they are also engaged in several other activities.

They take part in blood donor projects . . . are increasing their volunteer work in hospitals . . . receive training to qualify them for some employment . . . and are presently working on a Half-Way House that would help persons recovering from an illness, or operation.

This is just one example of what can be achieved through the joint efforts of community, county, state and national human resources.

The contributions of older Americans helped this Nation attain its present preeminence. I will therefore vote for H.R. 4261 with great enthusiasm, because they have earned what they have received and deserve much more.

CONGRESS OF THE UNITED STATES,
HOUSE OF REPRESENTATIVES,
Washington, D.C., May 16, 1967.

HON. DOMINICK V. DANIELS,
*Chairman, Select Subcommittee on Education,
Committee on Education and Labor,
Washington, D.C.*

DEAR CHAIRMAN DANIELS: It was impossible for me to appear at the hearing today on the amendments to the Older Americans Act of 1965 (PL 89-73). I was chairing a special subcommittee hearing for the Armed Services Committee, and was therefore, unable to personally appear in support of extending this invaluable program of services to the aging.

I believe it will be of special benefit as your subcommittee considers this legislation to have available a report on the results of the Older Americans Act as it has been applied in Missouri. Enclosed is a copy of a letter from the Office of State and Regional Planning and Community Development, the co-ordinating state agency, which delineates the state's activities and various projects providing services to the elderly. The many projects being developed, as you will observe, are without doubt designed to be of tremendous benefit to the elder citizenry of my state.

May I take this means to appraise you of my full support to H.R. 4261, and I will appreciate your including this letter and the attachment in the record of the hearing.

Sincerely yours,

RICHARD H. ICHORD,
Member of Congress.

STATE OF MISSOURI, OFFICE OF STATE AND
REGIONAL PLANNING AND COMMUNITY DEVELOPMENT,
Jefferson City, Mo., May 11, 1967.

Hon. RICHARD ICHORD,
House of Representatives,
Washington, D.C.

DEAR MR. ICHORD: I am aware that the 90th Congress is considering an extension of the Older Americans Act of 1965. In view of this, I thought it might be helpful for you to have a report on the implementation of the Older Americans Act in the State of Missouri since it was passed by the 89th Congress.

As you are probably aware, the Act provides for the Governor to designate a state agency with the responsibility for implementing the provisions of Title III of the Act, for his state. In March of 1966, Governor Hearnes designated the Office of Urban Affairs within the Executive Department, and as of last August redesignated the Office of State and Regional Planning and Community Development as the agency with this responsibility for Missouri. I am sure you will recall that Title III of the Act specifies some broad responsibilities which are to be carried out by the State to achieve the objectives of the Older Americans Act. These responsibilities include a provision for the State to submit a State Plan with a specific procedure for carrying out the purposes of the Title including consultation and assistance to local communities in the development of programs and services for the aging as well as the administration of the grant funds made available through Title III.

Since March of 1966, our Office with one staff person assigned to this program, has provided consultation to approximately ninety communities in the state. These consultations have been in the areas of:

1. The development of plans for housing for the elderly.
2. The expansion or establishment of new health services and facilities for the elderly (in such instances the state and local health agencies have been involved).
3. The development or expansion of social services for older persons.
4. The establishment of pre-retirement programs in conjunction with local industry, labor, or universities and colleges.
5. The establishment of local or county councils on aging to be responsible for community leadership in the development of services for the elderly.

In addition to the direct work with local communities, our agency has also been working directly with a number of other state and Federal agencies and departments in regard to services for the elderly. We also conducted last December the first statewide Governor's Conference on Aging attended by 450 persons from throughout the state. A copy of the proceedings of this conference is enclosed for your information.

In addition to this, we have assisted local communities in the development and submission of projects which have been funded through Title III of the Older Americans Act. Projects are now in operation in St. Louis, Columbia, Lee's Summit, and St. Joseph, Missouri. In addition, projects have been submitted or are being prepared for submission from Kansas City, Hannibal, Van Buren, Poplar Bluff, Trenton, Kirksville, Springfield, and Nevada. A number of other communities have expressed an interest in and a desire for community programs,

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and I am certain that a number of additional project applications will be developed within the next several months.

The types of projects which have been or are being submitted vary considerably. All of them are focused on the development of services for the elderly in local communities. Some examples are:

1. An information and referral service for the elderly in the St. Louis metropolitan area. (In the first month of the project, there was an average of 55 telephone calls per day from older persons or members of their family requesting assistance in securing help from appropriate community agencies.)

2. A project being carried out by the local chapter of the American Association of Retired Persons in Lee's Summit is developing a community center for the elderly in connection with a housing project for older persons.

3. A plan to train older persons who are homebound in making products which will assist them in more effective use of their leisure time.

4. A project focused on the development of a recreational and activity program for residents of a nursing home.

5. A project to train nursing home administrators in more effective and up-to-date concepts of care of the elderly.

6. A project to provide assistance to local communities on a multi-county basis in the development of local programs for the aging.

I hope that the information in this letter may be of some interest and help to you in knowing how the Older Americans Act Program is affecting some of the large number of older persons in our state. If you have questions or comments about any of these projects or would like further information about the program, I hope you will feel free to be in touch with me at your convenience. Thank you for your interest and support.

Sincerely yours,

ROBERT C. LINSTROM,
Director Services to the Aging.

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE,
May, 12, 1967.

HON. CARL D. PERKINS,
*Chairman, Committee on Education and Labor,
House of Representatives,
Washington, D.C.*

DEAR MR. CHAIRMAN: This letter is in response to your request of April 26, 1967, for a report on H. R. 8533, a bill "to amend the Older Americans Act of 1965 so as to extend its provisions."

This bill is identical with H. R. 4261 which you introduced. Both bills would carry out the President's recommendations with respect to the Older Americans Act of 1965 contained in his January 23 Message to the Congress on older Americans. The bills would provide for the extension of the grant provisions of the Older Americans Act through fiscal year 1972 and would authorize appropriations for fiscal year 1968 of \$10,550,000 for the program of grants authorized under title III of the Act and \$6,400,000 for the research, demonstration, and training grant programs authorized under titles IV and V of the Act. The bills would also authorize such sums as may be necessary to carry out the provisions of the Act for the four succeeding fiscal years.

The Older Americans Act of 1965 created a new partnership between the Federal Government and the States to encourage and partially support the development of community programs designed to benefit the lives of older people. The kinds of activities funded under this program include community planning, programs for older people in senior activity centers, services in senior housing projects, employment and health referral services, recreation programs, senior volunteer programs, and a variety of other programs which provide benefits and services to thousands of our older citizens. The Older Americans Act also made possible the beginning of grant programs to support the conduct of research into the problems confronting older people and to develop new techniques for meeting these problems, and to support the specialized training of persons employed in or preparing for employment in aging programs.

The President in his message to the Congress on older Americans pointed out that the Congress overwhelmingly endorsed the objectives for older people set

forth in the Older Americans Act and the programs authorized to assist older people in securing these objectives. The President has urged that the provisions and funding levels of the Older Americans Act be expanded so that these beginnings will continue to make possible the enrichment of the later years on behalf of older people.

We, therefore, recommend that favorable consideration be given to the provisions in H.R. 8533.

We are advised by the Bureau of the Budget that there is no objection to the presentation of this report from the standpoint of the Administration's program, and enactment of this bill would be in accord with the program recommended by the President.

Sincerely,

WILBUR J. COHEN, *Under Secretary.*

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long in the Older Americans Act and the program authorized to assist other people in securing these objectives. The President has noted that the provisions and funding levels of the Older Americans Act be expanded so that these people, since with continuing to make possible the enactment of the later years on behalf in other people.

We therefore recommend that favorable consideration be given to the provisions in H.R. 8532.

Witnessed by the Bureau of the Budget of the President that there is no objection to the presentation of this report from the standpoint of the Administration's program and enactment of this bill would be in accord with the program recommended by the President.

Sincerely,

William J. Cohen, Deputy Secretary

