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OLDER AMERICANS COMMUNITY SERVICE PROGRAM

HEARINGS

BEFORE THE

ECIAL SUBCOMMITTEE ON AGING

OF THE

COMMITTEE ON
ABOR AND PUBLIC WELFARE
UNITED STATES SENATE

NINETIETH CONGRESS

FIRST SESSION

ON

S. 276

TO AMEND THE OLDER AMERICANS ACT OF 1965 IN ORDER TO PROVIDE FOR AN OLDER AMERICANS COMMUNITY SERVICE PROGRAM

SEPTEMBER 18 AND 19, 1967

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OLDER AMERICANS COMMUNITY SERVICE PROGRAM

MONDAY, SEPTEMBER 18, 1967

U.S. SENATE,
SPECIAL SUBCOMMITTEE ON AGING OF THE
COMMITTEE ON LABOR AND PUBLIC WELFARE,
Washington, D.C.

The special subcommittee met, pursuant to notice, in room G–308, New Senate Office Building, at 10:10 a.m., Senator Edward M. Kennedy (chairman of the subcommittee) presiding.

Present: Senators Kennedy of Massachusetts, Yarborough, and Prouty.

Also present: Senators J. William Fulbright and John L. McClellan, of Arkansas.

Committee staff members present: William E. Oriol, staff director, Special Committee on Aging; J. William Norman, professional staff member, and Patricia J. Slinkard, chief clerk, Special Committee on Aging.

Senator KENNEDY of Massachusetts. The subcommittee will come to order.

This hearing by the Special Subcommittee on Aging of the U.S. Senate Committee on Labor and Public Welfare will now come to order.

The bill before us today is S. 276, which would establish an older Americans community service program within the Administration on Aging of the Department of Health, Education, and Welfare.

(The bill referred to follows:)

90TH CONGRESS
1ST SESSION

S. 276

IN THE SENATE OF THE UNITED STATES

JANUARY 12, 1967

Mr. WILLIAMS of New Jersey (for himself, Mr. CLARK, Mr. FONG, Mr. HART, Mr. HARTKE, Mr. INOUYE, Mr. JAVITS, Mr. KENNEDY of Massachusetts, Mr. KENNEDY of New York, Mr. KUCHEL, Mr. LONG of Missouri, Mr. MONDALE, Mr. MORSE, Mr. NELSON, Mr. PELL, Mr. RANDOLPH, Mr. RIBICOFF, Mr. SMATHERS, and Mr. YARBOROUGH) introduced the following bill; which was read twice and referred to the Committee on Labor and Public Welfare

A BILL

To amend the Older Americans Act of 1965 in order to provide for a National Community Senior Service Corps.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the Older Americans Act of 1965 is amended by redesignating title VI as title VII and sections 601, 602, and 603 as sections 701, 702, and 703, respectively, and by adding after title V a new title as follows:

"TITLE VI—OLDER AMERICANS COMMUNITY SERVICE PROGRAM

"STATEMENT OF FINDINGS AND PURPOSE

"SEC. 601. The Congress hereby finds and declares—

"(1) that there are millions of Americans aged sixty or over who are forced into idleness and inactivity by unemployment, compulsory retirement policies, or lack of opportunities for meaningful community service projects;

"(2) that certain grave consequences of such enforced idleness are impaired morale and physical, mental, and psychological health among members of this age group who are forced to endure the frustration, feeling of futility, and loss of self-respect;

"(3) that another consequence of such enforced idleness is inadequate incomes for this age group, many of whom receive pensions and other retirement incomes which are totally inadequate, and others of whom have not yet reached ages of eligibity for such pensions;

"(4) that there are needs in every community and area of the Nation which are not now being met, not because of the lack of manpower to meet those needs, but rather because of the lack of adequate arrangements for utilizing available manpower to meet them;

"(5) that individuals aged sixty or over are ca-

pable and qualified to perform services which would meet many of those needs and that there is an important potential national asset in the talents, abilities, experience, training, and energy of Americans in that age group who have been forced into unwanted inactivity; and

"(6) that providing this age group with opportunities for service will better their morale, will benefit their physical, mental, and psychological health, can, in many cases, provide them with needed income supplementation, and will be a means of providing services needed by all age groups which are not now being provided.

"DEVELOPMENT OF PROGRAMS

"SEC. 602. (a) In order to carry out the purpose of this title the Secretary is authorized to assist and cooperate with State agencies designated pursuant to section 303 (a) (1) in developing programs meeting the requirements of section 603.

"(b) The Secretary's functions under this title shall be carried out through the Commissioner.

"AUTHORIZATION FOR OLDER AMERICANS COMMUNITY SERVICE PROGRAM

"SEC. 603. (a) The Secretary may enter into agreements providing for the payment by him (subject to subsection (b)) of part or all of the cost of older Americans com-

munity service programs, approved by the State agency designated under title III, if he determines, in accordance with such regulations as he may prescribe, that—

"(1) only individuals aged sixty and over will provide services in the program (except for administrative purposes) and such services will be performed in the community where such individuals reside or in nearby communities either (A) on publicly owned and operated facilities or projects, or (B) on local projects sponsored by private nonprofit organizations (other than political parties), other than projects involving the construction, operation, or maintenance of so much of any facility used or to be used for sectarian instruction or as a place for religious worship;

"(2) the program will permit or contribute to an undertaking or service in the public interest that would not otherwise be provided;

"(3) the program will not result in the displacement of employed workers or impair existing contracts for services;

"(4) the program includes such short-term training as may be necessary to make the most effective use of the skills and talents of those individuals aged sixty and over who are participating;

"(5) any rates of pay and other conditions of serv-

ice, which may be fixed by the sponsor of each individual project, will be appropriate and reasonable, and except in unusual circumstances no individual will receive payments in excess of $1,500 per annum;

"(6) the program is being established and will be carried out with the advice of competent specialists in problems of older persons;

"(7) the program provides that the State agency will administer or supervise its administration, will make such reports to the Secretary, in such form and containing such information, as may reasonably be necessary to enable him to perform his functions under this title, and will keep such records and afford such access thereto as the Secretary may find necessary to assure the correctness and verification of such reports;

"(8) the program is closely coordinated with, wherever appropriate, and 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; and

"(9) the program is developed, conducted, and administered with maximum feasible participation of persons who have attained sixty years of age.

"(b) The Secretary shall not pay, pursuant to an agree-

ment entered into under subsection (a), more than 90 per centum of the cost of any program which is the subject of such agreement out of funds which are appropriated for the purpose of carrying out this title for any fiscal year which begins after the fiscal year ending June 30, 1967. In determining, for purposes of the preceding sentence, the cost of any such program, the Secretary shall attribute fair market value to services and facilities contributed to such program from non-Federal sources.

"PARTICIPANTS IN OLDER AMERICANS COMMUNITY SERVICE PROGRAMS ARE NOT FEDERAL EMPLOYEES

"SEC. 604. Individuals providing their services under any State program pursuant to this title shall not be Federal employees and shall not be subject to the provisions of law relating to Federal employment, including those relating to hours of work, rates of compensation, leave, unemployment compensation, and Federal employee benefits.

"EQUITABLE DISTRIBUTION OF ASSISTANCE

"SEC. 605. The Secretary shall establish criteria designed to achieve an equitable distribution of assistance under this title among the States.

"PAYMENTS

"SEC. 606. Payments under this title may be made (after necessary adjustment on account of previously made overpayments or underpayments) in advance or by way of

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reimbursement, and in such installments, as the Secretary may determine.

"APPROPRIATIONS AUTHORIZED

"SEC. 607. There are authorized to be appropriated for the fiscal year beginning July 1, 1967, $9,000,000, and for the fiscal year beginning July 1, 1968, $15,000,000 to carry out the provisions of this title."

Senator KENNEDY of Massachusetts. Nineteen Senators joined in introducing this bill on January 12. Senator Harrison A. Williams, chairman of the Special Committee on Aging, is the chief sponsor. I am happy to be among the many others who are its cosponsors. Senator Williams is delayed in traveling. He will be here very shortly.

S. 276 is identical to the bill passed as S. 2887 by the Senate on October 13 during the closing hours of the 89th Congress. That bill was the subject of hearings last year on May 24, 25, and June 15, and I would like to say that I was most impressed at that time with the strong arguments made for the concept of a senior service program.

Testimony taken at that time, in fact, struck several notes of urgency. This subcommittee was told bluntly that the United States is wasting the talents and energy of many older Americans simply because its government has not yet established a sensible system that will enlist the elderly in worthwhile service programs.

True, many commendable individual projects are underway, without or with Federal incentives.

But as yet no national direction has been given to such efforts, and such direction is clearly needed and long overdue.

Much the same message was given at hearings I conducted in June as chairman of the Subcommittee on Federal, State, and Community Services of the Special Committee on Aging. Our subject was Operation Medicare Alert, but our witnesses let it be known emphatically that that great program—important and precedent-making as it was—was only a sample of what could be expected if this Nation really channeled the energies of those older Americans who want to give service to others.

The subcommittee issued a report on November 6 strongly recommending that a national senior service corps be established at the earliest possible date.

The bill now before us is the instrument that could fulfill last year's subcommittee recomendations. I know that our witnesses during the next 2 days will give thoughtful commentary and—where needed—constructive suggestions for modification.

Their help is welcome and it is essential because—to my mind—S. 276 is a pathfinder bill not only for today's generations of older Americans but for all those to come.

One witness last year expressed it very well when she said—I am quoting Mrs. Margaret Schweinhaut of the Maryland Commission on Aging:

> I see this bill not as a temporary and experimental program, but as the foundation upon which a new and significant American way of life can be built for retired people in all the years to come, perhaps one day even for thee and me.

The legislation now before us could extend the frontiers of service now open to Americans as individuals. And there is no doubt in my mind that those frontiers will and must be extended.

Seven years ago, only a few individuals in this Nation actually believed that we would have a Peace Corps, and that it would work.

Seven years ago, few persons would have predicted that a national service corps would come into existence. And now we have VISTA.

Even 4 years ago, many doubters might have said that the elderly could not be attracted into service programs. But already we have limited prototypes: Foster Grandparents, the beginnings of Operation Find, Operation Green Thumb, and several more.

What we must do now is to provide a framework for a national program which will draw its strength from community roots.

This is what S. 276 is intended to do, and I believe that it—or something very much like it—will become law very soon because the need is so great.

Communities need service because there is so much that must be done: in our hospitals, our many other institutions, in our libraries, or parks, and in isolated neighborhood apartments.

And many of our elderly feel a compelling need to serve. We already know this. We've heard from them in Operation Medicare Alert and elsewhere.

Four years ago a bishop, Bishop Herbert Welsh, reached his 100th birthday and issued his own "creed of a centenarian." One of his most moving statements was this:

> Loving service is the secret of lasting joy.

That bishop seemed to be drawing from the same well of inspiration that guided Zoroaster 2,400 years ago when he said this:

> Years wrinkle the skin, but giving up enthusiasm wrinkles the soul . . . You are as young as your faith, and as old as your doubts; as young as your self-confidence, as old as your fears; as young as your hopes, as old as your despair.

The program advanced by S. 276 would keep hope alive by channeling it into service. Surely a nation that cares about its elderly should have such a goal.

I think, however, that I should make one point crystal clear. An older American community service program should be regarded as only one of the many choices that would be open to a person who leaves the work force. It should not be regarded as the only, or even the major, alternative open to retirees.

But if hundreds of thousands, or even millions of elderly Americans

wish to join in that program, think of the manpower and enthusiasm that program would generate.

As President Kennedy said in his historic message on senior citizens early in 1963:

> The heart of our program for the elderly must be opportunity for and actual service to our older citizens in their home communities. The loneliness or apathy which exists among many of our aged is heightened by the wall of inertia which often exists between them and their community.

Four years later, in his message on aid for the aged in January, President Johnson also addressed himself to the subject of enriching the later years. He had this to say:

> Old age is too often a time of lonely sadness, when it should be a time for service and continued self-development. For many, later life can offer a second career. It can mean new opportunities for community service.

And so we see that two Presidents have called for the type of program under discussion before this subcommittee. In addition, the Senate Special Committee on Aging and at least one of its subcommittees have called for a similar program. Many national organizations and experts in the field have, within recent weeks, written to me and to Senator Williams giving their wholehearted support to the community service concept.

Here is powerful momentum for a new service program. It is now up to this subcommittee to fashion a program worthy of that support, and I am sure that it will.

One final word. Secretary Gardner announced August 15 a major reorganization plan that will establish a Social and Rehabilitation Service within the Department of Health, Education, and Welfare.

That reorganization plan is of concern to us here today because S. 276 would assign the older American community service program to the Administration on Aging, one of the units now placed under the authority of the new Social and Rehabilitation Service.

I am sure that members of the subcommittee will have many questions about the future operations of the AOA which was created only 2 years ago by the Older Americans Act. As Senator Harrison Williams [1] said the other day, many questions must be asked about whether the AOA will continue to perform the functions envisioned for it by Congress when we voted overwhelmingly for it in 1965.

Fortunately, our first witnesses—who represent HEW—may be able to give us some of the answers we need, and I will ask now for their testimony. First of all, let me say how delighted we are to have Mary Switzer, whom I have known for a long period of time myself, worked and worked with on many matters, who is here now as the Administrator for Social and Rehabilitation Service; Mr. Bechill, who is the Commissioner for the Administration on Aging. I want to welcome both of you, and Mr. Ralph Huitt, who has a great interest in this subject, and certainly can add to the representations which are made in behalf of HEW. We want to welcome all of you and ask you to proceed in your own manner.

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[1] Statement by Senator Williams on p. 205.

STATEMENT OF MARY E. SWITZER, ADMINISTRATOR, SOCIAL AND REHABILITATION SERVICE; WILLIAM D. BECHILL, COMMISSIONER, ADMINISTRATION ON AGING; AND RALPH K. HUITT, ASSISTANT SECRETARY FOR LEGISLATION, DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

Miss SWITZER. Thank you, Mr. Chairman. I think your statement is an eloquent expression of the philosophy not only of the Department's feeling about older Americans, but generally speaking about all of our programs.

I welcome this opportunity to appear before this committee in my new role as Administrator of the Social and Rehabilitation Service of the Department of Health, Education, and Welfare. As you know, the Social and Rehabilitation Service was established to carry out the functions of the Welfare Administration, which also includes the Children's Bureau, the Vocational Rehabilitation Administration, the Administration on Aging, and the Mental Retardation Division of the Bureau of Health Services, Public Health Service.

One of the distinguished members of your committee, Mr. Chairman, as you have emphasized, Senator Harrison Williams, captured the spirit and thrust of the reorganization when he described it as "a historic attempt to deal more effectively and more humanely with Americans in need of services, understanding, or direct monetary assistance."

We believe that the advantages that will grow out of the reorganization and the operation of the new service will improve, if not revolutionize, the present patterns often so inadequate and fragmentary in their method of providing services to the people of this country.

This new service represents a major approach to bringing needed services to our citizens in a coordinated manner. It joins under a single roof both our income support programs for needy Americans and the social service and rehabilitation programs that many families and individuals need. As a result, there should be a much more coordinated and comprehensive approach to the problems which face all of the citizens of this country—both old and young.

The programs which have been brought together under the Social and Rehabilitation Service should gain new strength and status from the interchange which will result. Each separate program, while maintaining its own administrative integrity, will be able to utilize the services and expertise of every other part of the Service. Joint planning and joint action should result in stronger overall programs.

In addition to giving new strength to these programs, it will make it easier for the States, communities, and voluntary groups to deal with the Federal Government in solving the problems of the old, the young, and the disabled. In the face of the growing size of the Federal Establishment today, the greatest concern of many of us today is to cut down the barriers between agencies, public and private, and thus reach the people who need our services faster and more effectively. The new Social and Rehabilitation Service will help to do this. A regional commissioner will supervise all the programs and activities of the Service in his region and will give approval to all State plans.

We expect that this will make it easier for the States and communities to deal with our Department, HEW, or the Federal Government, at least. In addition, this consolidation will make things easier on the average citizen seeking information on programs in this community. Rather than having to go to four or five different agencies to get the information he needs, he will be able to turn to one central source.

I, therefore, see this new Social and Rehabilitation Service as an opportunity to serve more people more effectively through a consolidation of several relatively small but essential programs into one stronger, and thus more effective, organization. It will minimize overlapping and enable a more unified approach to the priority areas of the moment. This latter point is most important in view of the budgetary limitations we are experiencing at this time. For instance, when new programs are being considered, better decisions can be made as to whether or not they will take away from programs which are already in operation, and to which we have a long commitment. It would not be wise perhaps to begin new programs if they would lessen the impact of the ones that have only recently been started.

The Social and Rehabilitation Service provides a wide range of services aimed at rehabilitation in the broadest sense of that word—giving people opportunities to become self-supporting and self-sufficient, where possible; releasing and fostering their energies and talents; enhancing their capacity to cope with the world and to be responsible and participating citizens; enabling them to live their lives with some measure of dignity. Rehabilitation services such as these are most important to older Americans. Their rehabilitation often pays the maximum return on public funds and enables them to resume independent living, and it always achieves social and personal gains that are beyond measurement in dollars and cents.

Under this reorganization, the Administration on Aging has taken on additional responsibilities that will assure, as I see it, greater efforts than ever before for coordinated community services for older Americans. It is now responsible for the services provided under title I of the Social Security Act. These additional responsibilities will strengthen the ability of the Administration on Aging to mount a unified and comprehensive approach to the needs of all older people.

The added responsibilities and resources given the Administration on Aging will enable it to accomplish many objectives which it might otherwise have had to wait a long time to attain. It now has a direct and close relationship to other programs which can be of great assistance to the older Americans. Indeed, the lines of interagency coordination at the community and Federal level both will be facilitated to a greater extent than ever before.

The strength of the State commissions on aging will be increased by this reorganization since they will now be able to draw on a pool of specialists in various areas in our regional office who will have a direct responsibility to help them in any way possible. A much broader range of services will be available to them from the central office.

In summary, I feel that the older American will derive a direct and significant benefit from the new consolidated and coordinated approach taken to his problems by the new Social and Rehabilitation Service. Through the new relationships which will develop, programs

can be designed which will complement each other most effectively and, therefore, result in maximum results at least cost.

That concludes my formal introductory statement, Mr. Chairman. Mr. Bechill has a more detailed statement in relation to the specific issues of the legislation.

Senator KENNEDY of Massachusetts. If it is agreeable with Senator Prouty, we will have the presentation completed and then ask questions. Mr. Bechill.

STATEMENT OF MR. BECHILL

Mr. BECHILL. Thank you very much, Mr. Chairman and members of the subcommittee. I am pleased to appear before this subcommittee which has so often demonstrated its sincere interest in the aspirations and needs of our Nation's older citizens.

S. 276, as introduced by Senator Harrison Williams of New Jersey, and several other Members of the Senate, would establish a National Community Senior Service Corps. The bill seeks to make a fundamental contribution to further dramatizing the roles that older people, especially those who are retired, can play either as volunteers or part-time workers in the field of community service.

Certainly there is widespread agreement as to the value of these objectives. Community service programs provide a tangible way for older people to remain or again become productive members of their communities. They bring new and varied opportunities for older citizens to return to useful and active lives in which hours of leisure gain new meaning through being complemented with hours devoted to service to the community. The value of such opportunities was brought out recently by Secretary Gardner when in testimony before the Subcommittee on Retirement and the Individual of the Senate Special Committee on Aging he stated:

> Like everyone else, older people need to be needed. They need to have something to occupy their hands and minds and hearts.

In addition, such programs provide opportunities for older people to serve their communities in activities that give increased status and prestige to older people generally. Community service programs put into use the talents, skills, experiences, training, and energy of older Americans who have been forced into unwanted inactivity. Retired public school teachers, university professors, lawyers, dieticians, librarians, physicians, nurses, and others with lesser, but useful, skills provide valuable and much needed services in many community projects.

SERVICE ACTIVITIES NOW IN PROGRESS

Several programs, now in operation, are putting these concepts into practice. The foster grandparent program, as you have mentioned, Mr. Chairman, serves as a striking example of a community service program. This program is administered by the Administration on Aging under an agreement with the Office of Economic Opportunity.

Under the foster grandparent program, nearly 4,000 low-income people aged 60 and over are now serving on a part-time basis in 148 institutions throughout the country, giving individual attention and

care to children living in a variety of institutions and child development programs. Evidence indicates that it has successfully served an extremely useful purpose. The program has met with success, because while providing economic benefits, it has also met an important service need. It provides the older person with definite day-to-day satisfactions that exist quite apart from any financial reward, while at the same time supplying retarded and handicapped children with a kind of care and service that even the best institutions seem unable frequently to provide.

A report on the Hawaii foster grandparent program sums up the benefits of the foster grandparent program by stating that "Sharing a useful task with other retired persons in a common mission fulfills the needs for companionship and stimulation." The report goes on to quote a foster grandparent who says "For the first time since my husband died, I have something to wake up for." Another is quoted as saying, "If I miss the bus, I know my coworkers are worrying about me."

Greenleigh Associates of New York conducted an evaluation of the foster grandparent program from April 1966 to October 1966, under contract with the Office of Economic Opportunity and in cooperation with the Administration on Aging. Its report states:

> The program has demonstrated the viability of employing the aged in one type of service role. There are undoubtedly other roles in and out of institutions which could be effectively filled by older persons.

As a result, Greenleigh Associates recommended that the Administration on Aging should engage in developing new service roles appropriate for employment of older persons.

A number of projects supported under the Older Americans Act have been attempting to increase the service opportunities available to older people. For instance in Carrollton, Ga., a title III project serving a rural area had as a component a survey of the needs of the older people of Carroll County. This survey revealed that the older people wanted opportunities to be more active participants in the social and economic life of the community. Suggestions made which would provide opportunities for older people to serve included the establishment of: a friendly visitor service, a telephone reassurance service, a transportation corps to aid isolated older people, and a cooperative to manufacture and market handmade craft objects. Through this latter project, it is envisioned that skilled older people can instruct young and and middle aged people in skills that will both enrich and be useful to them in later years.

Another title III project in Nashville, Tenn., is including older citizens in the activities of Outlook Nashville—a volunteer organization which involves the lay community in the social rehabilitation of their handicapped neighbors. Older persons and teenagers are being recruited and trained to serve as lookouts to the aged handicapped and as partners in a grandparent-PAL team. Friendly visiting services to aged and handicapped individuals will be stressed. The grandparent-PAL team approach is unique in that it enables an older person and a young person to provide a service by working together which neither could offer alone. Thus, the grandparent assumes responsibility while the PAL does the "leg work." While their work together has as a pri-

mary goal benefits for a third person, a valuable byproduct is expected to be a better understanding and acceptance between the older and younger generations. The program hopes to attract persons who can afford to volunteer their time as well as those needing to supplement their income; persons who have limited services to offer in a protected setting and those who might find satisfaction from providing a limited professional service.

A senior volunteer service program operated in Los Angeles, Calif., under a title III grant is training older persons who are willing to serve as volunteers in the provision of a variety of needed social services in the community. These older persons conduct art classes and supervise social functions for needy children, provide library services in hospitals, and act as ward aides in a local veterans hospital. The program represents a concerted effort to give due recognition to the talents of senior volunteers in working with civic, education, cultural, recreational, health, and welfare groups.

The title IV research and demonstration program of the Older Americans Act has also funded a number of projects in this area. In Portland, Oreg., a project at Lewis & Clark College is developing and demonstrating a new service employment role for older persons. Fifty senior citizens are performing as replacement supervisors on public school playgrounds and in lunchrooms. The identification of this new role in the community provides added meaning to the lives of older persons themselves while broadening the definition of the potential resources available to a community with which it can meet its education program requirements.

In New York, N.Y., a title IV project operated by the Community Service Society of New York is demonstrating 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 senior volunteers participate. This project is providing services to institutionalized persons which would not have otherwise been available.

Under the title V training grant program of the Older Americans Act, the York County Council on Aging in Alfred, Maine, is training and giving supervised experience to 40 retired persons who will ascertain the needs and interests of older persons and organize senior activity centers with a variety of programs suited to the interests of the older population. The program is innovative in placing, in older people themselves, the responsibility for determining the interests of older people, discovering ways in which older people can contribute to their communities, and devising ways in which the later years of life can be useful and meaningful. Built into the project is a plan to base the program on the expressed desires of older citizens in that area themselves. This project will provide guidelines for development of similar programs elsewhere.

These illustrations of present projects under the Older Americans Act indicate that the Administration on Aging is active in developing and promoting new ways to afford opportunities for community serv-

ices by older people. Under the 1967 amendments to the Older Americans Act which increased the authorizations for each of these three grant programs, we plan to continue these efforts to develop volunteer and social employment roles for older Americans.

In addition other programs are being established under present provisions in the Economic Opportunity Act and the Manpower Development and Training Act. Government-sponsored programs such as Project Green Thumb, VISTA, and SCORE and privately sponsored programs such as the International Executive Service Corps are providing opportunities for retired individuals to put their know-how to the best use. The Administration on Aging is working with the Department of Labor and the Office of Economic Opportunity on new ways in which funds already appropriated by the Congress can be more effectively used to develop opportunities in the areas of full-time employment, part-time employment, and voluntary services.

NEW PROGRAMS

In determining whether a major new national community service program is now needed, these existing programs must be taken into account. While we definitely do not have the authority to administer the type of program proposed in S. 276, it is our opinion that at this point in time, in view of existing economic and budgetary considerations, our best course lies in strengthening those programs which have already been established rather than in adding one more to their number.

Today, careful consideration must be given to the relative priorities of all the various programs needed by the citizens of the country. On January 23, 1967, the President sent a message to the Congress on older Americans. In this message he outlined a comprehensive program which, if fully implemented, will do much for our older citizens. It is this program which we believe should have priority at this time.

CONCLUSION

In conclusion, therefore, we believe that it is advisable to continue to concentrate on the recommendations in behalf of older Americans set forth in the President's message, including those recommendations still before the Congress to provide substantial benefit increases in the social security program, improvements in medicare, adequate funding for the model cities and rent supplement program, and the enactment of national legislation to prohibit unjust arbitrary discrimination against the older worker.

Finally, let me emphasize that we intend to continue to do all we can to build further opportunities for our older citizens who wish to be of service in their home communities, not only through the programs of the Older Americans Act, but also by working cooperatively with other agencies whose resources could be used to support activities that would be similar to those outlined in this legislation.

Thank you very much, Mr. Chairman.

Senator KENNEDY of Massachusetts. Thank you very much. Mr. Huitt, do you have any comment?

Mr. HUITT. No, sir.

Senator KENNEDY of Massachusetts. Miss Switzer, let me express my appreciation for the comments from both of you. I think one of the areas that we are extremely interested in is the question of the reorganization. On September 5, Senator Williams addressed a letter to the Secretary, and as I understand it, Senator Williams has received correspondence from the Secretary explaining the reorganization. I am sure that all of you are completely familiar with the reasons, because this was a matter which I suspect received a considerable amount of thought and consideration on the executive level.

(The material referred to above follows:)

SEPTEMBER 5, 1967.

Hon. JOHN W. GARDNER,
Secretary, Department of Health, Education, and Welfare,
Washington, D.C.

DEAR MR. SECRETARY: Commissioner Bechill has undoubtedly informed you that I am concerned about some aspects of the reorganization plan, which on August 15, established a new Social and Rehabilitation Service in your Department. I am writing to ask for additional information and commentary about the practical effects of the reorganization upon the Administration on Aging, in particular.

My questions are caused in part by the apprehension already expressed to me by the leaders of national organizations in the field of aging. They have made it quite clear that they believe that the Administration on Aging, established only two years ago and recently extended through an Administration bill which I was honored to sponsor, may well have lost some of the prominence envisioned for it by the supporters of the Older Americans Act in 1965 and before.

The intent of Congress in this matter is strikingly clear. I refer you, for example, to House of Representatives Report No. 145, 89th Congress, First Session, in the section on Need for the Legislation. The document states:

> "The Administration on Aging, headed by a Commissioner appointed by the President subject to confirmation by the Senate, would have coequal status with the Social Security and Welfare Administration. *Thus the Older population would be meaningfully represented in the upper echelons of the Federal Government.*"

The late John Fogarty, speaking to the House of Representatives in 1965, advanced a similar argument:

> "The new Administration on Aging will give prestige, balance, strength, continuity, and visibility to Federal activities in aging . . ."

Other members of Congress made much the same point in Floor discussion. Many warned against putting the Administration on Aging in an agency primarily concerned with welfare programs.

As one of the supporters of the Older Americans Act, I was impressed at the time with deeprooted determination expressed by experts in the field of aging who almost universally requested that the Administration on Aging have a status and dignity worthy of the commitment that a great nation should have for its aged and aging population.

For these reasons, I believe that additional discussion of the effects of your reorganization plan is very much in order. To those of us concerned about the future of AoA, such discussion might well allay fears or even correct misconceptions. To those concerned primarily about the new responsibilities assigned to the Administration on Aging, such discussion might well provide an opportunity for a dialogue on details that must be thoroughly understood if the new programs are to yield maximum good.

I am, therefore transmitting to you the enclosed list of questions, and I hope to have your reply by September 15. I am also giving a copy of the questions and this letter to Senator Edward Kennedy, Chairman of the Special Subcommittee on Aging in the Committee on Labor and Public Welfare. As you know, Senator Kennedy is conducting a hearing on Senate Bill 276 on September 18 and 19. It is probable that at least a few witnesses will allude to the reorganization in their testimony. It is also possible that members of the Subcommittee may wish to ask questions on the same subject.

Your responses to my questions could be very helpful for reference under such circumstances, in terms of clarifying the position of H.E.W. and in terms of

helping us to continue the unified and almost entirely bipartisan support given by Congress to the programs established under the Older Americans Act of 1965.

With kindest regards,

Sincerely,

HARRISON A. WILLIAMS, Jr., *Chairman.*

QUESTIONS

1. Under the reorganization, will the funds provided to administer the programs under the Older Americans Act continue to be earmarked for this purpose, or will they become a part of the general funds allocated to the Social and Rehabilitation Service?

2. Will the functions of the Administration on Aging, as stated in the Older Americans Act, continue to be performed by the Administration on Aging, or will they be transferred to other offices within the Social and Rehabilitation Service?

3. Under the reorganization, the Regional Commissioners are to direct and supervise all programs and activities of the Service in the Region, and approve all State plans. What effect, if any, will this arrangement have upon the function of the Administration on Aging to administer the grants provided for by the Older Americans Act?

4. The reorganization has resulted in the creation of the Office of Research and Demonstrations. What effect will the creation and duties of this office have upon the function of the Administration on Aging to develop plans, conduct and arrange for research and demonstration programs in the field of aging?

5. Does the consolidation of the various programs dealing with children, welfare, and the aging create a situation which may give rise to conflict of motivation on the part of those in responsible positions? If so, what measures are being taken by the department to insure that the effectiveness of the various programs does not suffer as a result?

6. Under Title III of the Older Americans Act, the Secretary was given authority to approve State plans for Community Planning, Services, and Training. However, under the reorganization, it appears that the Regional Commissioners will perform this function. What will be the function of the Administration on Aging in connection with the approval or disapproval of State Plans under this Title?

7. Much of the Congressional comment associated with the passage of the Older Americans Act indicates that the Administration on Aging, headed by a Commissioner appointed by the President subject to confirmation by the Senate, would have coequal status with the Social Security and Welfare Administration, thereby affording the older population meaningful representation in the upper echelons of the Federal Government. Does not the present reorganization conflict with the intent of Congress at the time the Older Americans Act was passed?

8. As you have pointed out, the Administration on Aging had been given new responsibilities under the new plan. What increases in staff will be made?

9. Are any changes in status or function planned for:

   a. The President's Council on Aging

   b. The Advisory Committee on Older Americans?

THE SECRETARY OF HEALTH, EDUCATION, AND WELFARE,
Washington, September 18, 1967.

Hon. HARRISON A. WILLIAMS, Jr.,
Chairman, Senate Special Committee on Aging,
U.S. Senate, Washington, D.C.

DEAR SENATOR WILLIAMS: I appreciated receiving your thoughtful letter regarding the reorganization which I announced last month and its effects on the responsibilities and work of the Administration on Aging.

I recognize that reorganizations are unsettling. But when lack of coordination and bureaucratic cross-purposes afflict our social programs, public confidence is shaken and the whole enterprise suffers. If we succeed in organizing these programs intelligently, everyone will be better served.

The whole thrust of the new Social and Rehabilitation Service is to bring about a more concerted effort in providing basic opportunities and services to people whom it is our Department's responsibility to serve, including the older population, the disabled, children, and families. The three key features of the organization have this overriding purpose in mind. First, in the new Social and

Rehabilitation Service, under the leadership of Mary Switzer, we have brought together the various services of the Department that are concerned with particular groups in our population so that they can work more effectively together in innovative and united ways to improve the organization and delivery of necessary services to all.

Second, we have taken a significant step of separating out the cash payment and service functions in our public assistance programs. I want to see that greater opportunities for rehabilitation and self-support are made available in these programs and am determined that this be done. The Administration on Aging, the Children's Bureau, and the Rehabilitation Services Administration have demonstrated under their past experience a real ability to promote and provide these services. Their experience and expertise will now be applied fully as part of their new responsibilities.

Third, I believe that there is no more pressing need facing the Department at the present time than facilitating our relationships with States and local communities. With the growth of all of the Department's programs in recent years, it has become a paramount issue, particularly in the fields of public assistance, rehabilitation, aging, and child welfare services. The establishment of a Social and Rehabilitation Service Commissioner in each of our regions, with authority and responsibility to supervise all programs now located in the new agency, should make our present relationships to States and communities much more effective.

Regarding the Administration on Aging, I want to reemphasize that its actual responsibilities are increased rather than diminished under the reorganization. It is my belief that the Administration on Aging will become an even stronger, more vital, and more vocal program in behalf of all older Americans as a result.

Finally, you raised several specific questions regarding the reorganization as it applies to the Administration on Aging. These are attached as a supplement to my letter.

With best personal regards.

Sincerely,

JOHN W. GARDNER, *Secretary.*

1. *Under the reorganization, will the funds provided to administer the programs under the Older Americans Act continue to be earmarked for this purpose, or will they become a part of the general funds allocated to the Social and Rehabilitation Service?*

Answer: The amounts requested for the operation of the Administration on Aging and its programs will be clearly identified in the budget which is submitted for consideration by the Congress.

2. *Will the functions of the Administration on Aging, as stated in the Older Americans Act, continue to be performed by the Administration on Aging, or will they be transferred to other offices within the Social and Rehabilitation Service?*

Answer: In general, the Administration on Aging will continue to be responsible for the function set forth in Section 202 of the Older Americans Act.

3. *Under the reorganization, the Regional Commissioners are to direct and supervise all programs and activities of the Service in the Region, and approve all State plans. What effect, if any, will this arrangement have upon the function of the Administration on Aging to administer the grants provided for by the Older Americans Act?*

Answer: One of the primary features of the reorganization is the establishment of the position of Regional Commissioner in order to facilitate working relationships and technical assistance and consultation to the States, local communities, and voluntary organizations working in the various programs located in the Social and Rehabilitation Service. The Administration on Aging will continue to have regional staff to provide such consultation and assistance, including review of State plans.

4. *The reorganization has resulted in the creation of the Office of Research and Demonstrations. What effect will the creation and duties of this office have upon the function of the Administration on Aging to develop plans, conduct and arrange for research and demonstration programs in the field of aging?*

Answer: The Office of Research and Demonstration was created to obtain greater effectiveness out of the research and demonstration grants in the various programs of the new agency. Its main charge will be to develop policies and projects that are innovative, experimental, and targeted against finding better

ways to organize and deliver services more effectively and more efficiently. In the case of programs for the aging, this should assist and facilitate the development of demonstrations aimed at the provision of more comprehensive services for older people.

5. *Does the consolidation of the various programs dealing with children, welfare, and the aging create a situation which may give rise to conflict of motivation on the part of those in responsible positions? If so, what measures are being taken by the Department to insure that the effectiveness of the various programs does not suffer as a result?*

Answer: We believe very strongly that one of the values of the reorganization will be improved coordination and interrelationships that will take place between the various programs of the Social and Rehabilitation Service. The services function is so organized to get the maximum benefit from each program in a unified approach to various problems faced by older people, the handicapped and families.

6. *Under Title III of the Older Americans Act, the Secretary was given authority to approve State plans for Community Planning, Services, and Training. However, under the reorganization, it appears that the Regional Commissioners will perform this function. What will be the function of the Administration on Aging in connection with the approval or disapproval of State Plans under this Title?*

Answer: Under the reorganization, the Regional Commissioners will have the authority to approve State plans. As in the past, I shall continue to have responsibility for any disapproval or suspension of a State plan. In making decisions at the regional office level, the regional staff of the Administration on Aging will continue to be responsible for actual work done in connection with State plans under the Older Americans Act.

7. *Much of the Congressional comment associated with the passage of the Older Americans Act indicates that the Administration on Aging, headed by a Commissioner appointed by the President subject to confirmation by the Senate, would have coequal status with the Social Security and Welfare Administration, thereby affording the older population meaningful representation in the upper echelons of the Federal Government. Does not the present reorganization conflict with the intent of Congress at the time the Older Americans Act was passed?*

Answer: The intent of the reorganization is to strengthen the work and responsibility of the various programs affected so that the services are even more responsive than before. The Administration on Aging will continue to have responsibility for the Older Americans Act in addition to its new responsibilities under Title I of the Social Security Act.

8. *As you have pointed out, the Administration on Aging has been given new responsibilities under the new plan. What increases in staff will be made?*

Answer: The Administration on Aging will have staff assigned commensurate to its new responsibilities to the extent available from personnel affected by the reorganization.

9. *Are any changes in status or function planned for: a. The President's Council on Aging? b. The Advisory Committee on Older Americans?*

Answer: The President's Council on Aging and the Advisory Committee on Older Americans will continue to carry out their respective functions. As a result of the reorganization, it can be anticipated that their activities will be even broader than before in the area of promotion and development of various efforts to provide necessary services to older people.

SEPTEMBER 20, 1967.

Hon. JOHN W. GARDNER,
Secretary, Department of Health, Education, and Welfare,
Washington, D.C.

DEAR MR. SECRETARY: Your letter of September 18 gives helpful replies to several of the questions I addressed to you in my letter of September 5. I was happy to have your letter to offer for the record of this week's hearing on Senate Bill 276 this week, and I was also pleased to note that Mrs. Switzer gave considerable attention to the reorganization plan in the testimony she gave on September 18.

It also appears to me, however, that many leaders in the field of aging still have fundamental questions about the reorganization plan as it applies to the Administration on Aging. As I reviewed the transcript of the testimony, I was

impressed by the apparent confusion and misgivings expressed by witnesses who discussed the plan. In answer to a question, one witness said that a conference sponsored by the Department of Health, Education and Welfare could be instrumental in ending the confusion and in discussing the misgivings.

May I suggest, therefore, that such a conference take place within the fairly near future? It seems to me that intensive discussion of the plan will be of help to the Department and to the individuals you choose to invite.

Once again, my thanks for your many courtesies and your long-standing interest in matters that are so often discussed before this Committee.

Sincerely,

HARRISON A. WILLIAMS, Jr.,
Chairman.

SEPTEMBER 20, 1967.

Honorable JOHN W. GARDNER,
Secretary, Department of Health, Education, and Welfare,
Washington, D.C.

DEAR MR. SECRETARY: As you may know, Senator Williams of New Jersey has requested that his letter of September 5 to you and your reply of September 18 to him be made part of the record of the hearings on Senate Bill 276. I am complying with his request, and I am also joining with him in suggesting to you that a conference on your organization plan of August 15 would be timely and helpful to leaders in the field of aging.

Effective as Mrs. Switzer's testimony was at our hearing on Monday, it became quite clear during subsequent testimony that many lingering questions still remain about potential effects of the reorganization upon the Administration on Aging. Several expert witnesses said that they had not been consulted before the plan was announced, and I sensed that they would appreciate a thorough briefing on matters that still apparently perturb them.

I would also like to bring another matter to your attention. Secretary Wirtz testified that you and he had discussed a proposal for "immediate establishment of the type of program proposed by S. 276 by joint action of the Department of Health, Education, and Welfare and the Department of Labor within present statutory authorization, within the existing administrative structure, and with reliance upon appropriations already recommended to the Congress for approval."

The Secretary later said:

"If it is considered advisable, nevertheless, to cover this subject by some form of Congressional action, I will be glad to work with the Subcommittee in developing an appropriate form of such action."

The Secretary's suggestions are impressive and thought-provoking, and I feel that they should be thoroughly discussed at a meeting within the very near future. A discussion by staff here and by representatives of the two departments could do much to clarify issues before the Subcommittee begins deliberations in executive session. A member of the staff will soon be in touch with your office to discuss this matter further.

Sincerely,

EDWARD M. KENNEDY,
Chairman, Special Subcommittee on Aging.

One of the things which was brought out in the course of the Williams letter, and which I think is a matter of considerable interest to many of us, is the rather clear congressional mandate that was explicit in the House of Representatives report, about the standing that the AOA is to have. I refer there to the House of Representatives Report No. 145 in the first session of the 89th Congress under the title "The Needs for Legislation," the document states:

The Administration on Aging, headed by a commissioner appointed by the President, subject to confirmation by the Senate, would have a coequal status with the Social Security and Welfare Administration. Thus, the older population would be meaningfully represented in the upper echelons of the Federal Government.

Now that is quite explicit. Certainly, any of those who supported the legislation in the Senate felt this was the intent of the Senators who supported the legislation. It would be difficult for us to interpret the recent reorganization as carrying through that particular mandate of the Congress, and I wonder if you would care to comment.

Miss SWITZER. The Administration on Aging is only one of several formerly independent parts of the Department that used to report directly to the Secretary. The Secretary had two or three primary motivations and reasons behind reorganization. The scope of the programs in the Department of Health, Education, and Welfare is very broad, and the Secretary it seems to me, as one who has been with the Department since its creation, must have some flexibility in arranging his administrative responsibilities in a manner which he feels would merit the greatest opportunity to give the programs what Congress intended the to have. Now actually——

Senator KENNEDY of Massachusetts. Just on that point, and I don't want to interrupt, but members of this subcommittee and the other committees would certainly feel that this reorganization should have been preceded by consultation with the members of the committees that are most deeply affected by any reorganization, and it is my understanding that no consultation took place.

Miss SWITZER. I don't know the extent of the consultation. Perhaps Assistant Secretary Huitt can address himself to that question. But I do know that the Secretary did have many conversations with Members of Congress concerned with the general principle.

But let me make one further comment, Mr. Chairman. It seems to me that as far as we are concerned, all of us, with the primary objective of legislation setting up any program or any administration, the primary test of its success and the primary objective of Congress surely is to get the services more efficiently to people. In the Federal structure, there has to be some recognition of what the persons responsible feel it will take to enable them to accomplish the objectives of Congress.

It seems to me that the record of our Department and the progress that has been made in the various programs which have been combined in the Social and Rehabilitation Service point to the multiplying, if you will, of the advantages by joint effort. Such simple things as trying to develop joint funding of projects. Bureaucracy being what it is, it is very much easier to get two or three bureaus together on a single objective, if you have got one person in charge who can more or less set the framework for such cooperative effort. It is my strong belief that each one of the programs, and each of them has perhaps to a lesser or greater degree the same feeling that the constituency of the Administration on Aging has about losing what they consider to be some of their previous status in having the head of the organization report only to the Secretary, I would say the channels of communication are not cut off. We don't live in that kind of a climate in the Department of HEW. If Mr. Bechill was very upset at anything I did, I am sure that the Secretary would be only too happy, in fact would expect him to come and discuss it with him.

But the primary reason for this reorganization goes to the spectacle that all of us are conscious of, and those of us who have been in the

business of trying to get community programs more efficient and more effective in their rendering of service, and that is somehow or other to get a better and more unified approach where the service is given, and I feel that the Administration on Aging is going to have very, very great opportunity to be fully effective and more effective in this situation than it would be as an independent unit.

After all, I didn't build the vocational rehabilitation program over the last 15 or 16 years, and concur in its coming in under this umbrella, and I would never have done it if I had felt that it was going to diminish its effectiveness in serving handicapped citizens. I firmly believe that we can all gain from this, and there is no reason why the constituency interested primarily in the older American needs to lose anything. In fact, they have much to gain by the joining of the constituency, and by having the Administration, the Commissioner on Aging privy to the resources that could be much more effectively used in the present reorganization.

A year from now I think you will feel that this has been really one of the turning points. I am not unsympathetic with the feelings of the people concerned, as I have said to all of them with whom I have had meetings in the last several weeks.

Senator KENNEDY of Massachusetts. I think it is apparent, Miss Switzer, that all of us have the highest regard and respect for the job that you personally have done in your very many responsibilities in the Federal Government. You have been recognized by the Lasker Foundation and received many outstanding rewards for your work. They are richly deserved.

I think that the point which is a matter of deep concern to those of us who had—in my own personal situation—a rather limited experience in overseeing the appropriate administration of some programs that those programs related to the aging often are lost when merged with others—most specifically in OEO, where their voice has been one of many voices. In too many instances that voice has not been heard.

I think that this triggered the establishment, even though over the director of the poverty program's objections, of a deputy assistant—someone in OEO who would be solely concerned about the problem of the aging. Now I think what apparently we are seeing in the new reorganization is that very strong and clear voice that had access to the Secretary will now be championed by yourself, and I am sure you will do an extremely able job, as you have done in the past with your other responsibilities.

But I think the question of these lines, whether the standing, whether the sense of priority which was mandated in the legislation will continue is a matter, as I have stated previously, of great concern to all of us.

I don't think there is any member of this committee who doesn't want to see those that are charged with the responsibility for administration to have the various tools which are necessary for an effective kind of administration and the elimination of bureacracy and duplication, but once again I think that this is still a matter of concern.

Miss SWITZER. I would just like to say one additional word. As far as carrying out the purposes of the Older Americans Act and administering the programs under it, Commissioner Bechill will be the major spokesman. But I think that he will have behind him the combined

resources. There is nothing going to diminish his influence, but I would think rather increase it, because in speaking now, he speaks not only for his own immediate program, but he speaks in a context where he has other resources that he can commit to the services for aging in a manner that he would not have been able to commit as an independent commissioner, and I believe that this is going to improve and enhance the whole program, and as I have said to many of the groups that I have met with, I certainly pledge to the very fullest extent of my own personal ability to provide not fewer opportunities but more opportunities to increase the influence of the Administration on Aging. Do you want to add to that, Mr. Bechill?

Mr. BECHILL. I think I would add to it this point—that the combining of the responsibilties under the Older Americans Act, and the responsibilities that are connected, and they are very broad responsibilities that are connected with title I of the Social Security Act insofar as the service amendments are concerned, strike me as an excellent opportunity to really lay the kind of base that we have needed in this country for some time, a much more unified approach to the development of what I like to call "public social service." I think that this will be in the future a strong asset, not only for me at the Federal level, Senator, but also on the part of the people who are working at the State level.

I think that there is a good deal of concern there. I think that the State commissions on aging have a real responsibility and an opportunity now to move out and even extend their planning and coordination role further in the light of the kind of planning that is going on at the Federal level.

Senator KENNEDY of Massachusetts. One of the questions I directed to Mary Switzer was the question about the communication that you have had with legislative leaders who do have an advance responsibility in this. I am wondering what the Department did as far as talking with the legislative leaders and also the "aged" groups to find out their own reaction to this.

Mr. HUITT. Mr. Chairman, I can't tell you here. I know that there was a great deal of conferring on the part of the Secretary, and we would be glad to furnish a statement for the record if you wish.

(The statement referred to follows:)

OCTOBER 2, 1967.

Hon. EDWARD M. KENNEDY,
U.S. Senate, Washington, D.C.

DEAR SENATOR KENNEDY: When the Department testified on the National Community Senior Service Corps bill (S. 276) before the Subcommittee on Employment and Manpower of the Committee on Labor and Public Welfare, you requested that we furnish for the record the names of those persons in Congress with whom the Secretary of Health, Education, and Welfare conferred before reorganizing various components of the Department into the Social and Rehabilitation Service.

Those persons were: Chairman of the Senate Committee on Labor and Public Welfare, Chairman of the House Appropriations Subcommittee on Health, Education, and Welfare, Chairman of the Senate Finance Committee, Chairman of the Senate Appropriations Subcommittee on Health, Education, and Welfare, Chairman of the Ways and Means Committee, and the Chairman of the Senate Subcommittee on Executive Reorganization.

Sincerely,

RALPH K. HUITT,
Assistant Secretary for Legislation.

Senator KENNEDY of Massachusetts. I think that this was one of the areas that the Secretary was asked about. If you would be kind enough to do that, because I understand, and if I am wrong correct me, that neither I nor Senator Williams was consulted, nor the members of the subcommittee, it is my understanding, and the staff was notified the morning of the press conference. I intend to ask the members of the various organizations that appear here the degree of consultation, because I think this is obviously of importance.

If I could ask you this, Miss Switzer. There will be funds that will be available under various programs that will come into AOA and that will now be under your department. Will these funds be commingled? What will be actually the administrative system?

Miss SWITZER. No, you really can't commingle funds that are appropriated under separate Federal laws, and there will be no effort, in fact no intention of doing that. But there will be an opportunity, particularly in the research and demonstration program, to take a look at all of the funds that are available under the different laws, and there are half a dozen authorities under the Social and Rehabilitation Service to plan better and try to have a better joint approach to the problem.

This is one of the very serious administrative headaches I think that communities go through in trying to work out a rounded program. There are many examples I could give you, but comingling is not a thing that I think would be a very wise thing for any executive to attempt, even if it were desirable.

Senator KENNEDY of Massachusetts. What about in the administration of the program? How would it be handled administratively through your department?

Miss SWITZER. You mean the relationship of Mr. Bechill to me?

Senator KENNEDY of Massachusetts. Yes.

Miss SWITZER. Well, there would only be a few areas really where the overall priority areas would override. For example, in fixing up a budget, an annual budget, we would have to have a unified approach to the budget. At the present time, the Administration on Aging doesn't have a self-contained housekeeping. It has personnel work done in one place, and so on.

So we would I think be able to improve the housekeeping, because we will be able to consolidate the kind of activity that everybody needs. Did you have something special in mind?

Senator KENNEDY of Massachusetts. I would like to have that relationship perhaps elaborated on at a later time for the record, so that we would have——

Miss SWITZER. You mean the relationship of Mr. Bechill to me and to the Secretary, that type of thing?

Senator KENNEDY of Massachusetts. That is right, yes.

Miss SWITZER. I think we could give you that. I have only been in on the job, you know, 1 month. I haven't got all the answers yet.

Senator KENNEDY of Massachusetts. Obviously, you probably have thought through what this relationship would be, and that would be envisioned prior to any kind of consolidation such as has been accepted by the Department. I think it would be helpful for this committee if that line of authority, communication relationship, was spelled out as specifically as it could be.

Miss SWITZER. All right, we will try our hand at getting something down for you on that.

Senator KENNEDY of Massachusetts. Mr. Bechill, in your conclusion in the latter part of your testimony, you talked about the questions of priorities, and you mentioned President Johnson's message.

I also in my brief opening statement mentioned President Johnson's message on the aged, and I quoted from his statement that said:

> Old age is too often a time of lonely sadness, when it should be a time for service and continued self-development. For many, later life can offer a second career. It can mean new opportunities for community service.

I think it was in carrying through the President's thoughts in this area of community service, the concept which has been thought about and which received his endorsement, President Kennedy's endorsement, other Members of the Congress, who feel strongly on this issue, that this really is an area where the President does support and does feel that it is important, and I am wondering—in trying to relate the questions of priorities which you review in your testimony—why this certainly isn't one of them.

Mr. BECHILL. As you indicated, Mr. Chairman, the President does have a strong interest in the area of community services, and the opportunities that are needed for participation by older Americans, and with respect to the message which is the context in which your question was raised, there was also indication of proposals in the message that would go in this direction.

One was the extension of the Older Americans Act, and the second was the inauguration by the Director of the Office of Economic Opportunity on both part-time and volunteer activities somewhat similar, not exactly similar to the purposes of S. 276.

Mr. Huitt would like to comment.

Mr. HUITT. I think, Senator, it is fair to say that when we talk about priorities, we are not saying that if we were beginning with a number of different things that this program would not get priority over other things.

We have, as you know, in this administration begun a number of ambitious and very useful programs, and we have been embarrassed in the last 2 or 3 years by having to come up and ask for considerably less in many cases than the authorized amount for the programs that we have.

For instance, title I of the Elementary-Secondary Education Act is funded by about half of what the authorization is. And so, I think in general the thinking and the feeling is in the administration and certainly that we share it in HEW, that we ought to fund the programs that we have and try to make them work, and that to start new programs at this time is probably not a very wise thing to do.

This does not reflect in the slightest on the importance of the program which is in this bill. It simply says that we have got about as much as we can say grace over right now, and when the time comes, if we can make some new starts, this certainly would be one of the things we want to do.

Senator KENNEDY of Massachusetts. Is it primarily a funding limitation? Is that what you are suggesting?

Mr. HUITT. Yes, sir. We believe that to start another category of program at this time when we can't fund the programs we already have is probably a mistake, and so, therefore, we can do everything in this

direction that is possible under the organization and programs that we now have, but when we say "priorities," we are not suggesting that if all things stood on the same footing that this particular program would take second place to something else.

Senator KENNEDY of Massachusetts. Senator Prouty.

Senator PROUTY. Thank you, Mr. Chairman. I think my record will indicate that I have given much more than lipservice to the problems of the elderly. I intend to continue in that direction.

Miss Switzer, I am delighted to see you again this morning. I have been handed a copy of the chart before and after the reorganization, and it seems to me that the reorganization does make a great deal of sense. I wish we could follow a similar pattern in many of the training programs in existence now, where we have such an overlapping and duplication of effort, with the result that it is almost impossible for Congress, and often the departments themselves to find out what is going on.

I think this is a step in the right direction, and I am sure with your great ability as an administrator, you are going to make the programs succeed and function perhaps better than they have in the past. In addition, I am convinced that the aged are going to gain rather than suffer as a result of it.

However, I shall watch the effects of the reorganization very closely. If I think mistakes are being made, I certainly will bring them to your attention, but I have a great deal of confidence in your ability and your intention.

Miss SWITZER. Thank you very much, Senator Prouty.

Senator PROUTY. It seems to me that perhaps in order of priorities, economic security is one of the principal problems with which the elderly people are concerned. I am talking now of course in terms of social security and other pension benefits. They are not adequate. They haven't been adequate for some time.

I also recognize that once a person retires from an active life, unless he is able to adjust and adapt himself to that new type of life physically and psychologically, he is going to become confronted with a very serious impact. An interesting note, I first learned this July at a seminar for the aged held in Detroit, is that some of the major corporations are now giving instruction to their employees 5 years or so before their retirement is scheduled, in order to train them and prepare them for retirement. Certainly we are trying to get away from the old concept of once a person retires, he merely sits on the front porch and rocks in a chair and forgets about what is going on in the world.

The way to keep people young, and many of them over 65 are much younger than some of us at this table, is to keep them mentally active. If I could advise anyone at this time who is about to retire or expects to retire within a few years, it is to develop some hobby, some interest now which will keep you active upon your retirement.

However, economic security continues to be the No. 1 problem confronting older Americans.

Last year I was able to have an amendment passed in the Senate which brought people age 70 or over under social security, at the minimum benefit of $44, even if they were not otherwise eligible for social security. It passed the Senate in that form. Then it went to

conference, and I regret to say that the Senate conferees had to give in to administration pressure, and the benefits were reduced to $35 and eligibility was changed from age 70 to 72.

Nevertheless some 700,000 elderly people 72 years of age and older benefited from that program to the extent of $35 a month, which is no great bonanza, I assure you, but at least it is something.

The administration this year has proposed to increase the benefit to $40 a month. That is not a great deal, either, but it is progress, I suppose.

I have felt right along that the minimum payment for social security should be no less than $70 a month. I have offered that amendment in the past. It was very vigorously opposed by the administration last year, but I am happy to say that the administration finally has come around and agreed with my position. Unfortunately, however, the House has set the minimum at $50, which is an increase of only $6 a month or $72 a year.

Now obviously when we are talking about poverty, nobody can possibly live or exist on social security benefits as small as that. Senator Cotton was a cosponsor of a bill which I offered which would have increased the social security benefits across the board, but unlike the administration bill, it gave the major share or a much greater percentage of the benefits to those receiving $100 a month or less. Those above that bracket would also benefit, but not to the same extent as those receiving $100 or less.

The House bill has increased the benefits 12½ percent, across the board, which means that everybody benefits to some extent, but the people who need it most are still going to be living in poverty.

We have about 5 million elderly people in this country who are actually living in poverty, many of them drawing social security benefits. Over 2 million of these individuals have to supplement their social security benefits with welfare payments.

It seems to me that when we are talking about poverty, the easiest way to take care of these elderly people is to bring social security benefits up to a realistic level. I think that is one part of the war against poverty which is not being fought as vigorously as it should be.

Now I could ask a great many questions of the witnesses present this morning, but it seems to me that economic security must be the first consideration for older Americans. After that is achieved we can go along with the other parts of this program, which certainly are valuable and of real assistance. Thank you, Mr. Chairman.

Senator KENNEDY. I want to thank all of you. Senator Williams had some questions as well, and what I would like to do is submit those questions to you and receive some written responses. They will be made a part of the record. I want to thank all of you very much for appearing here. You have been extremely helpful in your comments and your responses.

Mrs. SWITZER. We are very grateful to you. Tell Senator Williams if it would help him we would be very glad to come up and go over some of these points personally, if you would like that. Thank you very much, Mr. Chairman.

Senator KENNEDY. Several statements have been submitted by Senators who support the bill. Without objection, they will be placed in the record at this point.

STATEMENT OF HON. WALTER F. MONDALE, A U.S. SENATOR FROM THE STATE OF MINNESOTA

Senator MONDALE. Mr. Chairman, thank you for the opportunity to present this brief statement in support of Senate bill 276. When I first became a cosponsor of this bill in January, I was already impressed with the need to provide service opportunities for older Americans. It seems to me that many elderly individuals are ready, willing, and thoroughly capable of participating in service programs, if they can be certain that such programs are worthwhile and well conceived.

We already have evidence of responsive attitudes on the part of older Americans. In Minnesota, the foster grandparents program has been a heartwarming success; and I have yet to find an elderly participant who is not enthusiastic about the work he is now doing. Medical personnel at the institutions served have much the same attitude. The Special Committee on Aging has received much testimony on other successful service programs including medicare alert, green thumb, and now Project FIND. Clearly, we are finally beginning to recognize we have a vast supply of talent and experience in our older population. S. 276 will give us one way of tapping that supply.

Impressed as I was in January with the need for this bill, I am now even more certain because of hearings I have conducted as chairman of the Subcommittee on Retirement and the Individual, a unit of the Senate Special Committee on Aging. We have heard from many experts who have told us that retirement is a dead-end street for too many Americans. For some of these retirees, community service could provide an absorbing and useful outlet for energies and knowledge that would otherwise go to waste.

Secretary John Gardner was eloquent on this subject at our opening hearing. He described shortages in the so-called helping fields, and said:

> If you set yourself the task of identifying those fields of human activity that cannot be automated, the areas in which humans cannot be replaced by machines, you will find that many of those areas involve the helping fields. You can, for example, automate some of the activities a nurse performs, but the human presence is of the essence. The usefulness of a companion to an elderly person is not just in the tasks performed but in the human interaction. Our arrangements for bringing together people who need help and people who want to be helpful are still rudimentary. . . . There is no reason why a considerable variety of groups—clubs, unions, fraternal organizations, and the like—shouldn't design their own "helping corps" of older people for volunteer work in a local setting.

It seems to me that Secretary Gardner's "helping corps" is very similar in purpose to the bill now before this subcommittee, and I believe that the Secretary makes powerful arguments for enactment of such a program.

Many other strong arguments in support of this legislation, along with practical suggestions for useful service by the elderly, have been made in response to an inquiry made by Senator Harrison Williams, chief sponsor of S. 276 and chairman of the Senate Special Committee on Aging. Letters from three Minnesota organizations have come to my attention, Mr. Chairman, and I would like to submit them for the hearing record at this point. They are from Iona Oosterhuis, project director for Kanabec County Services for the Elderly, Mora, Minn.;

Mrs. Gertrude Daskam, coordinator, Lakes and Pines Community Action Council, Inc., McGregor, Minn.; and Mrs. Genevieve M. Thompson, director of the foster grandparent project sponsored by the Minnesota Association for Retarded Children, Inc., Minneapolis, Minn.

KANABEC EXPANSION OF SERVICES FOR THE ELDERLY TOWNE HOUSE,
Mora, Minn., August 10, 1967.

MR. HARRISON A. WILLIAMS, Jr.,
U.S. Senate, Chairman, Special Committee on Aging,
Washington D.C.

DEAR MR. WILLIAMS: I'm writing you concerning the senior citizens in our county. The economical, physical and social needs of the aging is an important project to me. I'm the project director for Kanabec County Services for the Elderly and very interested in giving these citizens a meaningful purpose for living. At the present time we have five day centers in operation. The main center in Mora (the county seat) is open five days a week. Each morning and afternoon a different activity is planned. Our program provided a wide variety of educational, recreational and social activities. Attendance at this center averages 800 a month. The other centers which are located in the small villages surrounding Mora are operating on a part-time basis. The average attendance is between 100 to 175 a month per center. These centers provide opportunities for participation for those senior citizens whose transportation difficulties prevent their attending the Mora facility.

Through my office at the Mora Day Center, a referral service has been developed. Many senior citizens have the skill, ability and desire to work on a part-time basis. Most of them in our county need to supplement their low income. Advertising in local newspapers provides our community with information concerning the availability of skills and personnel. Thirty senior citizens have found work during the past year.

Instructional activity in home hobby craft has provided much interest for the elderly and also enhanced current skills to the point where supplemental income has been realized by the senior citizens through the sale of their handicraft. One-hundred fifty people have been paid for being instructors in such projects as art lessons, craft lessons, workshop, knitting lessons, leathercraft and etc.; 32 local citizens volunteer as instructors, majority of instructors have been senior citizens. Through the center we have provided outlets for the sale of craft work done by the aging. Local stores have donated shelves for displaying items.

There are 1,099 senior citizens living in Kanabec County and 16.7 percent are receiving old age assistance (this does not include social security). As these figures show these people need help with their income and the attendance of the day centers show, that the socially enriching experiences and the educational, recreational services are certainly needed by each participant.

The center of Mora was developed two years ago, after the Commission on Aging had taken a survey of our county. The results of this survey proved to the community that a center was needed for the aging. A board of directors was appointed by the Mora Village Council and a building was donated for a center by the council. The first year, the center was operated entirely by volunteers and a "coffee kitty". The second year the county received funds through the Office of Economic Opportunity. At that time I was hired to expand the activities at the Mora Center and develop semi-weekly centers throughout our county. I had been one of the volunteers who helped the first year, and have realized during the past two years what loneliness is for the aging. Senior citizens want to be alive, but alive with a purpose.

This letter may not be news to you of what can be done for the elderly but we wanted to let you know we are very concerned for our citizens whatever their needs are.

We would enjoy hearing from you, informing us of what is planned for the older citizens.

Yours truly,

IONA OOSTERHUIS,
Project Director, Mora Towne House.

LAKES AND PINES COMMUNITY ACTION COUNCIL, INC.,
McGregor, Minn., August 18, 1967.

MR. HARRISON A. WILLIAMS, JR.,
Chairman, U.S. Senate, Special Committee on Aging,
Washington, D.C.

DEAR MR. WILLIAMS: Your letter of July 26, 1967 reached my desk while I was on vacation. I am happy to consider your questions and to share with you my thinking about enlisting the services of older Americans, particularly in the area in which I am working. I believe that the existing public and private agencies serving community needs could not develop ways to use the contribution of older Americans and I feel a need to develop programs for them.

In June of 1966, fifty-three senior citizens were employed at $1.50 an hour, to do a survey of housing in Aitkin County. The project was funded by O.E.O. through the Lakes and Pines Community Action Council, Incorporated. It was anticipated that this would take approximately two months. The survey was completed in a little over two weeks and we had the senior citizens back begging for further employment. I am enclosing a tear sheet from the Aitkin County newspaper with some of the results of this survey. Certainly, through the Foster Grandparent Programs and thru a Community Action Program such as Lakes and Pines has administered in Kanabec County, Minnesota, demonstrating methods of employing senior citizens, adding to their well being, we *can* enlist the talents and experience of older Americans.

I am working as Project Director of Senior Citizens Programs in our seven county C.A.P. agency and wish you good luck on your bill, I am all for it.

Cordially yours,

GERTRUDE DASKAM, *Coordinator.*

FOSTER GRANDPARENT PROJECT,
SPONSORED BY THE MINNESOTA ASSOCIATION FOR RETARDED CHILDREN, INC.,
Minneapolis, Minn., August 8, 1967.

MR. HARRISON A. WILLIAMS, JR.,
Chairman, U.S. Senate, Special Committee on Aging,
Washington, D.C.

DEAR MR. WILLIAMS: Your letter of July 26, 1967, reached my desk while I was on vacation. I am delighted to consider your questions and to share with you my experience and thinking about enlisting services of older Americans, particularly in areas of life today where there is an urgent need for remedial personal relationships, but where lack of community awareness, community support, and available personnel has meant that such programs have not been a part of established, existing agencies. This is not to say that existing private or public agencies already serving community needs could not develop ways to use the maximum contribution of older Americans, but I feel it is necessary for these programs to have a separation in administration that has a commitment to the primary purpose of service roles for the older American, rather than incorporating older Americans into existing programs.

I am writing this from the view-point of a trained social worker (MSSW from the University of Minnesota, MSW from the University of Pennsylvania, and MAPA from the University of Minnesota) with thirty years' experience in casework, supervision, and administration in social work agencies covering both public and private services to families, aged persons, and children, plus ten years as a social work therapist in private practice, and current year's experience as director of a Foster Grandparent Project for 120 foster grandparents operating in three of Minnesota's State Hospitals for retarded children and adults. The value of older American's contribution lies in their using their own personality and life experience within a defined area, and not as "sub-professionals, aids, or assistants to professional workers". In order to do this they do need a minimum of training to understand general principles about the new area in which they will be working and to free themselves to make the kind of deep commitment that senior citizens yearn to have to the new area of life in which they work.

I have no doubt but that major service roles can be (and are, by foster grandparents) performed by a significant number of older Americans. Thirty years ago, our country caught up with the fact that senior citizens need an income to meet their living expenses. Out of experience with Foster Grandparent Projects, we are becoming increasingly aware of senior citizens' need for a purpose in life, for satisfying social relationships, for making a worthwhile contribution to

society, as well as a purpose in living for more than one day at a time. We have innumerable comments from Foster Grandparents to the above effect, many of which are included in the Quarterly Narrative Reports and the newsletters that I am sending to you. To quote some here,

"I think it is very good that we have a chance to work at our age bracket (hard to get a job after 40). Also feel that I can be of some service to humanity. I feel that the pay we get is a real fine thing to our living and to our expenses. To me, the Foster Grandparent Project is the best that could happen now."

"It means the opportunity of being of service and helping the handicapped and is a source of personal satisfaction."

"It means that I can pay my living expenses without too much scrimping and also to do something to make life a little happier for the little ones."

"It is a challenging service put in action by lending a hand to a retarded child."

"It is being employed in an atmosphere of belonging to some child that needs loving and tender care."

"It means a lot to me to make the children happy and makes me feel good because I can do it. The improvement it makes on the children is very satisfying."

My primary concern for extending Foster Grandparent Programs is in relation to the field of mental retardation. The principle that any human being needs a one-to-one relationship for physical, emotion and social development is well known, but the extent to which the children with mental retardation who are living in State Hospitals have been stunted in this growth has not been evident until the presence of a foster grandparent relationship began to produce miraculous development in the foster grandchildren. Again, if I may refer you to our reports there are children who are walking, who are talking, who are learning to feed themselves, to dress themselves, and in short being given an opportunity to become only partially, rather than totally, dependent on others for their basic needs. I am convinced that the experience of the foster grandparent relationship would produce growth and development in all but a small percentage of the most profoundly retarded children. I feel, too, that a foster grandparent relationship would stimulate development in many of the mentally retarded adults.

When I consider extending the foster grandparent principle in the field of mental retardation, I would like to see foster grandparents in their one-to-one relationship with a retarded child participating as a *helper to the child* in: *residential care facilities* such as state or private hospitals and group foster homes so that a retarded child needing residential care would have available the kind of one-to-one relationship that would provide him with stimulation to grow and develop.

In day care services a foster grandparent in the one-to-one relationship with a child could help each child make better use of the services available and free the day care directors for concentration on the group activities.

Nursery schools could make the same use of a foster grandparent as day care centers.

Special education and training centers for children of school age could also be used a great deal more by retarded children if they had a foster grandparent who could give them the consistent loving relationship and reiterative training that is necessary for them to learn as well as they can.

Religious education programs would be enhanced by the use of a foster grandparent so that the foster grandchild could participate in many more meaningful religious education programs.

Recreation facilities such as scouting, sports, parties, dances, etc., are fortunate if they can find leaders for these group activities. A foster grandparent participating with a child would enrich his experience in this area and would provide many skills and interest that would stand the child in good stead through his adult life.

Many times parents state that the *care of a retarded child in their own home* deprives other family members. I think an extremely important use of foster grandparents would be to provide a retarded child with a foster grandparent who could be with him initially in his own home, but later in participating in community activities that would otherwise be unavailable to the child. In relation to this, I see, too, that foster grandparents who have had the forty hours basic training available to them under current foster grandparent programs, would make excellent *babysitters for retarded children* so that parents and other

members of the family would be free to participate in activities outside their own home. This would give the parents enough relief so that they could be more accepting of the child. It also could be anticipated that the retarded child would be more contented, tractable, and less destructive and disrupting in his own family as a result of the foster grandparent experience. In our project already, family visits are increasing as this happens.

In extending these views into the area of adult mentally retarded persons, I could see a comparable use of foster grandparents in relation to vocational services, training programs, sheltered workshops, job placements, follow-up services, even to the extent of helping the mentally retarded adult locate and become adjusted to an appropriate living situation. There is in this area a need for a one-to-one relationship to help the institutionalized mentally retarded adult or child make the change to community living and here a foster grand-parent could get acquainted with the person in the institution, staying related to them in their part-time relationship in half-way houses or independent living centers, etc. In thinking of extending the foster grandparent principle to service activities other than the area of mental retardation and drawing from my past experience in other fields, I would like to see foster grandparents made available to: *emotionally disturbed persons*, whether they be children or adults, living in, or out of, residential or hospital care facilities. Persons who have been involved in *delinquency*, particularly children. I think they would be effective with adults, too, as a living experience of society's care about helping them change their delinquent behavior to constructive, socially acceptable behavior.

The physically ill, primarily for children or adults who do not have a close relationship that is sustained during the period of their illness, and to assist the patient with following recommended medical treatment. This would also be applicable to the field of *handicapped persons* where an individual foster grandparent relationship would enrich the handicapped person's living and be helful in whatever corrective treatment is possible.

Troubled families. I can envision a foster grandparent for a family with few resources for itself to do the things a grandparent would ordinarily do—help with the children, talk with the parents, discuss problems, help with the housekeeping management, etc. I am sure that if we could focus on the role of the grandparent as society has known it in the past, there are many other places where their talents and experiences could be used to a great advantage. As Patsy Gray expressed from her own foster grandparent experience. "Grandmas (and Grandpas) don't have to do anything except be there", and "Grandmas are the only grownups who have got time". I think in our current day and age "having time for" and "being there for others" is the next crucial developmental step that our American society needs to take.

I would also like to add that when Mr. Harvey Glommen of the National Foster Grandparent staff spoke to the annual convention of the Minnesota Association for Retarded Children, the overwhelming response was, "How can we get some Foster Grandparents?" Similarly, the response of the State Hospital staffs and almost everyone who is aware of the foster grandparent programs in the state hospitals is one question. "How can we get more foster grandparents?"

I have enjoyed thinking about this and dictating it for you. I sincerely hope that it will be helpful in your subcommittee hearings on August 22 and 23. If you find additional or more specific information would be helpful to you. I'd be very glad to hear about it from you. In addition, our foster grandparents' primary concern is, "Will the program be discontinued?" and they are eager to do whatever is possible to support its continuance. They, too, would be glad to help if you see a place for them.

Good luck on your bill, I'm all for it.

Sincerely,

GENEVIEVE M. THOMPSON, ACSW, *Project Director.*

STATEMENT OF HON. EDWARD V. LONG, A U.S. SENATOR FROM THE STATE OF MISSOURI

Senator LONG. Mr. Chairman, I wish to take this opportunity to express my complete support for S. 276 of which I am a cosponsor.

When Congress passed the Older Americans Act of 1965, we were setting in motion a process designed to better meet the needs of a

major and important segment of our population. In that act we outlined our goals. These goals were high. They were basically intended to enable the senior citizen to gain a greater sense of personal accomplishment and usefulness. Our goal was to make it possible for each senior citizen to retain the feeling of belonging, well-being, and citizenship in his local community. I believe this act has done much already in attaining these goals.

The Older Americans Act was just the beginning. As time passes, new needs arise, new ideas develop, and when these ideas are good, they should be given a chance to be put into effect.

My point is this. The act of 1965 established great and humanitarian goals. The act has gone a long way toward reaching these goals. Yet there are still unsolved community problems which are of direct concern to the well-being of our senior citizens. S. 276 is one basic way to meet some of these problems. I believe S. 276 is directly in line with the results we hope to achieve through the Older Americans Act.

Let us get down to specifics. When a man or woman reaches retirement age he has every right to anticipate years of rest, relaxation, and enjoyment of life. To say this does not mean that these citizens want and expect to do nothing but sit around. This may appeal to some and for these the problem is solved. However, most people will not be able, and will not want simply to stop being involved in the activities of their community. These people have been active all their lives. They are simply not prepared to stop everything. They are not ready to sit around.

The fact is that there are many community tasks which our senior citizens can successfully undertake. These citizens are retiring from every type of job now in existence. Certainly experience is the most valuable tool a man can possess. These people are capable. Still they cannot obtain work. They do not want full-time jobs. After all, they are retired. What they want are tasks to which they can devote a part of their time. Tasks which will give them a sense of accomplishment without taking away their enjoyment of the richly deserved golden years.

There is just no way to describe the effects of unwanted inactivity on an individual. This is especially true of the individual who has worked throughout his life and who knows he can do a good job. When a senior citizen wants to be active but is given no opportunities, he begins to lose confidence in himself. He may gradually become less responsive to the outside world. The individual may suddenly seem much older to himself. He loses interest. He doesn't care anymore. He is inactive when he could be still vitally involved in life, when he could still make important contributions to our society.

As a member of the Special Committee on Aging, I have heard many individual cases of senior citizens who deeply desired to be active and who were not given a chance. Many thousands of senior citizens are in this situation. This bill would be an answer for these people. It would provide opportunity for involvement.

This is the goal of this bill. It is not a handout. It is a program which assists the willing. There are so many senior citizens who want some responsibilities. They have worked all their lives.

There are so many tasks these people can do. There are so many ways they can benefit our country. There is so much wisdom, experi-

ence, and desire lost when they are not allowed to continue to lead useful lives.

As of June 30, 1967, in my own State of Missouri, there were 762,000 citizens over the age of 60. This is 17.7 percent of the population of my State. The needs of so many fine citizens are of vital significance to the United States. This bill provides for these needs.

We have seen how successful previous plans for involving the elderly have been.

The program of a National Community Senior Service Corps, as proposed in S. 276, for the elderly in this country, is of great value. It will provide useful tasks for those citizens desiring them. The citizens will be paid for their efforts. Their self-esteem, their sense of their own worth, their pride in their abilities and accomplishments will be high. They will know they can do the job and they will get the satisfaction of helping others while helping themselves.

I strongly urge that this bill be adopted.

STATEMENT OF HON. FRANK MOSS, A U.S. SENATOR FROM THE STATE OF UTAH

Senator Moss. Mr. Chairman, I welcome this opportunity to say a few words in support of Senate bill 276.

As a member of the Senate Committee on Aging and as chairman of its Subcommittees on Housing and Long-Term Care, I have often been impressed by the energy and leadership potential of many of the older Americans I have met at hearings and in field trips.

It is obvious to me that many retirees would be glad to give their time and experience to worthwhile service programs if two conditions could be met:

One: That the service they perform is genuinely needed and directly helpful to others, and

Two: That their participation will not deplete their incomes by causing new expenses such as transportation costs. In fact, modest supplementation of income would—in some cases—be very desirable.

It seems to me that S. 276 meets both conditions in very down-to-earth fashion. It would give new incentives to organizations that already enlist unpaid volunteers. It would also help community sponsors organize grassroots service programs that might offer limited pay to participants.

There is no doubt in my mind that such a program would be enthusiastically received by many elderly Americans who have both the energy and desire to serve. One reason for my strong feelings on this subject is the hearty reception given to the foster grandparents program in all parts of the Nation.

With the chairman's permission, I would like to submit for the record a letter recently received from the director of a foster grandparent program at Utah State Training School at American Fork. The letter radiates enthusiasm; it also is brimming with other ideas for service by the elderly. There are also two additional letters that contain useful information. It is a heartening document and a good statement in support of the bill under consideration today.

(The letters referred to previously follow:)

UTAH STATE TRAINING SCHOOL,
American Fork, Utah, August 3, 1967.

Mr. HARRISON A. WILLIAMS, Jr.,
U.S. Senate,
Washington, D.C.

DEAR MR. WILLIAMS: Thank you for your correspondence concerning Senate Bill 276, which you introduced into the Senate.

My experience in the Foster Grandparents project has convinced me that there is a great need for a program of this nature in our country.

The Foster Grandparent project that I am connected with is very successful and is doing a splendid job by supplying the senior citizens of this area with an opportunity to work as well as accomplishing a fine service to the Utah State Training School, which is an Institution for the mentally retarded.

There is no doubt that a program of this nature could be expanded into other areas that would provide a much needed service as well as providing useful work experiences for older workers in other fields other than the Foster Grandparents program as it is now organized.

A few suggestions may be in order for older workers to use their skills in developing projects in the communities where they live.

There is a need for older workers to find and work in projects that would be helpful in city beautification projects, health hazard areas, investigate problems of residents and city problem areas. Areas of the nature of good and poor nutritional problems of the city, and services that may be rendered to those that are unable or careless about the care of their physical beings. In this connection let me give an example of a man we hired as a Foster Grandparent. This man was a barber and had been all his adult life but did not possess the skill of dealing with retarded children so he terminated as a Foster Grandparent but said he would very much like to supply his skill as a barber to children who needed this service but were unable to keep themselves clean and in a presentable condition because of a lack of finances in the home. This man said although I am too old to maintain my barber shop now on a regular basis I would spend the rest of my life caring for indigent kids who could not pay for a hair cut. All they would have to do is come to my home and I would be glad to take care of their needs, or I would go to their homes.

It is my experience that older people have seen great changes come into our society, some for good and some bad, they are wise because of their experience and knowhow, and could make many recommendations to make our social conditions better.

The mayors and councilmen of the communities should have many projects where the services of senior citizens could be of great service to the communities and also provide much needed employment for the older persons of these communities.

I hope that your bill becomes a reality, because it is my experience that there is a need for such legislation.

Yours very truly,

T. E. REES,
Supervisor, Foster Grandparent Project.

UTAH COUNCIL ON AGING,
Salt Lake City, Utah, August 17, 1967.

Subject: Senate Bill 276—Older Americans Community Service Program.

Mr. HARRISON A. WILLIAMS, Jr.,
Chairman, Special Committee on Aging,
U.S. Senate, Washington, D.C.

DEAR MR. WILLIAMS: The Utah Council on Aging, at their regular meeting on Monday, August 7, 1967, strongly endorsed the principle of Senate Bill 276 which will amend the Older Americans Act to establish a community senior citizen corps. A subcommittee was appointed to further review S. Bill 276 and make specific recommendations. This subcommittee was composed of the Director of our Council; Mr. Don C. Caffall, State Supervisor for Services to Special Applicant Groups, Utah State Employment Service; and Mr. Tom Erickson, Chief of Adult and Special Services Section, Welfare Division, and the following comments are those formulated by this subcommittee:

The subcommittee strongly endorses Senate Bill 276. It was recognized that not all older people desire, nor are they physically or mentally capable of par-

ticipation in a community service program. There are, however, a large number of senior citizens in Utah who would greatly benefit by such a program. In addition to the financial, social and psychological benefits gained by the older citizens their contributions would result in improvement of the effectiveness of many existing community programs. Our experience with such projects as the Foster Grandparent program, the use of older people as guards for school crossings, and information specialists in travel and information bureaus has provided convincing evidence of the contribution that can and should be made by older people to their communities.

The provision in the bill which would amend the Older American Act to permit state agencies to administer this program along the same general format as the Title III program is excellent. As a state agency we have been very satisfied with the mutual Federal-State cooperation on the existing programs and feel that administration of an Older Americans Community Service Program could be accomplished in the same high, efficient manner as under the current Older American Act programs. The individual states should have major responsibilities in carrying out the purposes of the Older American Act.

We have discussed with community agencies, including county and local councils on aging, the specific areas in which services by the older person could be performed. The responses received indicate that there are almost an unlimited number of possibilities that exist. Many of these possibilities were mentioned by the Community Services Council's report to your office, as well as in the Congressional Record, Proceedings and Debates of the 90th Congress, First Session, Vol. 113, Thursday, January 12, 1967. No. 3. No attempt will be made to include these specific program possibilities at this time since in many instances they would be redundant of previous reports.

In conclusion, the Utah Council on Aging strongly endorses Senate Bill 276. We feel that there is a definite need for a program to permit many of our senior citizens to use their talents and abilities, sharpened through many years of experience, to make their communities a better place to live. We also have the responsibility to older Utahans and all older Americans to permit them to remain in the mainstream of life as long as humanly possible.

Sincerely,

MELVIN A. WHITE, *Director.*

COMMUNITY SERVICES COUNCIL, SALT LAKE AREA,
Salt Lake City, Utah, August 15, 1967.

HARRISON A. WILLIAMS, Jr.,
Chairman, U.S. Senate, Special Committee on Aging,
Washington, D.C.:

The Community Services Council, Salt Lake Area, has long been concerned about the older citizens in our community. The Council is designated as the local planning body for programs and services for older people by the Utah State Council on Aging. The Community Services Council is also the sponsor for a Foster Grandparent Project with the Primary Children's Hospital in Salt Lake City. This program is projected to interest other agencies serving children to become host agencies for foster grandparents. The Volunteer Services Division has long seen the tremendous advantage (both to older people and to community agencies) of the potential services of older people which are largely untapped because of the problems of transportation, meals, clothing, etc. which face older people.

The Community Services Council thus endorses wholeheartedly *Senate Bill 276,* which will amend the Older Americans Act to establish a community Senior Service Corps, and urges its passage.

Informal contacts have been made with a number of local agencies regarding such a Senior Service Corps.

Salt Lake County Department of Public Welfare—This agency has a new and expanding volunteer service program, supervised by an employed Director of Volunteers. He reports that he has experienced problems in the recruitment and retention of older persons in service roles because of costs of transportation and meals. He sees great potential in services to a welfare agency by older people and joins the Community Services Council in endorsing this Bill. He also indicated a variety of service needs in the Department of Public Welfare which can be met by older persons and sees such service openings as providing a real opportunity for older citizens to engage in purposeful activity.

Senior Citizens Recreation Center—The director of this program has indicated that costs of such things as transportation, meals away from home, etc. is a defi-

nite inhibiting factor to the participation of many older people in community affairs.

The local Community Action Program—The personnel of this program have also indicated that such a corps of Senior Citizens devoted to service would be a great addition to many projects in target areas, in Headstart, and in special tutoring and adult education projects.

These agencies and many others would have vital, challenging and interesting service opportunities for older citizens. The Volunteer Service Division of the Community Services Council has endeavored to work with agencies on the development of opportunities, but older persons who have expressed interest—and even begun in such programs—either cannot participate at all or quit because of the financial involvement. Local agencies have limited funds and could not at this point absorb much additional financing in already limited budgets.

The Community Services Council's Committee on Aging is beginning a program to bring together older citizens and community resources in what is being called a Human Resources Project. The Older American's Service Program could be a vital link in the chain.

The Community Services Council, Salt Lake Area, hopes that these brief statements regarding Senate Bill 276 have indicated a need for the Older American's Community Service Programs and support for it from the Salt Lake area. Enclosed are some suggested service areas for Older Americans.

WELFARE

Examples of such services might be :

Friendly visiting to persons unable to leave home or in Nursing homes
Homemaking consultants to AFDC mothers
Take charge of department thrift shop
Teach and supervise in department sewing center
Serve as foster grandparents to children
Serve as tutors to children

COMMUNITY ACTION PROGRAM

Bring older persons into neighborhood activities
Friendly visiting
Teacher aides in Headstart child development centers
Tutors in basic adult education

OTHER EXAMPLES

Sharing and teaching special skills
Music—art—sewing—cooking—woodworking—etc.
Case aides in mental health clinic and counseling services
Bookkeeping
Library aides
Aides to handicapped children
Teacher aides in developing school volunteer programs
Aides to probation officers in court settings

It would appear to us that a coordinated community approach to the organization of such a program would produce the best results. This would include the development of service opportunities in many agencies and the total community approach to recruitment, much on a person to person basis. Such recruitment would need to emphasize what the older person has to offer and that he is really needed.

STATEMENT OF HON. DANIEL K. INOUYE, A U.S. SENATOR FROM THE STATE OF HAWAII

Senator INOUYE. Mr. Chairman, no one can quarrel with the goals of S. 276. Surely it is apparent that the retiree deserves more than the custodial services rendered by social security and medicare, beneficial and humanitarian as these landmarks in our society are. These people

deserve also to have their talents utilized, their remaining years made useful, meaningful, and significant.

A major point of controversy with S. 276 must therefore center on whether the proposal is feasible. It is in answer to this point that I wish to call attention to the experience Hawaii has had in organizing its senior opportunity centers on Oahu and throughout the State.

The idea of senior opportunity centers started through the efforts of the State commission on aging and a member of that commission, John DeMello. Then through the cooperation of State and city authorities and interested citizens, office space and equipment was provided and a group of 20 volunteers began the process of registering senior citizens with their skills, talents, needs and desires. A "seed grant" of State funds was executed in 1965 and a continuation grant offered in 1966 to get the program underway.

The organization's purpose was to provide worthwhile volunteer opportunities for senior citizens and to plan a senior opportunity center in Honolulu which would serve as a workshop for training and educational purposes, a concession to sell and display goods prepared by senior citizens, and office and a kitchen to be used to teach young people the cooking skills of various ethnic groups.

Thus far the center has accomplished the following:

1. Interviewed and classified some 5,000 applicants out of a total of 38,000 in the State.
2. Established a second senior adult education center in a district 20 miles distant from Honolulu and set up plans to extend similar operations to other districts and islands in the State.
3. Offered volunteer services to VISTA.
4. Succeeded in gaining employment for interested members as nurses, housekeepers, governesses, watchmen, and maintenance men.
5. Assisted in implementing a foster grandparent program for the care of retarded children at Waimano Home.
6. Secured employment for Project Medicare Alert and other Government-sponsored activities.
7. Secured one-half fares on local airlines for trips to the other islands necessary to establish new centers and there are others.

Although the work has been done by volunteers the organization does need minimum financing. Hawaii has found, for instance, that in addition to small operating expenses, it needs to hire a counselor who is qualified to advise on family, housing, legal, tax, and other problems and that such a person must be paid a regular salary. Also it is found that there is a need for a liaison officer to coordinate the needs and activities of this organization with the various agencies in the State and local government. I am sure that other places have enjoyed or can enjoy similar exciting successful centers once the elderly are permitted and encouraged to solve one of their most pressing needs—the need to make their declining years more worthwhile. But without encouragement and funding these programs will face the same handicaps that have always stood in the way of this worthwhile objective.

I would also like to introduce into the record two letters I received, one from Allen Skidmore, project director of the Hawaii foster grand-

parent program, and the other from Mrs. Harlan F. Benner, chairman of the Hawaii Commission on Aging. Both these letters were written to Senator Harrison A. Williams, Jr., in response to a request for comments on the National Community Senior Service Corps proposal. After reading these letters, I think you will agree with me that this legislation will make major contributions to community life throughout our Nation.

I respectfully urge that this measure receive the approval of this subcommittee.

(The letters referred to follow:)

STATE OF HAWAII COMMISSION ON AGING,
Honolulu, Hawaii, August 3, 1967.

Mr. HARRISON A. WILLIAMS, Jr.,
Chairman, Special Committee on Aging,
U.S. Senate, Washington, D.C.

DEAR MR. WILLIAMS: I have read with cheerful care your letter of July 26, 1967 concerning the amendment to the Older Americans Act of 1965 providing for a National Community Senior Service Corps. I have also carefully reviewed the enclosed copy of S. 276.

I have long recognized the need for such a program substantially funded permitting a practical operation of local programs. The Act, as proposed, is basically sound enabling sufficient local design and implementation while assuring established control and purpose.

As project director of the Hawaii Foster Grandparent Program I interview many applicants for the position of foster grandparent. Unfortunately, many must be denied the work opportunity because they fail to meet economic criteria established under OEO guidelines. Many such candidates are referred to the Volunteer Bureau, but even then, their activity is hampered because of no funds for transportation, special unforms, or other necessities. For this reason, I would certainly recommend that in the guidelines for operation of the program in the various states, that provision be made to permit such expense and/or acceptance of volunteers who otherwise qualify.

Commenting on the three specific points you requested:

1. My experience with the Foster Grandparent Program has convinced me that major service roles, not only could, but *should* be performed by significant numbers of older Americans. Such qualities as reliability, minimum absenteeism, enthusiasm, sincerity, promptness and obedience are much stronger in older workers, especially those past age 60. During the period when refunding of the Hawaii Foster Grandparents Project was in doubt, many of the foster grandparents expressed a desire to continue with the program if only they could be provided transportation. The old saw that "you can't teach an old dog new tricks" simply is not true. With proper training, senior citizens can perform any task within their physical limitations—which are few. I am pleased to note that Section 603, Paragraph (4) provides for training.

2. I think the past president for the National Association of State Units on Aging summed up the possible service activities for the National Community Senior Service Corps very succinctly with "When a source of help becomes known, unimagined possibilities for service evolve." However, I would be derelict in my duty as a Foster Grandparent Program director if I did not comment on the need for service programs aimed at locating, identifying and cataloging job opportunities for the elderly—on a part time or full time basis; informing and educating government and industry that the elderly can and should work *provided* they have the desire to do so; and, building and maintaining a registry of potential jobs and potential workers. I would like to see such a service established in every community utilizing Foster Grandparent Program funds, Community Senior Service Corps personnel and/or assistance.

3. The history, culture and experiences of the past are slowly slipping beneath the veneer of modern civilization. Our children are growing up in

a generation oblivious to the custom and beliefs so precious to our older generations. This is partly a result of disbursement of families and the displacement of patriarchal-matriarchal influence—a factor which is probably irreversible. I feel there is a great need for a vast program of cultural enrichment utilizing the elderly so that our children can be exposed to the rich experiences of our past expressed through the mouths of sages. This program could be part of the Senior Service Corps or under the jurisdiction of some other program. But the need exists and would serve as an excellent outlet for the elderly.

Several other suggestions come less immediately to mind: proctors at school grounds; recreation aides; school social aides; teacher aides; lot attendants; planning advisors (the elderly should never be excluded from planning activities of whatever nature); cultural center guides (art museums, music centers, zoos, etc.); traffic spotters; harbor master assistants; local historians; instructors in the trades; ad infinitum.

Thank you for the opportunity of responding to the National Community Senior Service Corps proposal.

Sincerely,

ALLEN SKIDMORE,
Project Director, Hawaii Foster Grandparent Program.

STATE OF HAWAII COMMISSION ON AGING,
Honolulu, Hawaii, August 24, 1967.

Hon. HARRISON A. WILLIAMS, Jr.,
Chairman, Senate Special Committee on Aging,
Old Senate Office Building,
Washington, D.C.

DEAR SENATOR WILLIAMS: Many thanks for the opportunity to comment on S. 276.

This bill will go a long way to raising the morale of the older persons. Without question the psychological uplift will affect their physical well-being and instill purpose and meaning to the participants. This fact has been amply demonstrated in the Foster Grandparents Project sponsored by the Hawaii Commission on Aging.

In anticipation of favorable passage of this legislation, we are considering the following guidelines as principles for establishing priorities for the proposed Community Senior Service Corps program in Hawaii:

1. Projects which affirm and develop positive attitudes towards aging and older persons should have high priority.

2. Projects which look to integration of the older person with the community. The projects should reenforce status of older persons as members of a total society. Projects which further isolate or accentuate stereotypes of "elderly" and "aged" will not be acceptable.

3. Projects should have a defined relationship to other programs for the aging population of the community.

4. Be sponsored by a recognized private, nonprofit or community organization with permanent status and stable financial base.

5. Provide for maintenance of records to use as a basis for both evaluation and future planning. Programs must continue to show evidence of need and control of quality to be continued.

6. Have potential for extension and duplication throughout the State.

An example of an acceptable project proposal follows:

Title: Older Persons as aides in an elementary school setting.

Project Objectives:

1. To match the needs of the older person for supplementary income and meaningful activity and the needs of the child for quality education.

2. To relieve teachers of non-instructional school activities in order to more fully utilize their professional skills.

Rationale: 1. The older person can be fitted into a variety of activities within the school setting depending on their skills and past experiences, and the needs of the individual school.

Examples:

Serving school lunch.
Relieving teacher during lunch in classroom.
Relieving teacher during recess.
Maintaining classroom attendance records.
Completing lunch reports.
Inventorying materials.
Preparing and maintaining instructional aids and materials.
Distributing materials.
Registering students.
Preparing pupil progress charts.
Helping with setting up science projects.
Assisting with class plays.
Preparing resource material.
Storytelling.
Songs.
Conducting drill work.
Individual tutoring.
Hall.
Playgrounds.
Study halls.
Bus pick-up stations at the school.
Field trips.
Independent study.
Games (after school hours).
Crosswalk attendants.

I believe that the senior service corps if focused on projects that assist younger children will have immediate appeal because of its two-pronged, or even three-pronged, approach. In the above instance, the beneficiaries will be the older person, the child, and the teacher.

A public agency such as the school is a logical sponsor. However, we have in Hawaii a unified school system on a statewide basis and as such do not qualify for Title III funds per AoA regulations. We are perhaps the only jurisdiction like this and an exception should be made in our case.

To go a step further, a clear distinction should be made with this program and Title III projects. Title III is on a declining 75%, 60%, 50% matching over a period of three years. The Community Senior Service Corps program should require 90–10% matching and for at least a period of five years to prove itself. The two years proposed in S. 276 are too short.

Remember, the older people have been so neglected over the years that they have become wary. Considerable patience must be exercised in order to bring them out of their "caves".

The kind of services to be delivered by the corps should be a personalized warm attention to people. It must be people-to-people oriented so that the irreplaceable ingredient that they transmit is "tender, loving care". Automation will never replace man's concern for his brother.

We now have under Title III an Information and Referral Service (survey and service) which is operating on each and every county throughout the State. In addition to a focal point for such telephone services, older persons are hired as aides to knock on doors, inventory the needs of persons 65+ and to make an immediate referral if an immediate need is indicated. This service has shown that older persons can be trained to do specific tasks and can produce reliable results. The aim in this program is to reach at least 60% of the State's elderly by 1970.

The aides are all paid $1.40 per hour. After the first project year the inventory was substantially revised to produce more sophisticated responses to questionnaires. Again the aides were able to accept new directions and to carry out their work with minimum of confusion. This indicates the usefulness of older people in these projects.

We hope these comments will further the attainment of a Community Senior Service Corps.

Sincerely,

ANNE J. BENNER,
Mrs. Harlan F. Benner,
Chairman.

STATEMENT OF HON. CLAIBORNE PELL, A U.S. SENATOR FROM THE STATE OF RHODE ISLAND

Senator PELL. Mr. Chairman, I strongly believe that the United States owes a basic debt to its senior citizens. These people have admirably served their country in military, civilian, and public life and have contributed to making our Nation a better one. It is now up to us to assure our older Americans a more comfortable and satisfying life.

It is my opinion that S. 276, of which I am a sponsor, will be a great step forward in accomplishing what should be our aim in making a better life for our senior citizens. It would supplement their inadequate incomes and improve their physical, mental, and psychological well-being. At the same time, our communities will benefit from the utilization of their skills, in the National Community Senior Service Corps.

Recently, the subcommittee received a very interesting letter from Victor Gagnon which demonstrates clearly the interest and need for the passing of this legislation. At this time, I ask unanimous consent of the subcommittee that this letter be printed in the record.

I commend Chairman Williams on taking action on this bill, and hope that it will be brought before the full Senate to receive the enthusiastic support that it clearly deserves.

(The letter referred to above follows:)

WARWICK COMMUNITY ACTION, INC.,
FOSTER GRANDPARENT PROGRAM,
Warwick, R.I., August 9, 1967.

Hon. HARRISON A. WILLIAMS, Jr.,
Chairman, Special Committee on Aging,
Washington, D.C.

DEAR SIR: As Director of the Foster Grandparent Program, Warwick, Rhode Island, I am very much interested in the bill S. 276 or the Older Americans Community Service Program and favor it wholeheartedly.

Being a Senior Citizen myself at 74 years I can appreciate the roll the elderly persons can play in the welfare of the Community.

Here in Warwick, the Foster Grandparent Program has an enrollment of 40, average age 72, working in two institutions for neglected children and the pediatric ward of a hospital. The time and attention given by the grandparents to the children of these institutions is beyond explanation and the reaction of these neglected children to their "Grannies" and Grandpas' is something to see in order to comprehend the loving care and companionship which is given them by these enthusiastic persons and their experience with children is invaluable. Many instances could be cited here.

More programs for the elderly should be instituted to help them with their inadequate incomes, where their experience would benefit the community and also relieve them of this enforced idleness which is not helping their morale, both physical and mental.

However, there is one matter which I personally feel is lacking in this Bill and which I encountered in recruiting for our Program and that is the matter of income. May I cite one case of several.

"On the program here in Warwick is a widow of a World War I veteran, she is 74 years old and receives Social Security benefits of $36.60 per month and a veteran widow's pension of $54.40 per month. Under the Social Security Act she could earn up to $1500. per year without loss of benefits but not so with her widow's pension. When she reported to the Veterans Administration that her income for 1967 would exceed $1800. her pension benefit was immeditely suspended. On the one hand, she is receiving aid from one Government Bureau but on the other she is losing part of her income from another. However, her enthusiasm in the work of this program has kept her on regardless of the loss in income".

In my own case being over 72 years old, and a veteran of World War I; Social Security says my earnings can be unlimited, but my income for 1967 being more than $2700. the Veterans Administration has suspended my pension of $78.75 per month.

There must be many more cases as these in this Country, which Congress is overlooking in the Anti-poverty programs.

A survey conducted in this community last year in conjunction with the Medicare Alert Program has demonstrated that there is a great need for Home Service or Friendly Visitor programs for the Elderly. There are many older persons who live alone, who are incapacitated to some degree but are not so ill that they need to be institutionalized, but still need advice, help and care at home. There are many more programs that could be promoted to help these unfortunates, and who could better be fitted to do this work, the elderly themselves who are more fortunate.

Trusting that your bill will receive immediate approval by the Senate as a whole, I am,

Sincerely,

VICTOR A. GAGNON,
Director, Foster Grandparent Program.

STATEMENT OF HON. GEORGE SMATHERS, A U.S. SENATOR FROM THE STATE OF FLORIDA

Mr. Chairman, I appreciate this opportunity to testify in favor of S. 276, which you and I are cosponsoring. As an active member of the Senate Special Committee on Aging and chairman of its Subcommittee on Federal, State, and Community Services, you are aware of the long-term advocacy of the principle of this proposal by our Committee on Aging. While I was chairman of that committee, your subcommittee conducted a series of hearings and issued a report on "Services for Senior Citizens." Your subcommittee's report was subsequently endorsed by the full Special Committee on Aging. As you well know, the eighth recommendation in that report was for enactment of legislalation to create a service organization for the elderly like that proposed in S. 276. The principal sponsor of this bill, Senator Williams of New Jersey, is the present chairman of the Committee on Aging, and it is my understanding that his interest in it derived from his service on that committee.

During these hearings, you will doubtless receive much testimony regarding the benefits to our society which can be expected to accrue from enactment of S. 276 or a similar proposal. For this reason, I shall not detail the many virtues of this proposal, other than to say that in my judgment, it would accomplish great good for Americans of all ages at a very modest cost.

STATEMENT OF HON. CHARLES E. BENNETT, A CONGRESSMAN FROM THE STATE OF FLORIDA

Mr. BENNETT. Mr. Chairman, I deeply appreciate this opportunity to appear before the subcommittee hearing testimony on S. 276, a bill to amend the Older Americans Act of 1965 in order to provide for a National Community Senior Service Corps. On the first day of the 90th Congress, I introduced H.R. 247, an identical bill to S. 276, and in the 89th Congress sponsored similar legislation, which passed the Senate. I am pleased to join the chairman in the sponsorship of this legislation.

I have had a long-time interest in the field of Federal legislation for our elderly citizens, and I congratulate this committee on its efforts to assist the over 26 million Americans who are over the age of 60. I was one of the original sponsors of the Older Americans Act of 1965, which has accomplished much in its short life. In fact, under this act, the Florida Commission on Aging has received a total of $600,200 in Federal funds to begin a very worthwhile statewide program for senior citizens, which represents 12 to 15 percent of Florida's population.

The Florida Commission on Aging, primarily because our State is so attractive to the retired and millions of older Americans, has gathered many significant and important statistics which are helpful in programs for the aged. The facts are that millions of Americans are retiring at an earlier age each year. In 1957, according to the Florida commission, the average age of people inquiring about retiring in Florida was 64. By 1964 the combined average age of civilian and military personnel inquiring about retiring in Florida was 58.9.

The age of retirement and its idleness is being lowered each year. Almost a seventh of our population is in the forced or voluntary leisure class, and many millions of these people want to do things to occupy their time productively. By doing so, they will live longer and happier lives. It was for this same reason that during the 89th Congress I pushed for enactment, as part of the Manpower Development and Training Act, a special program directed by the Secretary of Labor for those Americans who reach the age of 45 years old and need further occupational and special training to compete in the labor market. So often, in today's society, our aging problems do not begin with retirement age, but begin much earlier. Testing, counseling, and training can make these citizens useful far past the usual retirement age. It is not unusual today for someone to enter the labor force at age 20 and retire at age 50.

I visualize the National Community Senior Service Corps becoming another Peace Corps for the elderly. I believe it would provide incentives and retirement possibilities just as SCORE, the Small Business Administration's Service Corps of Retired Executives, has throughout the country. The SCORE program has attracted thousands of retired businessmen to help their fellow businessmen who cannot afford high-priced advice in accounting, marketing, purchasing, and in other fields in their limited operations.

This proposed legislation recalls words of Justice Oliver Wendell Holmes, Jr., who, on his 90th birthday, said: "The riders in a race do not stop short when they reach the goal. There is a little finishing canter before coming to a standstill. . . . The race is over, but the work never is done while the power to work remains."

It has always been my feeling that as a general principle retirement from active productive living should be through choice, and not through compulsion of age. In recent years we have come to recognize that many of our senior citizens have no desire to retire from work; and to many people social security and retirement benefits are not a satisfactory substitute for a paycheck. Many of those who are able to work need to work and want to work. But modern

methods of business and industry deny them this. While the number of persons 65 and over has almost doubled since 1940, only about 13 percent are now in the labor force—half the 1940 percentage.

The National Community Senior Service Corps, outlined in S. 276 and in my bill, H.R. 247, would allow millions of Americans to continue active and useful lives. The program will give new opportunities to our older Americans and will serve as a symbol of strength to those citizens who are forced to end their lives in forced idleness.

There are many older citizens who do not need such a program, but there are far more who demand it for continued active life. I know of one such person who will not personally benefit from the National Community Senior Service Corps but who probably will use it if adopted to inspire hundreds of her fellow men and women. She is Dr. Eartha M. M. White of Jacksonville, Fla. I believe Dr. White, who is 90 years of age and very productively active, is the best example I can think of for the passage of this legislation. We are dealing with people in this bill—old people—and that has been Miss White's involvement for over three quarters of a century.

This legislation would allow participation by private nonprofit organizations, such as the ones led by Dr. White, in the development of a wide range of opportunities for senior citizens. Dr. White was born on November 8, 1876. This year she opened a new $775,800, 120-bed nursing home, supported by a $387,900 Federal grant under the Hill-Burton program. She founded the Clara White Mission in honor of her mother in 1920; has operated a home for the aged for 60 years; she secured an appropriation for the Jacksonville City Council for the first colored playground in the city and was the prime mover in the establishment of the Forest Hill Correctional School for Girls in Florida. These are just some of the good works of Dr. White, a living legend in her time.

Mr. Chairman, The National Community Senior Service Corps is an enlightened program which would give the Eartha Whites of our Nation—the elderly who are able to help themselves—an opportunity to help their fellow men.

American history is filled with examples of leaders who have accomplished great things for their Nation after reaching the age of 70. Benjamin Franklin is the first who comes to mind. He helped mold a nation beginning in 1776 when he was 70 years old. Thomas Edison invented the phonograph after he was 70. Bernard Baruch served as U.S. Representative on the United Nations Atomic Energy Commission when he was 76. The final year Joe Cannon served as Speaker of the U.S. House of Representatives he was 75. And when he was 72, Herbert Hoover went on a tour of 38 nations at the request of President Harry Truman.

We have a tendency to push aside people because they are too old, too young, or disabled in some way. We don't do it out of meanness but probably out of misplaced kindness and thoughtfulness. What we should do is to help develop the abilities of the old, the young, and the disabled to the fullest extent. We need to draw out the talents these people have. They can all lead constructive lives. The bill before you today will help the elderly grow and prosper through activity and usefulness.

I urge the adoption of this legislation, to provide for a National Community Service Corps—a Peace Corps for the elderly, which will mean so much to all Americans. Thank you.

Senator KENNEDY. Our next witness is Dr. E. W. Busse, president-elect, Gerontological Society, and director of the Center for the Study of Aging and Human Development, Duke University.

STATEMENT OF EWALD W. BUSSE, M.D., PRESIDENT-ELECT, GERONTOLOGICAL SOCIETY, AND DIRECTOR OF THE CENTER FOR THE STUDY OF AGING AND HUMAN DEVELOPMENT, DUKE UNIVERSITY

Dr. BUSSE. Mr. Chairman, gentlemen. I wish to present my observations and opinons that I believe are relevant and in support of this legislation. For approximately 20 years I have been interested in the aging process and the health of the aged. I have participated in numerous research projects related to the physical health and psychosocial adjustment of elderly people. Because of this research experience and the commitment of a large portion of my professional life to gerontology and geriatrics, I am strongly committed to the ideals and purposes that are set forth in section 601 of this bill. My statements are intended to have two major purposes. The first is to present supporting evidence for the current necessity of this bill and second to convey the need for similar and expanded programs and opportunities in the future.

Work is one of the important roles that adults use to maintain their place in society. The work role is not only a source of economic security and advantages, but it is also a source of influence that contributed to the individual's self-esteem. It is true that in modern American society there are segments of our population that find work to be their major resource for the utilization of energy and the maintenance of self-respect. In contrast, there are individuals who receive greater personal rewards for their activity outside of their ordinary work role, and this can be easily appreciated when one considers how automation has affected their personal contribution to production. It is also true that many jobs are sedentary in nature and, therefore, do little to maintain the physical well-being. Because of this failure to work to contribute to physical health, individuals are usually encouraged to get their needed physical exercise after working hours. There are a few individuals such as professional athletes who do not require physical activity outside of their work roles, but they do need other types of stimulating experiences. This leads me to what I believe to be an important point. It is easily appreciated that if muscles are not utilized, atrophy of disuse sets in, so that the muscles are weakened and after retraining often are incapable of returning to their previous level of functioning. There is evidence based upon empirical work as well as controlled research that these same principles apply to the central nervous system and most importantly the brain. The failure to utilize the central nervous system can result in its decline. Therefore we should encourage and provide opportunities for the individual to utilize his brain. We cannot afford to allow the brain to be idle. It leads to intellectual and emotional deterioration.

I previously indicated that an individual's work commitment can vary from strong to weak. This variation is related to how the individual views work as the determinant in meeting his needs physically and psychologically. There are those who have less expectations of life. They seem to have developed fewer needs; hence are satisfied with considerable less than others. It is my opinion that such a person—one with low expectations—that is, one with minimum requirements for meeting his satisfactions, is rapidly declining and perhaps disappearing. As health improves and education and the standard of living go up, expectations of life go up. Therefore we must anticipate that as the adults of today move into retirement and the latter years of their life they will have considerably greater expectations than those of the present and the past. I believe that there are now many people and that there will be more in the future who feel that they have a need and a right to continue to contribute to society. These people should have the privilege of making choices as to how to meet these needs. I have been informed, although I have been unable to obtain the original data or report, that a study has been conducted which indicates that elderly people do not have the anticipated interest in participating in volunteer work in community health and welfare agencies. I have also been told that few of these agencies actually provide opportunities for elderly volunteers. Such studies are necessary and are of immediate value, but they should not be interpreted as guidelines for the future. As I have previously stated, I believe that the attitudes and expectations of elderly people will be changing rapidly, and I believe that it will be essential for community health and welfare agencies to provide a diversity of opportunity for volunteers. Only by such creative and sustained effort can we meet the obvious manpower shortage which is developing in the service areas. There is no doubt in my mind that there are substantial numbers of elderly persons who can and will make valuable contributions to our society.

It is my observation that throughout our lifespan we pass through phases during which certain responsibilities and commitments are more important than others in the maintenance of self-esteem. For instance, early in life the student role is important. This changes to a work role or what I elect to call the economic career. It would logically follow that at retirement a person must be permittted to evolve another major role. This could be what I call the social role or career. Admittedly an individual must serve many other roles and must assume a diversity of responsibilities throughout his lifespan, but it is my belief that one can effectively consider one major aspect of retirement by thinking of the three careers that I have named as a continuum: that is, the student career, the economic career, and the social career. I further believe that providing the elderly person with an opportunity for a social career is consistent with what has been described as an orderly work pattern. An orderly work pattern has considerable value to the individual and to society and it accords the person recognition and respect in his community, and such individuals clearly maintain a much greater social involvement. Of particular importance from my viewpoint is that I believe that the opportunity to remain physically and mentally active will do a great deal toward maintaining the health of elderly people.

Mr. Chairman, that concludes my formal statement.

(The attachments of Dr. Busse's statement follow:)

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Senator KENNEDY of Massachusetts. You have made a study. These conclusions are a result of a good deal of thought and study, is that correct?

Dr. BUSSE. That is correct, sir.

Senator KENNEDY of Massachusetts. How long have you been studying this particular problem of the importance of providing a useful kind of activity to seniors as far as their own human physical and emotional development is concerned? How long have you been studying this?

Dr. BUSSE. Actually for approximately 20 years, but perhaps the more pertinent one is a study that was initiated in 1954, and this is a longitudinal study of so-called normal, well-adjusted, elderly people.

We have been following these people very closely through the years. So we have a very adequate opportunity to watch them as they move from a work role into retirement, see how they adjust, and to determine what makes those individuals who do manage good adjustment as opposed to those who do not.

Senator KENNEDY of Massachusetts. Let me say I think from your references here and from your own writings, you show that there are few people who are as well prepared to speak on the subject as you

have been, and I think it is extremely helpful testimony. Do you know of any that sort of dispute your general conclusions with regard to the importance of providing some useful activity to seniors?

Dr. BUSSE. No, sir. That is why I made reference in my formal remarks to that. I have been unable to really run down the research that I was told about. I, of course, would like to have that opportunity, but I actually have not.

Senator KENNEDY of Massachusetts. As I understand it as well, seniors themselves are interested in pursuing these kinds of programs, which would be suggested by the legislation, but also which are generally outlined as the kind of activities which would be included in your testimony as utilizing their physical, emotional, and intellectual wherewithal, and therefore I want to express my appreciation for your appearance. I think it is very, very helpful testimony.

Dr. BUSSE. Thank you.

Senator KENNEDY of Massachusetts. Senator Prouty.

Senator PROUTY. Doctor, I suppose this would vary in individual cases, but in general, what do you consider the proper retirement age for the average individual? We sometimes hear it should be 60, 65, and even 70, if the individual is physically able to continue work. Is there a "right" retirement age?

Dr. BUSSE. I am actually very pleased to respond to this, because it is a subject which I have enormous interest in and we have watched very carefully.

I think there really is no age of retirement that can be established from a health viewpoint or from a viewpoint of the individual's capability of performance. In fact, I believe that there are a large number of people who are retired way ahead of the time that they should be, if one considers their capacity to continue to work effectively, so that I would say that there are, of course, certain types of jobs that require certain skills in performance, particularly those that require speed performance, what we call psychomotor speed.

Such individuals frequently have to be moved out of those jobs, but they usually have picked up skills, usually of the judgmental type, that can be very valuable in another closely allied position. But generally speaking, I believe that the reduction in retirement age is an economic factor and is unrelated to the health factors or the capacity of the individual to perform.

Senator PROUTY. Thank you, Doctor. I think your testimony has been very helpful.

Senator KENNEDY of Massachusetts. May I ask just one final question, Doctor. You said that if there is a passage of this kind of legislation, which you are familiar with, including the senior service corps, that this very well could contribute in economic terms, perhaps to some extent reducing the medical bills that would be necessary for some of our seniors, in the sense that they will be actively and gainfully pursuing something which will utilize their intellectual, physical, and emotional talents, and that perhaps you can't predict what it is in dollar cost, we are interested in, but rather a general expression of yours that in this sense we might be saving funds by this kind of a program in our medical field.

Dr. BUSSE. I am convinced that your remarks are accurate. I believe that we will contribute substantially to maintaining the health of the individuals by keeping them very well occupied, productively so, in the sense that they contribute to themselves and society. I have no doubt it contributes much to their health.

Senator KENNEDY of Massachusetts. Thank you very much, Doctor.

Dr. BUSSE. Thank you.

Senator KENNEDY of Massachusetts. Our next witness is Mr. John Edelman, who is the president of the National Council of Senior Citizens. With him I believe is Mr. O'Brien. Mr. Edelman is no stranger to this subcommittee. He has appeared before this subcommittee on many occasions. On each occasion his appearance is always marked by a general uplifting and greater understanding of the problems of our seniors, because of his own deep interest, study, and concern about their welfare. Mr. Edelman, we are delighted to welcome you here, and appreciate your appearance.

STATEMENT OF JOHN W. EDELMAN, PRESIDENT, NATIONAL COUNCIL OF SENIOR CITIZENS; ACCOMPANIED BY JAMES C. O'BRIEN, ASSISTANT

Mr. EDELMAN. Mr. Chairman, I am very happy indeed to very briefly introduce to you the almost 200 persons that are in the hearing room who are members of what we call our Washington Area Council of Senior Citizens.

These are almost 50 different clubs of older people in Washington, D.C., and a few of them in the suburban areas close by, sponsored by all kinds of organizations, but principally by the many churches in the Washington metropolitan area. These clubs, carry on their own activities, and their own programs, and each group is completely autonomous.

Due, however, to the need to coordinate their efforts on many local matters, they come together regularly in what we call an area council. We have almost 50 clubs now in this general area that meet regularly and attempt to work together on many types of projects which they feel are important to the older people of this community, as well as of the Nation. They have between them chipped in and hired a couple of buses to make this trip up here this morning.

I have filed a formal statement, Mr. Chairman, with you which I hope will be introduced into the record.

(The prepared statement of Mr. Edelman follows:)

PREPARED STATEMENT OF JOHN W. EDELMAN, PRESIDENT, NATIONAL COUNCIL OF SENIOR CITIZENS

Mr. Chairman, my name is John W. Edelman. I am president of the National Council of Senior Citizens which is made up of individual members and the combined memberships of over 2,000 affiliated older people's clubs located in nearly all States. We represent over two million senior citizens.

The National Council of Senior Citizens is a nonpartisan, nonprofit organization dedicated to winning a better life for *all* older Americans.

Through uanimous resolutions passed by our last two annual conventions, the National Council is committed to support of the concept of S. 276, introduced by Senator Harrison J. Williams of New Jersey—to establish a National Senior Community Service Corps aimed at channeling the time and talents of elderly persons in service to their neighbors and their communities.

We are glad to appear before this committee for a second year, to testify to long-overdue need for Congressional action on this proposal—and we deeply regret that the Administration has not yet seen fit to meet the challenge of the proposal with adequate commitment for the moral support and comparatively modest financial needs which the proposal demands.

You are deeply aware, Mr. Chairman, I am sure, that we in the National Council feel the tremendous urgency of the times in seeking to meet current needs and in preparing for the great increase in our senior citizen population during the coming decade.

I also believe that you, Sir, share with us, some of the impatience we feel when confronted by the slow and laborious movement through Congress of even the brightest of ideas for the public good.

The Senior Citizens Community Service Corps proposal is one of those ideas which has certainly reached its time and it is desperately needed by many of our older Americans.

We are somewhat frustrated that we have to come back another year to plead for it—but we are not going to permit ourselves to get despondent. As you are aware, we never tire of coming before Congressional committees to press the desperate needs of the elderly. And we never tire of seeking to press programs for the elderly through the Government bureaucracies.

We like to think that we make a little progress each time that these programs are discussed, and the gains we have made in recent years lead us to believe that some day soon we will make real progress in reversing America's national negativism toward the elderly. The emphasis on programs for youth is clearly apparent in all the employment programs of Government. The National Council of Senior Citizens has said repeatedly that we support the emphasis on youth but when determining priorities it is clearly unjust to ignore programs for the aged as we have been doing. "Too old at 40" is a pattern of employment in private industry and a pattern of employment in Government.

And all the time this neglect of the aged is going on America suffers from the absence of skills, talent and knowledge which exist as a vast reservoir among our older people.

Not all the elderly are capable of work after retirement. But there are many—perhaps as many as two million or more over 65 and perhaps five million over 60—who have time, experience, skills and active desire to serve others. But they are most often denied the opportunity because they don't know how or where to begin or they lack the technical assistance or facilities.

Many of our older people would join the Senior Citizens Community Service Corps because they need the work in order to provide extra money for their essential needs.

Others may be fortunate enough to have their essential needs covered except perhaps for travel expenses and lunch money. If these expenses were provided they could do volunteer work. Without them, they would not be able to participate.

There are, of course, other older people—unfortunately far too few—who do not have a money problem. Very frequently, however, they have real psychological needs. They need to feel wanted in America. They need an opportunity to show that they are willing to serve their neighbors and their community.

It seems to us it should not be too difficult to produce a plan in which the Senior Citizens Community Service Corps concept could be worked out for both paid workers and volunteers with one agency responsible for the direction of the project.

The Job Corps program has done wonders in teaching skills to younger people, many of whom could not read or write. We doubt if there will be any insurmountable difficulties in retraining those of the elderly who want to get back into harness through the Senior Citizens Community Service Corps.

Wider use of senior citizens in public and nonprofit services should indirectly relieve the shortage of younger workers in the competitive economy. In developing programs to employ the elderly we will certainly be easing the problems of our national economy. We should stop the present waste of the energies and abilities of our older Americans.

And now, with your permission, Mr. Chairman, I would like to call on my assistant, Jim O'Brien, to present some more detailed observations.

Mr. EDELMAN. I will just simply preface my statement, by saying extemporaneously that the National Council of Senior Citizens, which is I think without any question the most active of the organizations of older people in this country, which has now affiliated with it probably 2,000 clubs and possibly 2 million members throughout the United States in practically every State of the Union, is tremendously interested in the legislation which we are considering here today. I want to say as forcefully and as enthusiastically as I can that we feel that S. 276 is of great importance to the older people of this country. If the legislation authorizing and supporting this type of a project could be enacted, and administratively handled intelligently, as I am sure it would be, that it would be a tremendous success, a vast boon to the older people of this country. It would be a contribution of very significant and I think quite substantial values to the community as a whole in all sorts of ways.

Perhaps I could add some little illustrations during the questioning period. Now may I ask that my partner, Mr. James O'Brien, pick up and read a more detailed statement.

Mr. O'Brien is a member of the Advisory Committee to the Administration on Aging. He has for many years headed the retired workers department of United Steel Workers of America, and he has been my assistant at the National Council of Senior Citizens for the entire period since I served as president of that organization.

Mr. O'Brien.

STATEMENT BY JAMES C. O'BRIEN

Mr. O'BRIEN. Thank you, Mr. Edelman.

Mr. Chairman and members of the subcommittee, my name is James C. O'Brien. I am assistant to President Edelman of the Council of Senior Citizens. It is a great honor to follow him as a witness here. He has devoted a lifetime to helping improve the lot of the needy, the underprivileged and the elderly.

Under his gallant leadership, the National Council of Senior Citizens took part in a winning legislative battle for medicare and is presently campaigning for a 20 percent overall social security increase and other social security benefits recommended by President Johnson.

Because of the hope and encouragement it offers seniors across the land, we of the national council believe in the concept of Senator Harrison Williams' bill, S. 276, authorizing a $15 million appropriation to help those who are 60 or over and physically able to work find jobs in effective community service.

We of the National Council of Senior Citizens consider it one of the most significant measures to come before this Congress, in the area in which we are giving priority attention.

Its enactment would be official recognition that the elderly continue to have a real contribution to make to society. This would help dispel the dread that weighs so heavily on so many elderly, namely, that there is no longer a place for them in the present scheme of things.

In pointing to this psychological impact the Williams bill would have on the elderly, we of the national council do not for a moment overlook the cash benefits the bill would make available to large numbers of the elderly poor.

Social security is the main source of income for the vast majority of those 65 or over. Because social security benefits are so inadequate, millions of older Americans live very close to the poverty line.

Some elderly collect industrial pensions to augment to be sure but they are only one in every seven social security recipients and their private pensions often are pitifully small.

Benefits of approximately 1 million social security benefits are so low because they have not kept pace with living costs. Since 1954, living costs have risen more than 50 percent but social security benefits have gone up only 14 percent.

The Williams bill would enable social security recipients to earn up to $1,500 a year without reduction of their social security benefits. We would hope this amount is boosted to $1,680 a year if this figure is approved under the 1967 social security amendments as the amount a senior can earn without reduction of benefits.

Large numbers of the elderly, who are able and willing to work but are denied any except routine jobs due to industry's unrealistic hiring policy, would welcome the opportunity for retraining leading to meaningful jobs on a full-time or part-time basis.

These men and women, arbitrarily forced into unwanted idleness by a youth-oriented society, are eager to return to productive work as we learned last year during Operation Medicare Alert to inform those 65 or over of their right to optional doctor insurance under medicare.

Members of the National Council of Senior Citizens served as project directors, team captains, and community aides in medicare alert programs across the Nation. The pay varied from $1.50 to $2 an hour. Those who could afford to do so worked as unpaid volunteers. And I might say the ratio of volunteers to those actually being paid was most impressive, ranging from three to four volunteers to as high as 10 or 12 workers, volunteers to each worker in other communities.

Their enthusiasm and devotion to duty often under adverse conditions demonstrated a deep desire to be employed. They were proud and happy to be back in the workaday world. For them, work had a therapeutic value above and beyond their monetary reward as their doctors often reported to us.

Of course, this is not a general attitude among the elderly. A great many retirees prefer leisure, travel, or other pursuits unrelated to gainful employment, and surely they have earned the right to their retirement. Many more are prevented from seeking jobs by ill health.

But millions of retirees cannot be happy in retirement. Work is their life. They want to continue in the mainstream and feel uncomfortable and excluded when society tells them it has no further use for their services.

In the words of Secretary of Labor W. Willard Wirtz, "Employment—usefulness—is the difference for most people between life's having meaning or no meaning.

"Yet today, all too often, as a worker grows older he finds the door of employment closed to him."

Mr. Chairman, and distinguished subcommittee members, we have a whole generation coming up that has seldom seen an older person working. This generation is accustomed to seeing their elders idle and often, neglected.

So much is this a part of our culture that young people in positions of responsibility seem to regard it as the natural order of things, and their attitude reinforces the growing discrimination against hiring anyone above a certain age—an age limit that gets lower all the time. A few years ago, it was 45. Now spokesmen of the Department of Labor say it is age 40.

I submit, Mr. Chairman, no nation—not even one as rich as ours—can afford to waste the talent, skills, and know-how of its older citizens who want to be productive.

Today's senseless discrimination against the elderly in hiring and employment goes hand in hand with a rising manpower shortage, particularly in skills and specialization.

Just as there is no lack of skills among retirees so there is no dearth of jobs they could fill if given the opportunity. The elderly could train young persons in a variety of skills. They could serve as teachers' aides, librarians, health aides, friendly visitors—to name some of the ways the elderly could be reemployed.

Meaningful employment is the answer to the problem of a great many elderly who are now disengaged from society, ashamed of their idleness and poverty, who hide themselves in lonely rooms because they are too proud to face relatives, neighbors, and friends they knew in better days.

The National Council of Senior Citizens strongly believes millions of seniors who want to work should and could be employed at jobs suitable to their skills or trained for meaningful employment as S. 276 intends.

However, I would like to make the point right here that we of the National Council do not consider work the only answer to the hardships and problems that beset the Nation's elderly.

Millions of seniors want to work so they can live better but, more than that, work gives them status.

In other words, they achieve dignity and a feeling of belonging by returning to the labor force.

The rapid increase of wealth in the USA due to automation and the fantastic rise in worker productivity greatly benefits the majority of Americans, but it has brought with it glaring inequities as this summer's slum riots attest.

The elderly poor do not of course riot, though I have seen some put on some pretty good demonstrations. In fact, they do their best to avoid having attention called to their plight. Yet, as Charles Odell, Director of the U.S. Employment Service, has pointed out, our impoverished elderly are the most hopeless of the Nation's poor.

A third of the 19 million men and women 65 or over are poor—as Odell also has noted. As the buying power of their social security benefits shrinks, they grow poorer year by year and, because of age discrimination in hiring and employment, those able to work are brutally excluded from meaningful employment.

This, Mr. Chairman and other distinguished subcommittee members, is a shocking situation. It can and must be corrected. It is inconceivable that the U.S.A. which leads the world in wealth, power and, yes, generosity, should so humiliate and degrade men and women grown old in toil whose talent, skills, and know-how made our country great.

Instead of looking forward to retirement as the golden years, millions of wage earners forced into retirement find it a living hell. As I have stated, approximately half the retirees on social security are poor and, understandably so, since social security retirement benefits represent less than a third of factory wages.

This is not so in other industrial countries. It need not be so in America.

For example, a West German can retire at age 65 with an average social security benefit of $132 a month, Roul Tunley, an author who has studied care of the aged abroad, reports. (U.S. social security averages $84 a month.) Tunley writes:

"In West Germany, moreover, old age pensions are tied to the cost of living index and often rise as much as 9 percent a year. The top social security pension (for West Germans) was $220 a month (last year), nearly $100 more than ours.

With the cost of living in (West) Germany far lower and with medical treatment completely free (no deductibles as with Medicare) the sunset years of elderly Germans are lined with more gold then anybody else's . . .

Here is author Tunley's report on Sweden:

With no fear of medical bills and with adequate old age pensions, people not only grow old with dignity in Sweden but they live longer. Swedish longevity—76 years—is one of the highest in the world. The average old age pension (in Sweden) is almost the same as ours (in the USA) in dollars. But, with roughly twice the purchasing power, plus housing and medical benefits, the sunset years are likely to have a rosier glow (in Sweden) than in the USA. Moreover, there is little that smacks of charity in all this. It comes as an earned right.

Tunley states that Englishmen live 2 years longer on the average than Americans. He attributes this to a more humane treatment of the elderly in Britain.

Mr. Chairman and distinguished subcommittee members, I feel no pride in calling your attention to the achievement of other industrial nations in the care of the elderly. I do so in the hope it will awaken Congress to the neglect of so many elderly in our country.

We of the National Council of Senior Citizens strongly feel that what is needed, first and foremost, is a substantial increase in social security benefits. The national council goal is benefits of at least $150 a month for an individual and $250 a month for couples.

We are far short of that goal so, meantime, we welcome the idea of a federally supported senior service corps offering seniors the opportunity to earn up to the maximum permissable without reduction of social security benefits.

The National Council of Senior Citizens feels confident that, if a senior service corps is set up and the elderly are given a real chance to demonstrate their ability, this may stimulate private employers to change their minds about retirement policies that now rigidly exclude the elderly from holding meaningful employment.

On behalf of the National Council of Senior Citizens, I wish to thank Senator Williams and other sponsors for their support of S. 276 and I am grateful to the chairman and other distinguished subcommittee members for this opportunity to appear before you.

Senator KENNEDY of Massachusetts. Thank you very much.

I am just wondering, on the question of the reorganization which we talked to Mary Switzer about, I am wondering what the attitude is of the national council on that reorganization.

Mr. EDELMAN. The National Council of Senior Citizens was one of a small group of organizations that initiated the legislation that created an administration agency. We strongly emphasized the necessity for making this agency independent. But tradition, habit, and custom, was so great that we were prevailed upon finally to accept certain undertakings, that this would be, in fact, an independent agency, although located in the Department of Health, Education, and Welfare, for what is called housekeeping purposes. We were given, at the time that this legislation was enacted, very positive assurances that it would, in fact, have an in-fact independent status. The National Council of Senior Citizens we were told would be consulted before changes would be made, and also on basic policies.

I am very distressed to have to report to you that we were not consulted. We haven't wanted to make a fuss about this kind of thing, because unfortunately to the public at large it seems like a minor issue. But we do not think it is a minor issue.

Apparently, in the immediate future, there is very little practical possibility that this administrative decision will be undone. Despite the fact that in both theory and in fact we think it was an unwise move to do this—to make this change—we have the feeling that Miss Switzer is such an exceptional person and so vitally concerned with the problems of the aging that it might turn out to be somewhat of an improvement in the day-by-day operations of the agency.

Now, Mr. O'Brien has also been very close to this thing and he might want to add to it.

Mr. O'BRIEN. Mr. Chairman, on the line of questioning you developed in response to the written answers from the Secretary to Senator Williams' questions as posed; I think that the legislative history has some meaning and bearing on this, and would like to have it in the record.

I participated with the late Senator Patrick McNamara and the late Congressman John Fogarty in working out a compromise. There were many interested groups. There were perhaps 15 or 18 people representing constituencies with an interest or a concern.

We struggled with this for a long time because both during the regime of HEW Secretary Ribicoff and Secretary Celebrezze; also during your brother's tenure as President, HEW had opposed the legislation, and we finally came together with what we thought was an acceptable compromise. Instead of insisting on an independent commission, that the Commissioner and the operation be placed in HEW. We had had a very sad experience with moving HEW once before during Secretary Celebrezze's tenure in office, in which Aging had gone further back by being put in Welfare. Therefore, we were much concerned and spelled out specifically the consequences we thought would result from any further reduction in the stature and status and prestige of those who articulated for aging in the Federal Establishment the need of the older Americans.

We were assured most specifically that this would never happen again. And so it occurred that when the present Secretary came in, we met with Mr. Gardner, and thought we had an understanding on this issue with him.

I am quite certain that it wasn't wise to make this last move without at least communication, without coordination, without some awareness on the part of people who cared and were concerned and who had had an ongoing commitment that the present move would not be made.

The second thing is that there is an Advisory Committee on Aging. This was created by Presidential appointment. It is the 15-man Advisory Committee on Aging.

Now the most vital thing that has happened to the Administration on Aging since the enactment of the Senior Citizens Act of 1965 has been the present reorganization. Nobody on the 15-man Advisory Committee on Aging was advised that this was going to occur.

I think certainly in answering questions from you or other members of the subcommittee, Senator, I would like to rest on that. The Secretary has problems. We should be sympathetic to the problems. He is an extraordinarily gifted man, but there was a breakdown in communication.

Mr. EDELMAN. I think that you can build a rationale for this reorganization, but the case for an independent commission is far more reasonable, and deservable that such an agency should be able to report directly to the President.

The most obvious error we find in this merger is the fundamental psychological fact, which is so generally unrecognized, so generally overlooked, and it is the psychological problem which you are confronted with in dealing with the vast majority of the elderly in America; that is their terrific resentment and distress over being identified as welfare recipients, although many of them do have to finally accept public assistance of one kind or another. The greatest appeal about the social security approach is that payments under a social insurance system are made as a matter of right and do not include a means test.

Now we link the Administration on Aging with a series of agencies within HEW, whose fundamental concern is with welfare. By doing so you impair the effectiveness in a very definite psychological sense of the Administration on Aging, simply because it is linked in the minds of millions of older people with other departments concerned with reaching the needs of those who can only be helped by some type of public assistance. I think this is unfortunate.

I think a good deal of this is of course myth, Mr. Chairman. I frankly admit it. But the—all of us recognize that mythology plays a very real part in life in this so-called scientific age.

The Administration on Aging, if it is to be successful, must engage in many activities a good deal apart and different from the more conventional social welfare agencies. The Administration on Aging will finally have to be set up as a separate and independent commission or agency. However, in the immediate future, at least, we will cooperate very closely with Miss Switzer. Because of her peculiar talents and qualities of leadership, we think we are confident that we will make progress in seeking to improve the lot of all the elderly in this country.

Senator KENNEDY of Massachusetts. You place a high sense of priority on this legislation as I understand it, Mr. Edelman.

Mr. EDELMAN. We do, sir.

Senator KENNEDY of Massachusetts. As well as Mr. O'Brien. Do you believe as I do that this concept of community service is certainly one that has been supported by President Johnson as well as President Kennedy, and that this really carries through what has been their stated purposes, and that this program is extremely useful, important, and worthwhile?

Mr. EDELMAN. I think from the standpoint of just everyday need and experience this legislation is of vital importance. Let me give a homely illustration.

Carfares have become a very, very serious practical problem for seniors. The whole problem of isolation and alienation of the elderly is related to this question of what it costs to get from one place to another.

We found it here in the Washington area, with our little experimental Project FIND, that that thing which is successful, brilliantly successful as it was, we feel it was based so much on the practical foundation of the fact that we were able to pay carfare, and a sum of money which in effect enabled the individual to buy his lunch, and sometimes in our particular case to get his shoes repaired, these simple little additions to income, which simply cover the additional costs which the senior would have to incur, to be able to become a useful volunteer, make this thing so vitally important.

The emotional, the spiritual, and the practical values of this program are so manifold, and could be illustrated by all kinds of dramatic incidents. Mr. Chairman, just the other day, I should have brought the letter with me, I got a letter from one of the clubs affiliated with our organization, which operate in Miami. This club set itself up, set a special program up to solicit from all of the agencies, hospitals, mental institutions, child-care institutions, department of welfare, and so on in that Dade County area, set itself up that they would provide volunteers for whatever agencies could use them, and they said that they had 20 requests from the whole range of social agencies, hospitals, and mental care institutions in that city and surroundings.

The practical assistance that our people were able to give, has been an important minor achievement. And the volunteers themselves—all seniors of course were thrilled to be of service.

A couple of months ago, I had a report from our affiliates in Boston. In the Roxbury area where there is a very considerable cluster or concentration of older people, many of who live in single rooms, and practically all are very low income status.

A federation of social settlement houses has grown up in that area. They have had some little money both from the State and through OAS, through the State Commission on the Elderly, and have set up a communitywide project of caring for the elderly. To do this they have organized the elderly to look after the elderly.

Those in charge of the project assign individual union volunteers to certain other seniors who need help or friendliness. The visitors go to certain houses regularly. They find out what their needs are, whether they need errands run, whether they need being escorted to the doctor's office, whether they need to be escorted to a welfare agency or whatever the case may be, The vast improvement that this has made, both to the individuals who are actually carrying out this work and to the

people in the community in need of care and attention has been of immeasurable value.

Could I just also add quickly, Senator Prouty, that one of the people who is with this group here today, one of the seniors here, an officer of our organization a volunteer has made it her business to visit a number of the older people in the Washington area, who had not known about the availability of what we call the smaller pension made available by the legislation which you sponsored, and which we familiarly call the Prouty bill. Since the availability of this person was less well known, than the older program of social security, many of these people age 70 and over are still unaware of the existence of this legislation. In many, many instances, they have to be visited and told that these very minor pensions have been made available through the work you did in the Congress. It is a very interesting fact, sir, which we can testify to as to the tremendous enthusiasm and gratitude with which these smaller benefits have been received.

On two occasions, this lady, who is here in the audience, was able to secure finally, after considerable work, these pensions and tremendous expressions of gratitude coming from the people. In one case the individual died within 3 weeks after receiving the pension, but certainly did die very much happier for the fact that he got it. In another case death occurred within a few months after qualifying for the benefit the Prouty bill authorized. These are of course tragic cases, but I am sure that you, like so many others, would have been tremendously warmed and enthused, had you been able to hear, as I did firsthand, the reactions of these individuals when the pensions were finally gotten through the administrative mill and the checks were received by these individuals.

In a sense they felt it was a sort of honor and recognition, and a kind of reestablishment of their social status, in addition to being given some cash that they needed very badly.

Senator PROUTY. I am very glad to hear you say that, Mr. Edelman, and I am certainly grateful to you for bringing it up. I might point out that this is the last year under the present law for people to qualify. Unless they get in under the program in this year, they will not be eligible later on unless the law is changed.

Obviously $35 a month is grossly inadequate. The proposed increase to $40, under the House-passed bill, grossly inadequate, and I hope when the bill is in the Senate that we will be able to increase it, and all other social security benefits as well. I am glad you and Mr. O'Brien have concentrated on that particular problem.

There is one other I hope will be enacted. As you know, the present law makes it impossible for people 65 years of age or older to deduct their medical expenses as they have been able to do for the past 17 years. I have an amendment pending to a tax bill which has been reported by the Finance Committee, but for some reason that hasn't been brought up on the Senate floor.

Now I certainly don't suggest this is the reason, but I have heard it suggested that perhaps because it was a Republican who proposed the amendment, the bill would not be acted upon until sometime later, or it would be handled in the social security bill. If that is the case, I would like to say here and now I am perfectly willing to withdraw

as sponsor of that legislation and let any person on the other side of the aisle introduce it. I would support it wholeheartedly. I have no pride in authorship. I want to see the legislation enacted into law. Thank you very much.

Mr. EDELMAN. Thank you. Senator, in response to that, let me just say this.

National Council of Senior Citizens constantly stresses the fact that it is not nonpolitical, but we also equally insist forcefully that we are completely nonpartisan.

Senator KENNEDY of Massachusetts. Senator Yarborough.

Senator YARBOROUGH. Mr. Chairman, I want to commend the chairman for arranging such a comprehensive hearing and reading the list of witnesses here, I am proud of the fact that I have the privilege of being on this Special Subcommittee on the Aging, and am one of the cosponsors with Senator Williams of New Jersey and Senator Kennedy of Massachusetts and others—19 in all—as a cosponsor of this measure.

I shall read all the statements. I was detained in arrival by being a member also of the Education Subcommittee, while was hearing Commissioner Howe on the elementary and secondary education bill.

Mr. Edelman, I congratulate you on your statement. I am impressed by the capabilities of these older Americans. I got interested in this problems in my home State of Texas because having been a candidate at one time for Governor of Texas, I was partially a candidate because of the conditions of the elderly people of my State. My State is one of the 13 States in the Union that has no minimum wage law.

As a result, these older people were working at lower wages, and we have a larger number, or did have a few years ago, in the old-age pension and welfare rolls than in any other State in the Union, though we are not the leading State in population, and we have a very high percentage of the people drawing social security payments who had to have those supplemental by the welfare payments because of low wages in the past, and a low wage during the workers' productive years means a harsh old age, because of low social security payments supplemented by welfare payments, because they were lower.

With that experience, I have cosponsored this legislation, and am very much interested in the status of the elderly people because I think per capita that problem is more aggravated in our State than any other in the Union. Certainly it is one of the States that suffers the most.

Our State is unfortunately in the lower 10 States in the average annual payments per month for these older people. I congratulate you on your work, on the work of your national council; I congratulate this very energetic subcommittee whose chairman is Senator Kennedy of Massachusetts. My lateness in arriving was not due to any lack of interest in this work or knowledge of the need for it.

Now taking another minute, Mr. Chairman, to relate a personal experience.

Last Tuesday night I was in Indianapolis, Ind., at the national convention of the Veterans of World War I. Their average age is between 72 and 73 years. They had 4,100 at their banquet. A member there who belongs to the American Legion and the VFW both,

without any invidious comparisons, stated that was a larger banquet than the Legion had had at its great convention in Boston a couple of weeks before, and a larger banquet than the VFW had had at its national convention a couple of weeks before.

The speeches and motions they made, the fire they exhibited, the singing they did convinced anyone who heard them, other than physically lifting heavy weights, those people averaging 72 or 73 were qualified to do gainful work. They had the mental capability and the physical vigor and agility. They had to climb stairs to get to this banquet hall. They had the ability to be gainfully occupied some way or another, those with adequate training.

I think that this bill will open up avenues. I notice in your testimony that you state a certain number of millions, 2 million or more over 65, and 5 million over 60 who have the experience, skill, and active desire to serve. I am glad to have your statement. I think we should open doors and let them serve. Thank you, Mr. Chairman, for your leadership.

Senator KENNEDY of Massachusetts. Thank you very much, Senator Yarborough, for your very helpful comments.

Thank you, gentlemen, Mr. Edelman and Mr. O'Brien, for your statements.

Mr. EDELMAN. Thank you.

Senator KENNEDY of Massachusetts. I would like to call on Mr. Blue Carstenson, who is the executive director of the Senior Member Council of the National Farmers Union, who is accompanied by Mr. John Reed, Green Thumb foreman, Trenton, N.J., and a group of Green Thumb CASA musicians from the hills of Arkansas. We are extremely fortunate to have them here to introduce and tell us a little bit about this organization. I would like to have Mr. Carstenson say a word, and then Senator Fulbright has been kind enough to come to our hearings this morning, and he would like the pleasure of introducing you. I will ask Senator Fulbright if he will be kind enough to give us a word about this group.

Senator FULBRIGHT. Mr. Carstenson, did you wish to say a word before I introduce your colleagues?

STATEMENT OF BLUE A. CARSTENSON, DIRECTOR, THE SENIOR MEMBER DIVISION, NATIONAL FARMERS UNION, ACCOMPANIED BY JOHN REED, GREEN THUMB, TRENTON, N.J.; J. R. "ROD" JONES, DIRECTOR, CASA, ARK.; BILL BLASINGAME, FIELDWORKER, CASA, ARK.; MRS. CELIA WHITE, ARKANSAS; W. P. MORRISON, GREEN THUMB, ARKANSAS; DAVID MORRISON, GREEN THUMB, ARKANSAS; SETH MIZE, GREEN THUMB, ARKANSAS; BARRETT CALAMESE, GREEN THUMB, ARKANSAS; AND JIM JOHNSON, DIRECTOR, ARKANSAS GREEN THUMB

Mr. CARSTENSON. I would be happy to.

Members of the subcommittee, I am very happy to be here with a group of older people who have shown, both by the work that they have done on their community projects, CASA, and the Green Thumb

program, that they can make a contribution to their community, and also that they can have a lot of fun.

We are going to share with you right now a little bit of the fun enjoyed in rural Arkansas, some of the enjoyment, some of the original folk music that we have in northern Arkansas. We would like to have the opportunity to testify on the Senior Citizens Service Corps a little later on. These two programs are two of the prototype programs for the Senior Citizens Service Corps, and do illustrate very directly and very vividly the kind of service activities that older people can and are involved with in serving their community.

At this point I would like to turn the program over to the Senator, Senator William Fulbright.

STATEMENT BY HON. WILLIAM FULBRIGHT, A U.S. SENATOR FROM THE STATE OF ARKANSAS

Senator FULBRIGHT. Mr. Chairman, I am very pleased that you have been gracious enough to allow us to appear here today. I come from the Ozark Mountains, very close to the town where this activity centers. Four years ago one of the men here today, a retired farmer, Mr. William Morrison, started a group in Mountain View, Ark., dedicated to the presentation of folk Ozark music as it has been handed down to them for generations.

In case any of you are wondering about it, Mountain View is in the very heart of the Ozark Mountains in Stone County, about 150 miles north of Little Rock and east of Fayetteville, which is my hometown.

This group has grown both in size and popularity until this spring their folk festival attracted some 20,000 people to Mountain View. They are all older and retired men and women who had very low incomes, until they were employed by the Green Thumb program established by the Arkansas Farmers Union under an Economic Opportunity program of the Department of Labor.

I would like to introduce Mr. William Morrison. Mr. Morrison is from Stone County. He is age 65 and has worked all his life on a farm and in the sawmills of the Ozark Mountains. He organized this musical group, which they call the Rackensack Group, which now numbers some 150. Members of this group perform nearly every Friday night on the courthouse lawn of Mountain View.

Next is Mr. Davis Morrison, his young brother, also a fiddler. He would earn only $500 a year before he came to the Green Thumb program, and it was told to us that he likes working for his money, and the work that they are doing is building a beautiful park in Stone County.

Then there is Mr. Seth Mize, who was born in Searcy County. Mr. Mize has lived in Stone County for 35 years. He has seven children. Last year he earned only $350 in the hills of Stone County. Now he is doing much better.

Our lady CASA worker from Stone County, Mrs. Celia White, has been helping older and retired people in Stone County. She has been of great service to the older people alone and isolated in the hills of Stone County. She is not a musician, but she enjoys very much this great music from the mountains.

Then there is Mr. William Blasingame. He is a CASA worker in Prairie County, Ark., and to hear him now you would never know that 6 months ago he said that he was a retiring and shy type.

The CASA program is sponsored by the Arkansas Farmers Union under a grant from the Administration on Aging, and I believe also we have Mr. Barrett Calamese who accompanies this group and contributes to their activities.

Under the sponsorship of Green Thumb, Inc., operated by the National Farmers Union and directed in Arkansas by Mr. Jim Johnson and Mr. Pete Bessinger and Mr. J. R. Jones, these fine people in Arkansas have realized that economic opportunity through participation in the Green Thumb program, the program of community activities for senior Arkansans, popularly known as CASA.

All of us from Arkansas are proud of them and of the programs which they have provided, and the opportunities for them to serve their community. As a native of the Ozark Mountains, I am particularly proud of their achievements, and I appreciate this opportunity to welcome them to Washington and to invite everyone here to visit Mountain View, Ark., which is the home of the Mountain View Folk Festival. We are very pleased to have you all here. Thank you. Mr. Chairman.

Mr. CARSTENSON. Thank you, Senator Fulbright. While the television cameras are set up, I would like to have each of the workers make a few comments, and then we will have some of our festivities and enjoyment. I wonder if I could ask our CASA worker, Mrs. Celia White, to say a few words.

Mrs. WHITE. First, I want to say that I appreciate the work and I enjoy it, and we are working with the older people who are not physically or financially able to help themselves. I take them to the doctors and to the hospitals. I take them to the grocery stores. I have gone into their homes and helped them with their work and helped with their canning, and now they are worried because they think my work is going to stop, and with tears in their eyes they say, "What are we going to do if you quit?"

Senator YARBOROUGH. Mr. Chairman, while these people are getting ready, I would like to say, in response to the statement of the Senator from Arkansas, when I was a small boy these people migrated by wagon passing through our part of the country going west to the western country. Sometimes they came back, and I remember as a small boy a wagon train of people went through one year and they came back through west Texas in the drought, and they painted on the side of the wagon on a sheet, "Last year we left the Racknsack. This year we are going racking back."

Mr. CARSTENSON. Mr. Blasingame.

Mr. BLASINGAME. I would like to say a few words on the four towns in Prairie County. I would like to speak on the one in Des Arc. We have a park called a recreation park for elderly people 65 years old. It consists of checkers, dominoes, horseshoe pitching, marbles, any kind of game you want. We have men from 65 to 90 years old playing in that park. They get there at 8:30 in the morning and a lot of times you hear them talking, they are working overtime playing dominoes and horseshoes. I have traveled through the county, to the hard places they are in, and it is pitiful to see what I have found in the county.

Mr. CARSTENSON. Mr. Willie Morrison.

Mr. WILLIAM MORRISON. Thank you, gentlemen, for allowing us to be up here with you. We are glad to be here. But I will have to talk to you folks down on the local level.

In our country, when this Green Thumb program started, before it started we had a number of citizens that were sitting on their porches, even letting their lawns grow up. Since this started, the chair has hit the floor, the wife is fixing a lunch pail, she is watching her husband go back to work. She is living again, and she knows when he goes out that gate that he is going to do the job, because she has confidence in him, and I think that our Nation should be very proud of the stockpile of knowledge that is laying in our elderly citizens. Gentlemen, we are doing our best on the job down there, and I think I can say this for all the Green Thumbers in Arkansas. We welcome you here so that you can see what we are doing. Thank you.

Senator FULBRIGHT. Mr. Carstenson, you have some people here that you did not give me their names or that I didn't introduce. Will you complete the list, or do you have it?

Mr. CARSTENSON. Yes. The only one that isn't, we are saving for a moment. All the ones from Arkansas are here. Mr. Barrett Calamese from Arkansas would like to say a few words.

Mr. CALAMESE. Thank you, Mr. Chairman and gentlemen of the subcommittee. I am here from Pulaski County, a community southeast of Little Rock, which is a county of about 5,000 people, low-income bracket, low educational standards. We are proud that we have the development in this community for the last 5 years. It has been through the Farmers Union of Little Rock that the sponsoring group sponsoring programs such as Neighborhood Youth Corps, Green Thumb, office of aging has taken place. The above project has been very rewarding.

We serve the beautification of the community and the highways. It has given all persons involved in this activity more security, and we feel we can make a definite contribution to this community and to the State.

The people of this community are proud of their achievements through the Farmers Union. We hope that these projects will continue. I endorse the Farmers Union sponsorship of the Federal program in this community. Again I would like to express our sincere appreciation to the Farmers Union for making these projects possible.

Mr. CARSTENSON. I think we are ready to proceed with the events. I note that Senator McClellan has come in to join us at this point. Do you have any words of greeting to your people here from Arkansas?

Senator MCCLELLAN. I am happy to be present on this occasion and glad you folks could come and see us. You know I never did have much of a green thumb. Nothing would grow for me. I am getting a little old, but I would like to find out how it is done. That is why I am going to listen.

Mr. CARSTENSON. Thank you. I think we are ready to go into the hoedown. I hope you will enjoy it as much as these men do. They will now turn their chairs around to give them room for the hoedown.

(At this point there was a "musical rendition".)

Senator YARBOROUGH. Mr. Chairman, while they are preparing for the next number, I would like for the record to show here that this

first tune, "The Eighth of January," has been popular in the South for over 150 years. That was a tune to commemorate Andrew Jackson's great victory over the British at the Battle of New Orleans, January 8, 1815. It has been popular for a century and a half. I would like for the benefit of the players to get that in the record.

Senator KENNEDY of Massachusetts. I doubt, though, Senator Yarborough, whether you had anybody that could dance like Seth in Andrew Jackson's time.

Senator YARBOROUGH. Mr. Chairman, it took a century and a half to produce a dance like that.

Mr. WILLIAM MORRISON. For the Senator, we will try to do a little deal we learned when we were young. My brother got his arm hurt and we are having a little trouble with our guitar. If you will give us a moment, I think we can make it. If you will just give us a minute, why, we will make it. We will try it without the guitar. He got his arm hurt, and he was moaning because he couldn't play and I was still playing mine, and he said, "Well, gosh, I wish we could manage." And this is what we came up with.

(There was another musical rendition at this point.)

Mr. CARSTENSON. While we are repairing the string here, we would like to make some honorary Green Thumb members. We would like to have the two already honorary Green Thumb members, Senator Yarborough and Senator Kennedy, help Willie Morrison and John Reed from New Jersey, who will make the presentations. If you will come down here with Senator Fulbright and Senator McClellan and Senator Prouty, will you please come forward.

Mr. REED. In honor of these distinguished guests, I want to present to Senator Prouty this Green Thumb helmet for the work that he has fostered, social security and all of the other great works that he has done.

We want to present this helmet to you as an honorary member of the Green Thumb. We pray for God's blessings that you may continue to live long and continue the work which you have done.

Senator PROUTY. Thank you very much.

Mr. WILLIAM MORRISON. Senator Fulbright, who is from Arkansas, we congratulate you, sir, and give you a hat with a Green Thumb, and thank you for the work you have done in this Green Thumb project.

Senator FULBRIGHT. Thank you very much. [Applause.]

Mr. WILLIAM MORRISON. Another Arkansan whom you folks know. John, we are glad to welcome you and congratulate you. This is out of line a little bit. If it is not sufficient, we can have it fixed. Anyway, we certainly thank all you folks for all you are doing here. [Applause.]

Senator KENNEDY of Massachusetts. Let me say, in behalf of Senator Yarborough and myself, that we welcome these new additions to the Green Thumb. We are going to have our first rehearsal sometime soon.

Senator MCCLELLAN. They say it doesn't involve any work.

Senator FULBRIGHT. I am interested in what is in that jug. What is in that jug? [Laughter.]

(There was another musical rendition at this point.)

Senator KENNEDY of Massachusetts. The subcommittee will stand in recess until 2:15.

(Whereupon, at 12:30 p.m., the subcommittee recessed, to reconvene at 2:15 p.m., of the same day.)

AFTERNOON SESSION

The subcommittee convened at 2:30 p.m., in room 4230, New Senate Office Building, Senator Kennedy of Massachusetts presiding.

Senator KENNEDY of Massachusetts. The subcommittee will come to order. Our first witness this afternoon will be Mr. Blue Carstenson. Mr. Carstenson provided unique testimony this morning. I am sure that the record will not be able to nearly express adequately the occurrence here of your very able and delightful entertaining group, but the memory will remain with all of us. I am sure it will be on the Nation's television screens throughout the country tonight, and it will make a considerable impact.

We express appreciation for your interest in helping us hear these people this morning, and for your testimony. You may proceed in your own.

STATEMENT OF BLUE CARSTENSON—Resumed

Mr. CARSTENSON. Thank you, Senator. If I may, I will submit my statement for the record.

I appreciate the opportunity to appear concerning the text of the legislation, and I know that the men enjoyed the occasion even more than the Senators did. You might want to know that they are right now over in the Speaker's dining room serenading Wilbur Mills and the other Members of the House from the Arkansas delegation.

Senator KENNEDY of Massachusetts. Is Seth dancing this afternoon, too?

Mr. CARSTENSON. Yes; he is dancing at noon and this afternoon over at HEW, a little later on this afternoon. He is in his seventies, and he is a prime example of the kind of men that can be of service to their community.

Now, he did not say what this job means to him, but you might have noticed that he has not had teeth. He hasn't had teeth for years, and he told us just before coming up here that this Green Thumb work, by the time another two paychecks roll around, that he will be able to have enough money to afford teeth for the first time in many years.

We had some pictures that we had set up this morning, showing other men who literally were certified to us as being malnourished, starving, whom we have employed, and who it has brought out of poverty, and they are leaving beautiful parks and various places of beauty in their community, which is a real example of the kind of service that we can bring.

Now I would like to submit this and the CASA program, which I have appeared before you on before, as two examples of the kinds of community service that older people can do. Two years ago when the Older Americans Act first came up for passage, we did not have this kind of experience. We did not have the kind of experience in Medicare Alert.

We did not have the kind of experience in Foster Grandparents that we now have, and the other programs which can demonstrate not only that there are talents there, but that they can be mobilized and utilized in an organized fashion.

Now we endorse the bill, the old Senior Citizens Service Corps, now the Older Americans Community Service Corps. In fact, I was privileged to be in the small group that discussed this back in 1959 in HEW, the first concept of this kind of notion of community service and the Federal Government enlisting this kind of help. Since that time it was discussed at the White House Conference on Aging, there have been hearings, bills, organizational endorsements by various organizations.

We have had these various experiences. In fact, we have gone through all the steps in the development and the perfection of legislation in this fashion.

Unfortunately, the Department this morning gave a no, a lack of support for this kind of legislation on the basis of budget, but I would like to remind the subcommittee that this just means that they are now 100 percent. They have been against every single piece of aging legislation of this type since your late brother introduced the bill back in the fifties concerning the Administration, or what was then called an Office on Aging.

The administration opposed an Office on Aging, Division on Aging, Commission on Aging, White House Conference on Aging, there was even reluctance to go ahead with the Senior Citizens Month. There was an Assistant Secretary who was supposed to be in charge of aging who cast a sort of, well, the field of aging isn't very important.

Thanks to the help of several members of the committee and the late President, we were able to get him relieved of this responsibility. Now they are opposing the Older Americans Community Service Corps. This just means that they are 100 percent wrong on every piece of legislation.

We hope that this will not deter the committee from going ahead and acting, because if the committee hadn't gone ahead and acted, we would not have the Commission on Aging or any of the other significant bills that are now the law of the land.

To our knowledge—and I have talked with many of the leaders in the field of aging—there was no consultation before this reorganization, that there had been no consultation back when they reorganized aging under the Welfare Administration. There was no consultation even though promised before the appointment of the Commissioner. In fact, this has been the history of HEW, of acting alone without consultation with the organizations and leaders in the field of aging.

I would like to urge that the committee thing again, unless you can get some satisfactory answers from Secretary Gardner and from Miss Switzer over the role of the Department, that you rethink this whole bill with the possibility of putting it under the Department of Labor, because if the atmosphere is as unconducive to aging programs, I would suggest that there have been a number of new developments in the Department of Labor that shows that there is an awakening of interest concerning older people in the Department of Labor.

First of all, there has been endorsement on this program of discrimination against age. There has also been the appointment of a major official, probably the leader of the field of aging, Chuck O'dell, to a key position in that Department.

I am also witness to the fact that down in the Department, in the various units, MDTA and OJT, there is written memos directing the

people in the agency to make sure that the elderly get a percentage of the programs.

Now unless the Administration on Aging and HEW can put forward a strong case that they are going to treat the field of aging and the programs on aging in the kind of manner which I think the Congress intends, I would suggest you look toward the Department of Labor as a place which could run this program and has shown a much greater interest in aging during the past year.

We have seen them operate in relationship to Green Thumb. I think both Departments could run the program, and there is logic in both Departments running the program. It is just a matter, as I said in my written testimony, that it is terribly important to have top administrators who are supportive of the program, such as the Senior Citizens Service Corps.

Senator KENNEDY of Massachusetts. You have commented on the reorganization. We appreciate those comments. It is your opinion that that reorganization ran contrary to your understanding of the intent of Congress when it set up the AOA?

Mr. CARSTENSON. Not only the intent of Congress, but also the promises that were made to the late Senator McNamara. They were made to a number of leaders in the field of aging who met with Secretary Gardner, and certainly to the late Congressman John Fogarty.

I have rarely seen the intent of Congress so clear as in the case of the Older Americans Act as being an independent agency, and I feel that at least a full and adequate consultation with the Senators and Congressmen, with the leaders in the field of aging, would have shown the reasons for independent operation and perhaps if they had done so, that it would not have resulted in the kind of reorganization that came about. To our knowledge, nobody in the field of aging was consulted in any way other than in the Department itself.

Senator KENNEDY of Massachusetts. Thank you very much, Mr. Carstenson. As always, your testimony is extremely helpful. Your statement will be incorporated in the record in its entirety. I appreciate your appearance here today and your helpful comments.

(The prepared statement of Mr. Carstenson follows:)

PREPARED STATEMENT OF BLUE A. CARSTENSON, DIRECTOR, SENIOR MEMBER DIVISION, NATIONAL FARMERS UNION

The National Farmers Union endorsed the principle of a National Senior Service Program at our last Convention and in general supported S 276 the Amendment to the Older Americans Act calling for the establishment of the "Older Americans Community Service Program."

I have been interested in this area of volunteer service by older people ever since the White House Conference on Aging and was one of the early and possibly the first to suggest to the Peace Corps that they use older people in the Peace Corps. Similarly I have worked to encourage the recruitment and use of older people in the VISTA program. Both have some older people but have never captured the imagination and the potential of large numbers of older adults for community service. They have failed to adjust to the fact that most older people can not socially, emotionally, economically or any other way leave their own area for service. The big potential is for service in their own home community. The second major factor is that many older people are so poor that it is impossible for many of them to serve as volunteers without personal out of pocket cost. It would result in their being moved further into poverty. Third, most older people do not want to be full-time volunteers but for many reasons would rather be on a part time basis. They have families and friends they like to visit and enjoy. They **have**

worked hard all their lives and don't want to be tied down every day. Most want shorter time commitments because, to put it bluntly, life is shorter. Many simply do not have the energy to work hard for 5, 6 and 7 days a week, which many of the younger VISTA volunteers do.

The talents of older people are almost limitless when put to use for community good at a proper pace and at a proper level for the individual. Many but not all older people do not want "pressurized" administrative or even line responsibilites.

Our communities desperately need their help. The Older Americans Community Service Program provides this chance. From our experience we know that there are a host of jobs that can be done by older people when they have the help, counseling, encouragement and training in an organized manner.

Our Green Thumb and CASA (Community Activities for Senior Arkansans) programs have proven that older people will respond very well to positions of around $1500 a year. We like the change from a flat hourly remuneration to an annual income. We would like to suggest that it might be better to tie this to the maximum earnings permissible under Social Security (without loss of benefits). This figure will probably go up this year and will be more in keeping with the increased cost of living we have had during the past two (2) years. It will also be more in line with the increased minimum wage for next year established by Congress and still allowing a person to work three (3) days a week. I am glad that the bill provides no minimum rate of pay as I am sure that many will want to work if they can have their out of pocket expenses and a meal so that they will not have to draw upon their pensions or their savings.

There are a couple of other technical points which have come to light in the operation of project CASA in Arkansas and Green Thumb. First is that in Section 603 1B the definition of non-profit organizations should be clarified to read "non-profit organization engaged in charitable, health, or community service programs or other programs which are open to the public or serves the entire community including special projects related to older people or the low income persons." Unfortunately there are many operations which are functioning under the title of non-profit. We are constantly having to be on guard on our two programs so that we are not aiding some organization which may be worthy but is not public in character or is not open to the public. While the next section indicates that these must be in the public interest, our experience shows that the enthusiasm for service may carry over too broadly.

I would suggest that in Section 6 that "the advice and counsel of older people" be sought as well as that over the "competent specialists in problems of older people." While the "pros" are definitely needed, senior citizen advice and counsel are also useful.

We appreciate the increase in the proposed size of the program over last year's bill. We realize that the scale could be larger but in a time of budget shortages this program should start relatively small and providing it is successful it can be increased dramatically at a later point. However, we feel that at least $15 million could be well spent during the first year.

I have enclosed a copy of our report on CASA and Green Thumb as examples of what older people can do when given the opportunity and the financial assistance to be of service. Green Thumb has meant life itself to our workers both financially and purposeful living. Both types of workers have repeatedly said "This has given me a new lease on life."

Finally we have waited for several years for the administration to take an official position on this bill with both the Department of Labor and Health, Education and Welfare officials showing some interest. However, no official position has been taken. If by chance either agency officially says that they want the program, then the program should probably be given them. Otherwise the program should be given to the Administration on Aging as outlined in the bill.

We commend the leadership in this committee for their untiring interest and activities on behalf of the older people of this country.

Mr. CARSTENSON. Thank you.

Senator KENNEDY of Massachusetts. Our next witness, Mr. Arthur Garson, who is the vice chairman of the Community Service Society of New York Committee on Aging. He is accompanied by Janet Sainer, project director, and two elderly volunteers, Mrs. Carmine Diodato

and Mr. James Gallagher. Mrs. Sainer, Senator Williams sends his own personal greetings to you. I understand you are a constituent of his. He is informed of your great work and efforts, and he wants to extend his good wishes to you, as I extent my good wishes to you.

STATEMENT OF ARTHUR GARSON, VICE CHAIRMAN, COMMUNITY SERVICE SOCIETY (NEW YORK CITY), COMMITTEE ON AGING; ACCOMPANIED BY MRS. JANET SAINER, PROJECT DIRECTOR; MRS. CARMINE DIODATO; AND JAMES J. GALLAGHER

Mr. GARSON. Thank you, Senator.

Senator KENNEDY of Massachusetts. Tell us a little bit about Project SERVE.

Mr. GARSON. Yes, sir. I am Arthur Garson, vice chairman of the Committee on Aging of the Community Service Society of New York.

Senator KENNEDY of Massachusetts. Mr. Garson, we are going to vote at 3 o'clock, which gives us about 20 minutes. Do you think that you could make your presentation and we won't have any interruptions? I don't want to hurry you.

Mr. GARSON. I don't think we will take 20 minutes, Senator. I am here in place of John Leslie, our committee chairman, who was unfortunately unable to be with you today. As you know, this is Mrs. Sainer on my left, and on my right, Mrs. Carmine Diodato, and on my left, Mr. James Gallagher, who are volunteers in Project SERVE. We will get to that in a few moments.

The Committee on Aging of the Community Service Society appreciates the opportunity to submit testimony to the Subcommittee on Aging of the Senate Committee on Labor and Public Welfare on S. 276 amending the Older Americans Act of 1965 to provide for an Older Americans Community Service program.

The committee welcomes the introduction into Congress of this bill, which proposes to channel the talent, abilities, experience, training, and energy of older men and women into public and voluntary service programs which will benefit the participants as well as communities throughout the Nation.

The Community Service Society of New York is a voluntary, nonprofit agency dedicated since 1848 to the strengthening of family life and the betterment of community life. The Committee on Aging within the Department of Public Affairs, is a citizens' committee concerned particularly about the well-being of the elderly.

We attempted to identify and select problems in the field of aging, to undertake surveys and to recommend support and work toward the adoption of measures for the improvement of social conditions. Since its inception, the committee has reviewed and taken positions on most of the New York State legislation affecting the elderly and on major Federal legislation concerning older people.

The committee is currently conducting two demonstration projects: Senior Advisory Service for Public Housing Tenants in the south Bronx, and a volunteer project on Staten Island which I will cover later in this testimony.

We support the basic concept of Senate bill 276 to establish a national program which would provide opportunities for older citizens to give useful and helpful services to their local commuinties. From our observation and experience, we are convinced that retired men and women from all economic levels represent a largely untapped national resource of skills, talents, interests, and life experience.

We have not run afoul of some of the administrative problems discussed by some of the previous speakers today, and so support the provisions utilizing the existing mechanisms afforded by the Administration on Aging and the State agencies designated to administer grants under title III of the Older Americans Act.

We note that the bill provides for compensation for service in publicly owned and operated facilities or projects or in local projects sponsored by private nonprofit organizations, but that it does not provide specifically for volunteer service with or without reimbursement for expenses incurred thereby. We have been informed that it is the intention of the sponsors that the bill cover volunteer service as well as paid employment, the latter to a ceiling of $1,500 per individual per annum, this representing the current limit on earnings without loss of social security retirement benefits. Recent testimony by Senator Williams in introducing the bill refers to the fact that out-of-pocket expenses often deter elderly citizens from offering their services on a voluntary basis. Despite this evidence in the Congressional Record and other assurances, we urge this bill be amended to spell out clearly and thus eliminate any possible ambiguity about the inclusion of volunteers in an older Americans community service program. We suggest that section 603(a)(5) be amended to clarify that: (1) older people within the program may or may not be paid, and, if they are, no individual will receive payment in excess of $1,500 per annum, and (2) reimbursement of expenses directly related to the job may be provided and should be detailed in each project proposal and filed with the Secretary.

Senator KENNEDY of Massachusetts. May I ask you a question on this?

Mr. GARSON. Surely.

Senator KENNEDY of Massachusetts. I did not have a chance, I was thinking about it earlier today, to ask this question. Really this $1,500 limitation is keyed to the social security system by which those that may have earned income would not be able to receive additional funds above a certain ceiling, without being charged or without their social security payments suffering from it.

There have been a couple of proposals which have been made, and that is that there should be no ceiling for those with earned income. Such a proposal has been made it to the finance committee, and the response on that is, well, this will, in effect, mean that if we do this, it will cost the social security system an additional couple of billion dollars a year. Therefore, economically it is not advisable to take off the limitation completely.

However, would you not agree with me that under our present system, those that have unearned income are not penalized, those for example who clip chits from the stock coupons or make their income through various stockholders' shares, investments, this provision or the restriction on the amount of unearned income that they can receive

is not charged against them, so the people that it really hits in every instance are those that are out working for that extra dollar, trying to make ends meet.

I think the statistics show that our elderly friends are the ones that are attempting to make some small additional kind of income to supplement their respective pensions and other limited resources, and therefore once again it really hits us. Whenever I see this $1,500 that has been raised, as I understand it, in the House committee, I believe to $1,680, but nonetheless there have been a number of references to it earlier today, I just wonder if you have any reaction. I know this is on a different matter, really.

Mr. GARSON. Yes, we do have a reaction. We discussed this quite deeply in our subcommittee not very long ago, and the subcommittee was wholeheartedly in favor of your proposed action with the concern about what would take place with regard to the budget. That was the reason we did not take an official position, because we were afraid of what would take place. We know that it would be desirable, but whether we could afford it was beyond our ken.

Senator KENNEDY of Massachusetts. But of course, what is happening is that the people that are really paying for it, you know we talk, we would say that that budget ought to be supplemented with general tax revenues. That is where I would meet the deficit on this.

What we are really saying is those that really want to earn a little something extra, and that have an ability and an interest and the possibility of doing something extra are really bearing the full burden of this. It does seem to me that they are caught in a rather difficult spot on this, and it distresses me, as I am sure it does you.

Mr. GARSON. Of course the amount could go up, and it could cover more than one form of income.

Senator KENNEDY of Massachusetts. Yes.

Mr. GARSON. We would help to solve the problem with no budgetary——

Senator KENNEDY of Massachusetts. I agree with this. I would like to see the ceiling lifted. If it cannot be, then unearned income should be treated just as earned income.

I mean there is no reason why those that are sort of working by the sweat of their brows and backs, whether senior citizens or otherwise, should be treated differently than those that are clipping coupons. In many instances it takes a good deal less energy.

Mr. GARSON. Senator, let me interrupt also for a moment and make clear that our committee does give great attention to voluntary as well as gainful employment.

Senator KENNEDY of Massachusetts. Yes.

Mr. GARSON. We happen to be speaking today more in favor of voluntary employment, because we are more directly concerned with it. But we are concerned with both.

Although the committee recognizes and endorses the value of part-time paid employment for older people, our experience also underscores the willingness and enthusiasm of considerable numbers of the elderly to contribute their service without salary. We believe that an older Americans community service program should provide service opportunities to meet the interests and needs of each of these groups.

We venture to make a second recommendation that we believe is in accord with the spirit of the bill. As the bill is currently written, service personnel must be aged 60 or older, but staff employed for administrative purposes need not be. We appreciate the need for some leeway in this respect, but we do not believe that the policy should be wide open. We suggest that section 603(a)(1) be modified and that a limit be set on the proportion of individuals under 60 years of age to be included in the compensated professional or administrative complement. It seems reasonable to suggest that no more than 20 percent of such staff should be under age 60, unless special approval is given by the funding agency on the submission of evidence that the skills of the older labor market have been explored fully and are virtually nonexistent.

Out of our own experience at Community Service Society, we came to conclusions identical in important respects to those reached by Senator Williams and the cosponsors as expressed in the bill's statement of findings and purposes. The steps we took are submitted here for the record.

Soon after its formation, our committee developed the opinion that in all likelihood there was a pool of semiretired and retired manpower interested and able to contribute to their own well-being and to the community. This led to a 1963 survey of older people living on the Lower East Side of Manhattan in order to ascertain their interest in volunteer and paid work. It was found that the potential manpower was substantial—some 25 percent of persons aged 60 to 74 years wanted to work or to engage in volunteer activities—but that relatively few were making concerted, individual efforts to this end. The problem seemed to us to call for a community effort to utilize latent energies and interests.

As a result of this study and a later survey of programs throughout the Nation, the Committee on Aging decided in 1965 to focus on volunteer services and to undertake a demonstration project in one area of New York City. Staten Island was chosen as the site because it is more similar than the rest of the city to communities elsewhere and findings would be applicable nationwide.

In cooperation with the Staten Island Community Chest and Council, a survey was initiated to determine the extent of volunteer opportunities within the community and to explore the interest of older people in volunteer service. The survey not only revealed interest on the part of the elderly, but also pointed up that 38 Staten Island agencies and institutions needed additional volunteers and would welcome help in utilizing the service of retirees. Within a few months, the first 22 older men and women were recruited and began volunteering several hours each week at Willowbrook State School in assignments growing out of the real needs of this 6,000-bed institution for the mentally retarded.

On the basis of the findings of the survey and the success of these initial efforts, CSS embarked on a 3-year demonstration project on Staten Island in January 1967. The project is called SERVE (serve and enrich retirement by volunteer experience). Fifty percent of the funding is in the form of a title IV demonstration grant from the

Administration on Aging of the U.S. Department of Health, Education, and Welfare and the balance is provided by private foundations and individuals.

We believe that Project SERVE today represents the largest continuous and sustained volunteer program by the aged on a weekly basis currently in operation in the Nation. The volunteers are truly volunteers who contribute their time to community service programs without receiving wages or stipend, but with transportation and lunch provided when necessary.

The volunteer program at Willowbrook State School has mushroomed since its inception and there are now 106 regular workers each week. Most are between 70 and 75 years of age; the oldest is 83. Their assignments are as varied as the interests and skills of the individuals involved—in the occupational therapy room, baby wards, sewing and stamping rooms, carpentry shop, gameroom, and in the classroom as teachers aides. Jack Hammond, M.D., director of Willowbrook, enthusiastically praised the contributions of these devoted volunteers recently when he said:

> These older people are filling a real need here. With a population as large as our, attendants cannot always give as much individual attention to patients as they would like. Then, too, we find the patients respond happily to the knowledge that people in the community are interested in their welfare.

If I may, I am going to permit two of these Willowbrook volunteers to speak for themselves, but want to emphasize that there are now 166 people in our entire program, and the total is growing monthly.

We are concerned about the perseverance of these individuals, but the retention rate has been extraordinarily high. The total dropout represents less than 10 percent of the volunteers recruited and placed. Perhaps this good record is due to the fact that volunteers in all projects receive individual interviews, thorough screening, careful placement, and exposure to periodic group orientation.

It is emphasized once again that no payment of wages or stipend is made to any volunteer, and that the satisfaction of these older men and women springs from the pride they derive in contributing their services on a scheduled basis in specific assignments within a total group program.

Since transportation is a major problem in volunteering, especially for older adults, chartered buses take volunteers to and from the job whenever this is appropriate, and a midday lunch is served. One of the primary purposes of the project is to test ways of recruiting, training, placing, and retaining older persons as regular volunteers. In this connection, Deputy Mayor Timothy Costello, of New York, recently reported that the New York City Volunteer Coordinating Council is establishing a volunteer program and will follow the example set by SERVE.

We believe this project clearly will demonstrate the significance and value of structured volunteer programs for the elderly with provision for transportation and lunch when appropriate. We believe that S. 276 should and could encourage other groups in a variety of communities to establish and conduct programs similar in nature.

In sum, we applaud the goals of Senate bill 276, but emphasize the importance of spelling out the volunteer concept in an older Americans community service program, and controlling the number of persons under 60 years of age to be employed in professional and administrative categories. We therefore strongly urge the passage of the bill with these suggested modifications.

(The article referred to follows:)

SHADOW OF AGING VERSUS LIGHT OF OPPORTUNITY

Editor's note—*This article is reprinted from January 1967 issue of the* Bulletin *of the Community Service Society of New York. The project it describes, now officially named SERVE (Serve and Enrich Retirement by Volunteer Experience), was awarded a $36,000 grant by the Administration on Aging in November 1966 (Aging, Dec. '66, p. 5) for the first year of a 3-year demonstration project under title IV of the Older Americans Act. For further information on the program, write to Mrs. Janet Sainer, Project Director, SERVE, Community Service Society, 105 E. 22d St., New York, N.Y. 10010.*

POTENTIAL NEGLECTED

There is a time in one's life when certain activities and involvements end. It is known as retirement. For too many older adults that word foretells a lonely shadow of a former busy life.

Many aging people no longer maintain the personal contacts made during their working days, nor do they see how their interests and energies any longer can be used productively, meaningfully.

There are all too few opportunities for new experiences for older people, no matter what their income.

In spite of the strengths and energies which older people have, without opportunity to be active and involved with others, they tend to deteriorate. This vast reservior of potential helpers of those who need help is largely untapped, wasted.

It should be ovbious to both the community and to older adults themselves that volunteer service is of mutual value, but unfortunately this fact is largely ignored.

In 1963, the CSS Committee on Aging, recognizing the needs of the retired. surveyed the interest in volunteer and paid work of older people living on New York's Lower East Side. It was found that the potential manpower was available for volunteer work, but that many older people must first be convinced that the community needed and wanted them.

SERVING THE NEED

Out of this, in 1965 grew an exploratory survey of agencies and of older people on Staten Island to see whether it might actually be possible to involve older volunteers in vital, challenging jobs. Staten Island was chosen as the site because it is more similar than the rest of the city to communities in other parts of the country and, as always, CSS would want to make the results of this experience available nationwide and applicable elsewhere.

In a few months, 22 older men and women were recruited on Staten Island with the assistance of the staff of the New York City Department of Welfare's Division of Day Centers for Older Persons. The retirees began volunteering several hours every week at Willowbrook State School in placements based on real needs of this school for the mentally retarded.

A HAPPY BUSLOAD

Because transportation is often a problem for older people, CSS provides a bus to pick up the volunteers each Monday at two day centers on the island.

The number of volunteers at Willowbrook has mushroomed and there are now about 55 regular workers on Mondays. Most are between 70 and 75 years old, the oldest is 83. Their assignments are as varied as the individuals involved—

in the occupational therapy room, baby wards, sewing and stamping rooms, carpentry shop, game room, and the classroom as teacher aides. Many of the placements have developed or grown because of the volunteers' enthusiasm and willingness to see and respond to the needs of the patients and the institution and the outstanding cooperation and encouragement of the Willowbrook administration and staff.

Every Monday morning the CSS bus stops in front of various buildings at Willowbrook, the door opens, and volunteers eagerly descend, hurrying to their assignments which have been carefully worked out with the Willowbrook director of volunteers.

The patients, many of whom rarely or never have visitors, receive them with warm anticipation. Several women patients are known to wear their prettiest dresses on Monday!

A BRIGHT WELCOME

"Oh, what a beautiful flower!" exclaims one volunteer, Mrs. Marian Bennett, for the patients always have a flower on the work table as a bright welcome to their Monday friends.

For Mrs. Erna Russbild,* typical of these volunteers, Mondays are now an important part of her life.

Last winter Mrs. Russbild heard a CSS speaker describe opportunities for volunteer work. After a visit to Willowbrook, Mrs. Russbild decided to fill some of her uncommitted time by helping others. Willowbrook was a new experience for her.

After some months in the stamping room, where laundry marks are "stamped" on new clothing and linens, Mrs. Russbild, a warm and enthusiastic lady, was asked if she'd like to switch to a new assignment with the babies. "I can't leave," she exclaimed. "Why, stamping is the backbone of the hospital. The more items we stamp, the faster the patients get their new clothes! And besides, how can I leave my girls?" Her "girls" were, in fact, the patients with whom she works.

ENERGETIC COUPLE

Another energetic volunteer is Mrs. Russbild's husband, Fred. He retired 2 years ago and had a lot of spare time on his hands. He eagerly signed up for a tour of Willowbrook after hearing the description of opportunities there by the Willowbrook director of volunteers.

During the tour, she mentioned that the school had received thousands of shoes—unsorted, unsized, unpaired.

Being a practical man, Mr. Russbild mused, "Wouldn't it be nice to have those shoes ready for Easter."

The shoes were a challenge. He and four other volunteers promptly formed a shoe-sorting detail. The project was efficiently organized by them and the children had their new shoes for Easter.

The shoe-sorting department has expanded into sorting and distributing all kinds of donations to the school from clothes to comic books to Christmas gifts.

"We are so wrapped up in this volunteer work," beamed Mr. Russbild, "that on Tuesday my wife is already asking me what are we going to do next Monday! I never realized," he said, "you could find so much pleasure in this kind of work. You know, when you give pleasure to someone else, you'll get pleasure yourself."

Speaking for them both, Mr. Russbild said, "We know we are doing something useful."

FRIENDSHIPS FORMED

Many warm personal friendships develop between patients and volunteers. When Mrs. Jennie Sichenzio began work in the sewing room, one patient in particular captured her heart.

Angelina soon confided to Mrs. Sichenzio, whom she calls "Aunt Jennie," that she had not been home for 2 years. The volunteer instantly asked, "Would you like to come home with me sometime?" The patient was delighted and that "sometime" has turned into three Sunday visits in Mrs. Sichenzio's home, with the approval of the school.

An indescribably beautiful look was on both their faces as Angelina tenderly took Mrs. Sichenzio's hand and kissed it before telling about the wonderful

*Real names and stories of these volunteers are used with their permission.

Christmas she had spent in her volunteer friend's home. Mrs. Sichenzio gave her a new dress for Christmas. "I think she even wore it to bed, she liked it so much!" the volunteer said.

Of her work, Mrs. Sichenzio said, "It makes me feel so happy. It does me good to spend time here. The patients are so appraciative. I forget my own aches and pains."

AIRING "THEIR" BABIES

On any nice sunny day, passersby might see nine elderly people wheeling baby carriages across the Willowbrook grounds. These men and women are volunteers in the baby wards. They snuggle and cuddle and attend these young children who are not only mentally retarded, but often physically handicapped and need the tender loving care that grandparents might give.

The volunteers became so involved with "their" children that they soon wanted to take more responsibility for the babies' care. They asked to feed them at lunchtime, a task requiring extreme patience, tenderness, and skill. Each volunteer now feeds two or three babies at lunchtime.

James Gallagher, a retired letter carrier and grandfather of 12, is well-suited to his assignment in the baby ward.

THE TASKS OF LOVE

He described an encounter with one of the children: "I hadn't seen this little one for a month. While I was feeding another child, she came up and put her hand on my shoulder. She unexpectedly kissed me on the cheek and I teased her: 'Good heavens, you're kissing me right here in front of all these people!' She was tickled to see me, and I think she remembered me. I like so much to see progress in these children."

So popular is this volunteer program for the aging that seldom do fewer than 40 of the 55 "regulars" go to Willowbrook on Mondays. Smaller groups do service 2 other days each week.

Following the work periods, a weekly group orientation and training program is conducted. Volunteer involvement in the school's activities has helped develop better community understanding of the institution.

According to Mrs. Elizabeth Hammond, Willowbrook director of volunteers, "The most important part of the volunteer program, regardless of who the volunteer is or what the activity is, is the development of an interpersonal relationship between the patient and the volunteer. With this comes the gradual realization by the patient that there is someone, somewhere, who is interested in him and cares for him, not because he has to but because he wants to."

The exploratory survey clearly demonstrated to the Committee on Aging the need for more study. And so, on January 3, 1967, CSS embarked on an exciting 3-year demonstration project on Staten Island which is SERVE (Serve and Enrich Retirement by Volunteer Experience). Ways will be tested to recruit, train, place, and retain older people in volunteer jobs within the community. Cooperation of the Staten Island Community Chest and Council, the New York City Department of Welfare Division of Day Centers for Older Persons, Willowbrook State School, and the many agencies on Staten Island have been and will continue to be important to this 3-year demonstration. A large part of the funding for this demonstration was in the form of a title IV research and demonstration on Aging of the U.S. Department of Health, Education, and Welfare. The balance required came through the diligent and untiring efforts of members of the Committee on Aging of the Community Service Society and its trustees, as well as other concerned people who gained the support of private individuals and such foundations as the Ittleson Family Foundation.

Mr. GARSON. I would like to present to you our project director and two of our happy participants, and in doing so, want to conclude by pointing out that one of the largest benefits of our program is enjoyed by the participants themselves. People of all ages love accomplishment, and this opportunity to be of service helps immeasurably to change lonely people to useful, happy ones. Now I present Mrs. Janet Sainer, project director of SERVE.

STATEMENT OF MRS. JANET SAINER

Mrs. SAINER. Thank you. I thought I would just pick up on one or two of the questions which are often asked of me about what the volunteers really do. When you hear the number 166, it doesn't sound like a very large number in its total, but when we realize that these are each individual assignments with each person coming on a weekly basis to a particular agency or institution, it indicates many hours of service.

In fact, from its formal inception on January 1, 1967, to September 13, 1967, we have recruited 166 regular volunteers for weekly service. This does not include those who have dropped out. These are our current active people. Incidentally, 18 percent of these are men.

These volunteers have contributed a total of 9,123 hours of service in 176 different group sessions, and actually if we figure it at $1.50 an hour, this represents an investment, if these people were being paid, that would almost equal $14,000.

In addition, the people at Willowbrook State School work on the 1-to-1 basis with the residents of the school, and Mr. Gallagher here, who is one of our grandparents in this program, will tell us a little more about that.

They do feeding of youngsters who are physically unable to feed themselves, take them out, and give them the tender loving care that is necessary. We have teacher aides. We have people working in the physical therapy department, in the woodwork shop, the carpentry shop, and a great many who do sewing. You can picture the mending that is required for 6,000 residents of an institution, we have a whole sewing group that comes and mends every Monday, Tuesday, and Thursday at Willowbrook.

In addition, we try to do individual placements where special skills are in order, people who work in the warehouse, people who work as occupational therapists, and we also have a group of folk dancers, of which Mrs. Diodato is one.

We won't perform for you today, but these people come every week to Willowbrook not only to perform, but primarily to teach and work with a specific group of ward patients who have learned to expect the volunteers. They dance with the patients who have learned the dances, and it has become a very important developmental experience for these retarded youngsters.

In addition to the Willowbrook jobs, we are also interested in opening up opportunities in other agencies that need help. I think that need is the most important clue to the success that we have had so far.

Volunteers can be used best where the need is greatest, and the need was proven to be greatest at Willowbrook.

In addition, we currently have volunteers working at the U.S. Public Health Service hospital, and at the moment we have 10 volunteers working there in health education, in the orthopedic ward, the social service department and in various individual assignments.

We have just opned up our beginning program with Headstart to see how older persons can contribute as volunteers in the Headstart program, in direct service to children, and also working with younger

siblings, when mothers have their parent education program. There is some need for help and assistance at that time.

We are also interested in seeing how the elderly can help the elderly, and so we are looking into that possibility and currently have 18 volunteers at Seaview Home and Hospital, which is a geriatric institution on Staten Island. The emphasis there is on friendly visiting on a person-to-person basis, so that we can impart a sense of individuality to older persons who are without family and friends.

Our most recent program initiated in August of this year grew out of a request from the mayor's council on consumer affairs and the Volunteer Coordinating Council of New York. We were asked to recruit experienced, mature shoppers in each neighborhood on Staten Island to assist the city in gathering information on food prices. This volunteer effort is part of a citywide consumer protection program that will benefit not only the shoppers but also the merchants who are trying to give the consumers the best possible service.

We now have 32 volunteers enrolled in this program, each one going out and doing the weekly shopping and reporting to us. Then we coordinate this information and send it into the mayor's office. We find that we have interested people who are willing to give their time, their talent, and their energy when they feel it is needed.

As Mr. Garson mentioned, we also have tried to overcome some of the problems connected with transportation by providing this. This bill would help in the future for such groups in other communities which might be interested in utilizing volunteer service, but where there is a need to pay for transportation, and to provide for lunch.

We did find that older people have to be encouraged to participate, and it does take certain staff and professional time to interest them and show that they are wanted and needed. They have been rebuffed too often in the general labor market, and are hesitant even about volunteering, with the fear of being rebuffed in that area of activity.

Rather than speak for the volunteers, I think with time being as short as it is; with your permission, Senator, we would like to ask Mrs. Diodato, who is one of our volunteers, if she will say a few words.

STATEMENT OF MRS. CARMINE DIODATO

Mrs. DIODATO. Mr. Chairman and gentlemen, this is a privilege, and honor, and a wonderful opportunity for me to be here today. I am living testimony of what volunteer work has done for me.

Before I started I was in a very bad state of depression. I had to stop going to work, not because of inability or the lack of ambition, but I was badly needed at home to attend to a very sick husband. Well, he has become chronically ill but able to be left alone; so that I can do my volunteer work.

I started first in the sewing class, and there are mountains of repairs. We were given the privilege and the chance to choose other channels. We are not forced to stay in any one building or assignment.

Since I like dancing, I joined the dance group, we dance with the same group almost every week, and it is marvelous how they react to our dancing. But that isn't half of the story.

It is what it has done for me.

It has made me useful, wanted, necessary. I did not feel as though I was getting old. I am not ready for the junk heap or the old rocking chair. I still feel I can get about, and hope to get the chance and the opportunity to do it for a very long time to come. Thank you.

STATEMENT BY JAMES J. GALLAGHER

Mr. GALLAGHER. Mr. Chairman, I first volunteered after working on medicare.

I am the father of five, a grandfather, and about 2 months ago, I became a great-grandfather, so I had quite a bit of experience with children.

People wonder why I took to working with the babies at Willowbrook. Well, during the time in family life, why my wife got sick and she was away for 3 months in a hospital, and I had to wean and clean and do everything else with babies. So when this SERVE came up, I really believed I would like it.

It took me from sitting down all day reading newspapers or sitting around the center, and gave me something to do. I go to Willowbrook on a Monday to put in 4 hours. Then I think of the children for the next 2 days, the different things we could have done with those two children who had adopted me. They have adopted me, those two children up there. I am one's grandfather. She adopted me.

Another little fellow was her friend and he took a liking to me, too. So I have been taking them outside in a wheelchair and bringing them in and feeding them. I think it really helps me more than it helps them, although I know they are improving. This will give you an idea of what our work in the ward is. We also help the nurses by our volunteer service.

Senator KENNEDY of Massachusetts. How old are you, Mr. Gallagher?

Mr. GALLAGHER. I am 68, going on 69.

Senator KENNEDY of Massachusetts. Mrs. Diodato?

Mrs. DIODATO. I was 64.

Senator KENNEDY of Massachusetts. We appreciate both your comments. It has been very helpful. I would ask counsel if he will perhaps ask some questions.

Mr. ORIOL. Have your statements been completed?

Mr. GARSON. Yes, we are finished.

Mr. ORIOL. I will go on with a few questions. The Senator will be back very soon.

The question of transportation is very important, and it comes up in almost any discussion of any group activity by the elderly.

In your program you generally have chartered buses which take a group from one place to a target destination, where they work in this one institution, usually.

I would just like a few more details on how that works, and whether you think it would be as effective in other types of situations.

For example, perhaps the volunteers can be let off at many destinations, sort of like a schoolbus dropping off passengers. I think we need some more information on that subject.

Mr. SAINER. I think I can pinpoint that. We make more than one stop. Actually we do pickups at two locations on Monday, and at three locations on Thursday, but we do try to have chosen the pickup spots so that they are on the way to the place we are going.

We also find that in an institution as large as Willowbrook, we need a bus on the premises. People couldn't get to the various buildings, even if they could get to the institution by local transportation.

We have some individuals who don't fit into our bus pickup schedule. In those cases where we have a group, we taxi them if they are regular volunteers; and in some cases, we can get volunteers to drive themselves but we have not found that to be a satisfactory answer for a large group.

In one case where we have a group of four people coming from a distant end of Staten Island, and a bus would take an extra hour to get there, we have paid the volunteer for her gas and mileage. We have adopted our technique to fit each situation as it arises.

Mr. ORIOL. You already have a variety of means of transporting people?

Mrs. SAINER. Yes.

Mr. GARSON. I would like to pick that up and say something about it. I have been amazed since I have been connected with this project as to the newness of it all and the opportunities for improvising. It seems as though you can do almost anything you set out to do.

It seems as though almost any form of transportation that would be normal for any group can be worked out in this way if you are just anxious enough to do it. There are people in their sixties who drive and drive absolutely capably.

What you have to do is be willing to look, and once you are willing to look, you can work it out. Of course, you need a little money. You can't do it just by looking, because then you will be doomed to failure, but you must have a modicum of transportation money, and then it can be developed.

Mrs. SAINER. We think this transportation money is essential to have before you begin, because part of our ability to attract people to volunteering was the fact we were able to offer transportation to an inaccessible location. We could never have gotten the group going in the first place without providing for transportation.

Mr. ORIOL. May I ask how you provide lunch money, too?

Mrs. SAINER. We do not provide lunch money. We only provide lunch. In Willowbrook this is given by the school for those who work regularly every single week, and who give a minimum of 4 hours of work each time they come. This is not done for occasional volunteers, only for regular volunteers.

At Public Health Service hospital a lunch ticket is provided by the hospital for the volunteers, and this is part of their pattern. In some cases, as at Seaview, we do not have lunch. They come after lunch and work in the afternoon. When we have our orientation and training sessions, coffee and cake is a part of that and is provided from our budget. We do not give lunch money per se. We have not to date.

Mr. ORIOL. Mr. Gallagher, did you want to add to that?

Mr. GALLAGHER. Well, in Staten Island you would really have to bus them. We meet at centers, you see. I am at the West Brighton Center. They pick us up first, and then go to the Stapleton Center.

That would constitute about 25 miles of travel, I believe, and the way the buses run, we would not get out there for two and a half hours if we had to take buses.

So the bus service, I believe, is really essential.

We get out there within 20 or 25 minutes and go into the wards. The children are ready and we take them out for a walk, bring them back, feed them, and then after we have our lunch the bus is ready and it takes us back home again.

Mr. ORIOL. What is the atmosphere on those buses? I guess it is a pretty friendly group.

Mr. GALLAGHER. Well, they sing. We all get along pretty well together, because we really feel that we are all there for a purpose. There are different jobs; the cut-ups, as we call them, are the ones who fix things for the menders.

Of course, I don't know too much about that because I stick to the babies.

Mr. ORIOL. Are you on the same bus, Mrs. Diodato?

Mrs. DIODATO. Not on the same bus with Mr. Gallagher, but with the dance group and it is like a community sing on the bus. For the cut-ups, as Mr. Gallagher tried to explain, it is a very essential cut-up situation. They cut the markings off of old graments that aren't usable any more, in order to have a replacement, but that is after it has been mended time and time again and mountains of mending. I can just picture it even while I am sitting here.

Mr. ORIOL. Is there any way to tie in this bus service with a senior center?

Mrs. SAINER. Yes. Actually we do our pickup on Mondays at two senior centers, using that as the base for the pickup. Many of the original group came out of the senior center.

Mr. ORIOL. You are strengthening the center?

Mrs. SAINER. Yes. We are strengthening the center and they are strengthening our program. Because of the group placement, we were able to add additional people who were not center members who became interested in volunteering. They in turn became friends and now are going to the center, also.

On another day we pick up at a church, at the Catholic Senior Guild, at a housing project which has no senior center program.

Actually we formed one group where there was none in existence, just by taking people from a housing project where we know the elderly lived.

They had no group activities and no center activities there, and we introduced the idea of volunteering to them, and formed a group. We now have 18 from that project who are going every week, and local churches now have come into that program together with the Catholic Senior Guild.

Mr. ORIOL. As to the funding of this, as I understand it you have the Administration on Aging and you are also using money which has been contributed to your organization.

Mr. GARSON. Exactly half and half.

Mr. ORIOL. What is the future of this project when this project money from AOA gives out?

Mr. GARSON. It is our expectation that we will have proved the value of volunteers, so that it will become a regular budgetary item.

Mr. ORIOL. It is a demonstration project?

Mr. GARSON. That is right.

Mr. ORIOL. Would you feel a little more secure if you had a clear-cut program such as the one advanced in S. 276?

Mr. GARSON. Of course, that is why we came to testify, Mr. Oriol. We think it is a wonderful step, and we would hope that the bill would provide specifically for this purpose.

We are absolutely convinced that while elderly people do need money, we don't want anybody to think we don't think so, we think also there is a group of elderly people who are getting along all right and who don't want to go in and be working for pay. We have found that this group, alas, really haven't known about volunteer work. Volunteer work was for other people, and they have been working hard for sustenance during their lifetimes. I think this little testimony will serve in good stead to show that people learn very quickly to enjoy themselves when they are helping other people, and this would be a very beneficial thing in our opinion.

Mr. ORIOL. Mrs. Sainer, do you see any way in which this bill could be useful in terms of administrative expense?

Mrs. SAINER. Oh, yes.

Mr. ORIOL. Do you even at this stage feel that you need more full-time professional people?

Mrs. SAINER. Yes. I don't think that it would be possible for this program to continue in its entirety without staffing. I think I did indicate that we would hope that we have been able to prove to certain agencies and institutions that volunteers can be valuable to them, and as a result, they would continue with these volunteers. The job of recruiting is a big job, and requires more time than any one single agency can give.

Once the volunters are in, their retention rate is high, but bringing them in is difficult. It takes time, it takes a selling job, it takes staff. That is why our group approach is so significant. It is not just one person volunteering in a hospital on a Monday and another person another day, but the building up of groups who go together has lent a certain solidarity, and an esprit de corps which we would not have had otherwise.

We would hope that the bill that is being sponsored here would show the way to continuance of this kind of program for administrative expenses, for transportation expenses, and for the ongoing program.

It obviously would not be as expensive as when you are doing a demonstration, but the costs are here, and volunteering doesn't just happen. It has to be worked on, and from this point of view we do need funds. I do want to say we are not here just to ask for our project but we think this has applicability to other groups throughout the country.

Mr. ORIOL. Mr. Norman, of the staff of the Committee on Aging, has a few questions.

Mr. NORMAN. Mrs. Diodato and Mr. Gallagher, you both look in very good health.

My question relates to the effect of this project on the health of those who serve.

Do you think it has actually improved their physical health? Also the other Panel members. I would also appreciate your comments on that.

Mrs. DIODATO. Physical health isn't the only thing. Mentally, and in every other way, it has given me an incentive to get up in the morning and get dressed. I take pride in my appearance and I am glad to be out with people. It has given me a reason to talk with people and be sociable with them. I don't feel my age very honestly speaking.

Mr. NORMAN. You don't look your age, either.

Mrs. DIODATO. Thank you.

Mr. GALLAGHER. I take it as a challenge. I was sickly when I first retired. That was about 14 years ago. For a couple of years I was very sick. I started to go out and walk, as I did as a letter carrier, and I gradually came around.

Now I don't have to do that. All I have to do is go to Willowbrook and do every kind of an action that I can with the kids, entertain them in any way, get them laughing, bring them out. My part is to see if there is any way that you can bring them out of their retardedness.

I have had quite a little success, but I am still hoping for more, and the two children I am working with are cooperating with me. As for my own health, I think it has been the best thing for me that there is, because now I don't sit around the house reading newspapers or anything else like that.

For a couple of days I plan what is going to happen at Willowbrook on a Monday, and a couple of days afterward I am thinking of what happened and what I am going to do next week. It livens you up. It gives you a spirit that you can do something for the community.

After 35 years of carrying mail in that one community, I feel I still owe it something. I earned my livelihood there. I still owe something to it, and if it is only just to go up and help those mentally retarded children in Willowbrook, I feel as though I am doing something. It gives me an uplift.

Dr. NORMAN. Do you have any explanation as to why it has helped your health? Is it because you think less of yourself?

Mr. GALLAGHER. You think less of yourself and you worry more about them. If you sit down and worry about yourself, you are going to get sick.

Mr. NORMAN. Yes, sir. Do you think it has also given you an incentive to get more physical exercise than perhaps you would have gotten otherwise?

Mr. GALLAGHER. It does. It really has.

Mr. NORMAN. Can you think of any other way in which it has helped your health?

Mrs. Sainer?

Mrs. SAINER. Yes, I am thinking of one woman. At the time she volunteered we were hesitant about taking her. She had had a serious hip injury and had just come out of a wheelchair. She wanted to come, but she was afraid and we were afraid, frankly, to take her.

But we decided to try her, using care and caution and watching her. She turned out to be one of our best volunteers as a teacher's aid. This is now over a year, and she still walks with a cane.

She gets around everywhere, and in fact when we visited one day in her classroom, I noticed that the cane was against the wall as she was walking across the room, I said to her, "Why, whatever happended, Mrs. Sullivan? Where is your cane?"

She said, "Oh, I was so busy I forgot it."

She herself expresses what volunteering has meant to her. She thought she had troubles. She thought her life was near its end. She thought that even when she got better that there was nothing else to live for. Now when she comes to the school and sees others who are both physically handicapped and need her help, she no longer thinks and worries about herself. She feels there are others who are less fortunate, and enjoys giving.

Mr. NORMAN. And she has something to live for.

Mrs. SAINER. She certainly does. In fact, she was the one who came on Thanksgiving Day and on Christmas Day on her own, taking three buses each way, in order to come and feed her children at Willowbrook. She wanted to be there on holidays, when she knew they had no visitors. She felt this was the way she could give thanks.

Mr. GARSON. I would like to add a little statistical information to this, if I may.

When we conducted our Lower East Side study of over 300 people 60 and over, we found that 25 percent wanted to do something, felt well enough to do it, either volunteer or pay, but they weren't doing it.

In other words, they were well, but the hesitancy about getting out into the labor market and the fact that they had not had any experience with volunteering deterred them, and so this 25 percent certainly were helped with their health as a result of getting out and doing some service, or I should say would be. We did not go into that particular group. We decided instead to go to Staten Island.

But I think you can certainly count on what Mrs. Diodato said. Mental health, the feeling of well-being and of accomplishment will help physical health. I think that the doctors will certainly support that.

Mr. NORMAN. I would like to ask the entire panel this.

Do you have any evidence that this service in this organization has reduced the cost of medicare, these people perhaps not going to the doctor as much, not having to go to the hospital as much?

Do you have any evidence that it has reduced the cost?

Mr. GARSON. May I say as for evidence I think it is too early. I doubt that we have actual statistics on it but I think perhaps Mrs. Diodato and Mr. Gallagher would want to comment on it, but I don't think we have any evidence yet.

Mrs. SAINER. We would be glad to look into that.

Mrs. DIODATO. I could speak for the majority of volunteers that I go with. They are not complaining as they used to. They look forward to Monday morning, and they come back all elated and happy for what they have accomplished; they don't have time to speak about their aches and pains. So it must be doing some good. It is accomplishing something.

Mr. NORMAN. And you would think that they probably go to the doctor's office fewer times than they perhaps would have if they hadn't been serving?

Mrs. DIODATO. I believe so. I can say that truthfully. I for one haven't been to visit a doctor in a very long time. I don't have the need of it, because I really find it has done me a great deal of good.

Mrs. SAINER. We would be glad in our research evaluation of this to keep this in mind, if this is of interest to the committee.

Mr. NORMAN. Yes; we would certainly appreciate it.

Mrs. SAINER. We are looking into many other things, and we would be glad to check into that as well.

Mr. NORMAN. Of course, we are always interested in any thing that will improve the health of the elderly. Of course, medicare is helpful in curing ailments after they occur, but we are also interested in things that make older people feel good so they don't have to have this type of treatment. We would be very interested in that.

I would like to shift gears here a minute and ask you questions about whether this project has saved any money for any of these institutions you serve.

Do you have any indication that it has at least partially paid for itself in the money that it has saved?

Mr. GARSON. I would like to answer that and then I would like Mrs. Sainer to pick it up.

There is no doubt in the world that it is saving some money, but I think the principal thing that it is doing is giving more services for practically no more money at all. Now when you think of an institution like Willowbrook, with 6,000 retarded individuals in it, you realize that the opportunity for service is practically unlimited.

Now certainly the fact that our volunteers are mending and are keeping clothing in good condition for a longer period is saving money for the institution, but I think that would be minuscule compared to the extra services that the patients are receiving which they did not receive before.

As we have gone through it in our own minds and as we have laid out these projects, we believe that the opportunities throughout the communities of America are practically limitless. When you think of your veterans hospitals and think of your institutions that can use large numbers of people, that are so badly understaffed, we believe the big opportunity is not in saving of money but in the extra services that will be given.

Mr. NORMAN. Mr. Garson, let me say this. We certainly agree with you that it is much more important to save lives and make lives meaningful than perhaps to save money, but the opposition to this bill has cropped up emphasizes the fact that it would cost money at this time, and we are in a very tight budgetary situation in the Federal Government. Therefore, it seems to me that perhaps it might be necessary to show that this would perhaps not cost money but save money over the long run, just considering the hard dollars and cents aspects, and not considering what it does for people.

Mr. GARSON. I would like to say that I don't think there is any doubt at all in my own mind that this bill will save money. I would not be prepared to document it at this minute, but I would think that the keeping of people in their elderly years in the community rather than in hospitals, in keeping them healthy, in keeping a healthful outlook, and in being able to give services to institutions that need them

would have to be in the long run a moneysaving project. It would just have to be.

I would not be able to document it this minute, but perhaps we ought to do some work on that with our own statistics that we have and see if we can't give it to you, since we believe in the bill. Maybe we can give you some ammunition to help it.

Mr. NORMAN. I think that would be very helpful. That would be my opinion, just as one member of the staff.

You mentioned one way in which they save money by keeping the clothing in repair, so perhaps the institution doesn't have to buy new clothing quite as frequently as it would otherwise.

If you can think of other ways in which this type of activity saves money, it might be a very important consideration to certain Senators and Members of the House of Representatives, who might want to know whether this might save enough money to pay for itself.

Mr. GARSON. We will try to document it, but I do want to add just one thing that I know about from personal experience. Some shoe manufacturer had made a huge donation to the institution several years ago, and the shoes came in and they were just too voluminous for the staff to handle. There were cases upon cases just put away, and had become mixed up, so that no one could do anything with them. Thanks to our volunteers, who opened up the cases, all these shoes have been put to use.

Now, undoubtedly the patients would have needed the shoes and undoubtedly this saved money for the institution. I am positive, without getting into it, that we are going to be able to prove the case, and I would like very much to undertake to do it, and will get back to you with some testimony on it later.

Mrs. SAINER. The only thing I do want to state is that no volunteer takes the place of a paid employee. This is made very clear to the volunteer and to the institution. We don't go into any institution or agency where we would be taking away a job from a paid employee.

However, we do supplement jobs for which there are no lines in the budget. When wou have 60 children in one section of a ward, all physically deformed, who cannot go outdoors and who have one or two ward attendants you know those children don't see the sunlight from one end of the winter to the next. When 12 of our volunteers come in on a Monday and take them out walking for an hour, you know that they are giving them something that isn't in the budget, but is essential, and so on down the line.

Once again it is important for us to understand that we are not taking any paid jobs from anyone or filing any openings where there would be paid jobs, but rather, doing the supplementary things that would not be possible otherwise.

In addition, most of the residents of the school do not have visitors. In fact, Mrs. Diodato spoke about how the volunteers get dressed up and enjoy that opportunity.

We find at the school it works just the opposite way also. The patients get dressed up on Mondays because they know the volunteers are coming, and these are their visitors. Whether they are siting with them in a sewing room and working next to each other, whether they are doing the one to one service, or whether they are doing the mend-

ing, there are patients in the workshops together with our volunteers, and these patients look on our volunteers as their visitors. It is reflected in their whole attitude.

Mr. ORIOL. Do you hope some day to go into nursing homes, too?

Mrs. SAINER. Yes. In fact, Mrs. Reisch, who is with me, just gave me a report. We have looked into three nursing homes on the island to see what their needs are so we can be helpful to them.

I do want to make one other comment about the volunteers which probably was not mentioned. Mr. Garson did touch on it, and that is that practically none of our volunteers have ever done volunteer service before. This is not the traditional volunteer group.

It is basically a lower-income group, basically a group who have worked hard earning their living, raising families, never had time for volunteering, and were never in the position to do so. We feel this has opened up avenues to which they were never exposed before, and this has been very interesting. We are getting a good deal of data on the educational and income background of our current volunteers, and we will be having those data in the course of the coming year.

Mr. NORMAN. Mr. Garson, you have made a very strong point in your testimony to the effect that there is a place for unpaid volunteers. Do you believe there is a place for paid volunteers too?

Mr. GARSON. Yes. As I indicated, the full title of our subcommittee is GAVE, for gainful and volunteer employment, and we believe very strongly in gainful employment, perhaps more so than volunteer employment.

However, there are many things being done to employ people today, and for that reason we decided to first center our activity in voluntary employment, which was the reason for our specific interest in the bill. But we believe very, very firmly that elderly people need more money, and we would like to see them get it.

Mr. ORIOL. Just to build on that a little, you have clearly shown that there are certain advantages that a volunteer system has over a paid organization, but New York City, I would think, would be big enough for more than one approach. But how would you describe a way in which within the same geographical area, roughly, that paid and volunteer groups could work? Do you see any big problem?

Mr. GARSON. I see no problem with it at all, because just as in groups other than the elderly, there are employment opportunities and there are volunteer opportunities, I see no reason why the two types of approaches would not be separated.

Mr. NORMAN. There would be an extra safeguard, too, in this bill because all requests would go through the State agency on aging.

Mr. GARSON. That would be a very helpful part of it, I believe.

Mr. NORMAN. This agency would undoubtedly have extensive volunteer efforts.

Mr. GARSON. I would think that would be true. I was going to further amplify that. While certainly there is the opportunity for gainful employment at Willowbrook, I don't believe this group would be anywhere near the same if this were a paid opportunity.

Now surely we would be able to get some people who would go there and do some things, but I believe it would be extremely helpful to continue to appeal to people on both levels, rather than only on one.

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Mr. NORMAN. Mr. Garson, would you run into a morale problem of some people being paid and other people not being paid?

Mr. GARSON. Well, you would if you did it within the same confines of the same project, but by separating your projects, and having some as volunteer work and other projects gainful employment, I don't think there would be a problem. We don't seem to have the problem in other phases. We have people who volunteer for many, many things, and other people who get paid.

Mrs. SAINER. If I could add to that, I don't believe I would encourage the same program in the same institution.

In other words, if we were looking to place elderly people in employment at Willowbrook in the same kinds of jobs that we are now using them for volunteering I don't think it would be a very satisfactory kind of arrangement.

However, that does not gainsay the fact that there are avenues for employing older people on a part-time basis in other kinds of setups, in other agencies, in other institutions, and in special areas of work where that may be needed, and there is a role for those and there is a need for paid employment.

However, it should not be where the person in need is paid and the person who doesn't need it is not paid in the same kind of setting. I think there has to be a division, and we would hope that the word "volunteer" would be used for volunteering.

Mr. NORMAN. Not paid.

Mrs. SAINER. Not paid, use the word "gainful employment" or some other word, but not to use the word "volunteer" when you are paying $1.50 or more an hour.

I think this is confusing both in the bill and in the implications of the bill. It certainly does not encourage people to volunteer when that word "volunteering" also implies the same as paid work, even though the pay is not high.

Mr. NORMAN. How could you distinguish between the type of person who would go into the volunteer work and those who would go into the paid work? How would you make that distinction, tell this person, "No, you are not suitable for pay but you are suitable for the volunteer work"?

Mr. GARSON. You could not do it that way, I don't believe. I believe you would have to do it by having your assignment, and then appealing to people to go down one road or the other. I don't think you could put a label on people and say, "You are a volunteer."

You see, we have done that successfully in other stratas of our age groups because we appeal to volunteering at an early age or at a median age where people have the opportunity to get away from paid employment, but your pool here is not an average pool. Your pool of people here need the money, and so you would have to do it on a different basis.

You would have to do it on the basis of having certain occupations or certain types of projects that would be volunteer and others that would not be. I think that is the only way it would work. If you did it with a label you would have only 5 percent of your elderly who could afford to be volunteers.

Mr. NORMAN. Your answers have been very helpful, and thank you very much.

Mrs. SAINER. Thank you for asking me.

Senator KENNEDY of Massachusetts. Let me say I was not here to listen to this, but I will read the record with a great deal of interest.

Mr. GARSON. Thank you very much.

Senator KENNEDY of Massachusetts. Our next witness will be Catherine Nutterville, of Montana, accompanied by Julian Dugas, director of Neighborhood Legal Services. Mrs. Nutterville, I want to point out at this time this official publication or witness list is inaccurate because it marks your age as 79, and I understand you are 80.

STATEMENT OF CATHERINE NUTTERVILLE, MONTANA, ACCOMPANIED BY JULIAN R. DUGAS, DIRECTOR, NEIGHBORHOOD LEGAL SERVICES PROJECT

Miss NUTTERVILLE. That is right.

Senator KENNEDY of Massachusetts. I don't know if it is good manners to point out your age.

Miss NUTTERVILLE. I consider it a wretched mistake. [Laughter.]

Senator KENNEDYof Massachusetts. I know my mother is not terribly happy when her sons point out her age, so I don't know whether I should point that out in your particular situation or not.

Miss NUTTERVILLE. When I had my 80th birthday I had five birthday parties. It never happened to me in all of the 80 years before.

Senator KENNEDY of Massachusetts. Where in Montana is your home?

Miss NUTTERVILLE. I was raised in Butte. I came from Great Falls because I taught at the College of Great Falls the last years of my professional life, before I was retired and almost immediately retired from retirement.

Senator KENNEDY of Massachusetts. Very fine. We are delighted to have you here. We appreciate your appearance. Is that Dugan or Duga?

Mr. DUGAS. I will let you know that my middle name is Riley.

Senator KENNEDY of Massachusetts. Very good.

Miss NUTTERVILLE. And he is with me and I am just as Irish as you are.

Senator KENNEDY of Massachusetts. You have been Irish a longer time than I have been.

We are delighted to have you both.

Miss NUTTERVILLE. I was tempted to cut this out entirely because I had heard almost everything that is in it during the discussion hours that we have been here, but having consulted with my boss, he said no, so here it is.

There are 18 million persons in the United States who are over 65. They represent 9 percent of the population, and they also comprise 16 percent of those in poverty.

Most of them have been retired on a system that takes into account only chronological age without consideration of their mental and physical health abilities. Velma Linford of the VISTA administrative staff, says:

> Any year this group may include 20,000 persons who the year before their retirement held responsible, honored positions.

This paper deals with aging, the problems of aging met by both men and women regardless of race. The problems of old age are intensified among Indians and Negroes because for all too long poverty has been their way of life. Chances for happy old age probably never existed among them. If they did, they were lessened by the pressures under which they lived; by malnourishment and lack of medical care; by the industrial hazards to which they were exposed during their working years; by all the usual life pressures increased by their minority status.

We are increasingly concerned in our time not only about what will become—what is becoming of so many of the older people in in our midst. The dream—so beautifully described in Thanatopsis that "we lie down to pleasant dreams" is rarely realized. Instead there are too many old people who in their despair, end their own lives. That is one thought that hasn't been brought into this thing. There are too many people on the minus end of the lifespan who do end their own lives.

Others give up the struggle and lapse into senility, vegetating throughout their latter years in old persons' homes or mental hospitals.

As our knowledge and skills have increased, so has our life span. Paradoxically our older people, now comprising a larger and larger portion of the whole population are poorly prepared or unprepared for the years when their jobs are either taken over by younger people or by machines. Although there is still some demand for the "man with the hoe" he is rapidly being replaced by the man with the slide rule or the machine. A grandmother of today may be the key woman on her highly skilled staff. Her counterpart 50 years ago knitted socks and "baby sat." But our key woman who is a grandmother is protected by an adequate retirement system, while the unprepared are unprotected.

The old self-contained family now seldom exists. Grandparents and great grandparents are rarely found in the homes of their progeny. They have gone into smaller houses or apartments, some happily finding new careers. There are too few of the latter and that is why it is necessary to spotlight the problems of aging as this Committee is doing.

The sufferings of the aged are not spared even to the more affluent, but where money is available, the rigors of "old-age diseases" are lessened, not entirely relieved. The problems of the aged, who are in poverty have become increasingly difficult and seldom have been solved.

When theoreticians began to recognize the staggering increase among the population group over age 40, efforts—serious, thoughtful efforts—were made to meet the increasing burdens. Pension and retirement plans were initiated, the most inclusive and successful of which were the old-age provisions of the social security legislation. As a result of the need and the enthusiasm for those coming under the various plans, the retirement age was often set too early and the retirees were unprepared for long years of inactivity. Some efforts at rehabilitation were made, but people who before January 1 of any given year were doing a skillful job and receiving a living wage are emotionally unable to accept so-called rehabilitation. Many

of them could be found in the "jungles" where the drifters congregate, and when they become ill, they were placed in the so-called county hospitals or other emergency facilities for caring for the indigent. (This condition still exists.)

A few were and still can be "rehabilitated" and thus the productive life of these workers may be extended for a decade or so.

But this question comes to my mind. How does one rehabilitate a copper miner, who has worked in the depths of the earth for 20 years and has become a victim of psillicosis? In Montana, my home State, they say that no "cure" has been found for these "lungers." Rehabilitation seldom occurs among them, and their wives are left to raise their families on "widows" pensions and/or ADC. Many so-called matriarchial homes are the direct result of the father who lost his health and his life attempting to provide a home for his family.

A child once said that time is when you lose it!

How much time has been lost by our senior citizens who were "retired" and found no productive niche in which to supplement their meager retirement stipends?

It is a cold, hard fact that older people become less and less able to do work that demands speed and precision. They react more and more slowly both physically and mentally. If a job turns out to be an endurance test between perceptive and physical skills, the former is easier for the older person than the latter. Because of this recognized wearing out of the physical apparatus, it seems humane that a system of shifting men (and women too) to jobs that require more brain and less brawn is indicated. I am sure that this is done, but too often not with foresighted planning and the cooperation of the worker, as we have seen suggested here today.

It is necessary to release older men from heavier work and replace them by younger and abler men. If the planning suggested above becomes part of the "system" men formerly going into fruitless "retirement" may continue as workers and have more years of productive satisfying work.

I know of no intensive study that has been made to estimate the number of man-hours (better man-years) that have been lost because of too early retirement. I venture such a study would be highly revealing.

Mr. Leon H. Keyserling, "Progress or Poverty" (1964, p. 87), deals with "the true meaning of maximum production.

> Maximum production means achieving the total output of goods and services (Gross National Product) which results when maximum employment is combined with the full utilization of the most advanced science, technology, and managerial skills.

It may be assumed that thousands of individuals have retired before reaching their full contribution to "maximum production." It would also require highly skilled research to carry out an authentic study of how great a loss has been sustained by the retirement of these workers. I know of no such research, but a study might project how great an addition to maximum production could have been made if retirees were enabled to receive training that would keep them alert and productive.

Older people should be encouraged to exploit their abilities which we have considered all through this discussion, to venture into new and

original fields even if such ventures require specialization and further training. This I don't believe has been touched on here. And tuition for such training should be made available. It is recognized that more is received by society from a tuition dollar than from the usual "welfare" dollar.

Poverty has been defined as a "feeling that something is wrong." It is possible that early in the retiree's life he knew that "something was wrong," a feeling that may have broken his spirit and made his early decline inevitable. To early and too realistically, these people were and are forced to look at the naked reality of poverty. They have neither time nor motivation to appreciate their maturity, the time when "the spirit mellows; ripe age gives tone to violins, wine, and good fellows," (John Trowbridge).

I have said nothing about VISTA where I have spent my last 2 years, attempting to add my share to the "maximum product." I am sure you know that I did not work with the aging. Instead I worked with many of the children in the Washington, D.C., schools. Did I choose this? I believe that I did, but whether from choice or from need, I have worked with children all my life and it was natural that I should continue in this familiar field.

When I accepted my assignment as a VISTA worker I went into the neighborhood legal services project, of which Mr. Dugas is the director. I have worked under him these past 2 years. My work was to devise methods by which educators and the NLSP lawyers would work together to teach the underprivileged their rights and responsibilities. I suggested that we begin our work with early adolescents (sixth-graders). Children this age are normally still attached to the home both physically and emotionally, will likely carry home at least some of what they learn in school. (I said they carry these learnings home as they carry home the measles.) These boys and girls in eight schools—approximately 400 of them wrote "essays" on such subjects as (1) how to buy a TV, (2) how to rent a home, and (3) How to buy a car.

There were 17 such topics suggested in the handbook which the teachers and I used, and in the event that a class wanted to write about something else, they were permitted to do so. One of the most successful projects was entitled "Rats."

I worked with the teachers and the children inviting lawyers, consumer educators, public health nurses, workers in the extermination services, and many others to work with me. We had to have judges to evaluate the "essays." In the beginning my fellow VISTA workers did the judging until the time came when I was the only one of our vintage left in Washington. Then I pressed the young lawyers of NLSP into service in this capacity. They were excellent.

The project attracted attention. As a result the handbook was sent into more than 100 areas as one of the strategies by which the war on poverty could be fought and eventually won of course. This war needs many similar ventures in many areas. My suggestion above concerning training to extend the productive years of older workers provide another field that needs much more attention than it has received.

This is my report as a senior citizen in VISTA.

I am in thorough sympathy with this legislation. I will do whatever I can to help it through, but I suspect you know I want to go back and work with children.

Mr. ORIOL. Dr. Nutterville, as I understand it, until you became a VISTA volunteer, you were somewhat retired, I wouldn't say fully retired——

Miss NUTTERVILLE. Well, I retired in 1962. In the fall of 1962 I applied for acceptance in the Peace Corps, and thought I was going and I think Mr. Shriver thought I was, and then President Kennedy got his bill across for VISTA, and when that came out in the papers and on the TV and all, I withdrew my application from the Peace Corps and said that I would wait until I could get into VISTA.

During the time, it was about a year and a half, in the spring of 1963 and all of 1964 and part of 1965, I did a freelance service in the area in which I had worked before, in remedial reading, in working with people who were handicapped in all kinds of ways, speech defects, particularly.

I am just thinking about rehabilitation of a boy who had been a cerebral palsy case, a spastic case, and had acquired a stutter—like I have but much worse—which lasted and really crippled him socially throughout his 18 or 19 years. At that time he was a junior in college. I took him on, and in the rest of his time there at college, we really conquered that stutter.

Mr. ORIOL. And it took full time and attention, or a lot of time?

Miss NUTTERVILLE. No, no, he did not take full time. He went on and did all of his college work, just as he had done it before. He came to me, maybe he would want to come in at 7:30 in the morning, or half past 5 in the evening. He came when he could, and I worked with him when he could come.

Mr. ORIOL. What I am getting at is you were in sort of semiretirement, very busy semiretirement. Then VISTA job came along, and that made you want to continue in just about a full-time occupation?

Miss NUTTERVILLE. That is right.

Mr. ORIOL. So your work as a volunteer has widened your range of activity.

Miss NUTTERVILLE. Wider, much wider, yes, and with more people, and certainly out in my beloved West, where I had really hoped to spend my declining years, but I haven't begun to decline yet. Maybe I can go back there and spend some time when I am through.

Mr. ORIOL. Mr. Dugas, how does it help to have a powerhouse like this in your organization?

Mr. DUGAS. That is what I want to say. There is not much chance for the West to regain Cathy now that she has come to us here in Washington. You know that we are in sort of short supply for good teachers here in the District of Columbia schools, and she has brought to us a peculiar talent of working with children, and most especially with the children in the inner city, and this year I know that her program will be more accepted, because I will see to it that it is. I am also serving on the Board of Education for the District, so we are going to wear two hats.

I can say to you I have the pleasure to announce that subject to the approval of our budget by OEO, Dr. Nutterville will be entering a

new service position as a community education specialist with neighborhood legal services project.

Mr. ORIOL. Is this full time?

Mr. DUGAS. This will be full time for Dr. Nutterville.

Mr. ORIOL. So volunteer service has helped put Dr. Nutterville back into the labor force.

Mr. DUGAS. Absolutely, and in a labor field where there is a shortage of supply.

Mr. ORIOL. This gives you a service you have had difficulty in obtaining.

Mr. DUGAS. Something that is difficult to find all over the United States.

Senator KENNEDY of Massachusetts. Certainly, Dr. Nutterville, you are to be congratulated. Let me just ask you this: Do you find other elderly people like yourself who are interested in performing the kind of functions that you do?

Miss NUTTERVILLE. Oh, yes.

Senator KENNEDY of Massachusetts. Your own experience is that you have friends and acquaintances and knowledge of other people that could do other useful work?

Miss NUTTERVILLE. Mr. Dugas asked me to tell you about my organization. I have been past national president of the Delta Kappa Gamma Society, which as most of you know is an honor society for teachers, and my terms of office ended in 1948, so I certainly did not expect to be gathering the fruits of it yet, but Friday evening I received a telegram saying that the organization in Montana had just sent a $1,000 grant to our foundation to be used in my name for the assistance of underprivileged children.

Now you asked me if I could find other people, and I am thinking in the singular there, person by person, who are interested. Last year I had continuous correspondence with five former colleagues or friends who wrote and asked about my experiences in VISTA. Whether I would recommend VISTA to them, and they were all in different fields from mine, what they could do in VISTA, and would VISTA want them.

In each case they applied. Not any of them has been placed yet, for various reasons. One woman owns a home, and she does not feel that she can walk out of it until she has sold it, because she knows that it will deteriorate if she goes out and leaves it.

Another one has a husband, and whatever she does she will have to take him with her. You see, I always thought I was unfortunate that I did not have a husband, but when she came and told me her hard luck story, I thought I had been blessed. I advised her to go into the Teachers Corps, and I suspect she is in the Teachers Corps right now.

Another one was a physiotherapist, and she is just waiting for the day when she retires. I think she has got her application and all in. That is the way it has gone, and I am still corresponding almost continually with those people. Not only one but dozens have written me these letters asking how they can have an opportunity to do similarly to what I have done.

Mr. ORIOL. Dr. Nutterville, in some of the examples you gave, the factor that kept a person from volunteering was that VISTA usually

requires that a person give service miles away, or thousands of miles away in some cases, from their home communities.

Miss NUTTERVILLE. Yes.

Mr. ORIOL. This bill is for home community service. I get the feeling that this perhaps would be more attractive.

Miss NUTTERVILLE. In the beginning you see, I was in pretty early, I came in in July 1965, and in writing up my papers I had asked to go to work with the Indians, because I love the Indians, and I get along very well with them, and I know many of them, and I know many of the conditions in which I could work very definitely in Montana, and I asked to be placed there, and then the Administration of VISTA (God bless it, I like it very much), said that with my background, they felt that I could do better in the metropolitan area, and I being a well-trained teacher, left it in their hands to place me, and they sent me to Washington, D.C.

Please don't misunderstand me. It was something of a blow to me. I would have preferred to go back to the West then.

The 2 years, it is nearly 3 now, have made a great difference. I am glad that I did not go. I am very happy to have had this experience myself. I am selfish in that. But I am sure that not only have I gained by it, but the people with whom I work I feel have gained something too. That is the reason I had Mr. Dugas come with me. I was afraid to say these things or try to say them without him here at my elbow.

Mr. DUGAS. I certainly want you to know she found a lot of friendly Indians here in Washington.

Senator KENNEDY of Massachusetts. Thank you very much, both of you, for your appearance here and for your very helpful testimony. We have an article from the Aging magazine about you, Miss Nutterville. We will make that a part of the record as well.

Miss NUTTERVILLE. Thank you, Mr. Chairman.

(The material referred to follows:)

TEACHER, 79, TELLS YOUNGSTERS OF HUMAN RIGHTS IN PILOT PROGRAM

Teaching underprivileged 6th graders their human and legal rights is the challenging pilot project directed by a 79-year-old woman in District of Columbia public schools.

"As they learn about their rights, they take the knowledge home as they would the measles," says Dr. Catherine Nutterville, a VISTA Volunteer with the Neighborhood Legal Services (NLS) of the United Planning Organization in Washington, D.C.

Last year Dr. Nutterville conducted an experimental program for students in the sixth grade at Nichols Elementary School that was so successful that it has been expanded to include six more schools in the District of Columbia.

"The pilot school is in a neighborhood with a high incidence of poverty" said Julian Dugas, director of NLS, in a recent article about Mrs. Nutterville and the program which appeared in the March issue of *VISTA Volunteer*, published by Office of Economic Opportunity, Washington, D.C., 20506.

AUTHOR OF BOOKLET

Dr. Nutterville, who has spent her life in teaching and in clinical psychology, has prepared a 49-page booklet *How To Make Rights and Responsibilities Meaningful to the Underprivileged.* The booklet, prepared with the cooperation of NLS contains programs which will teach slum children their legal—and human—rights.

Dr. Nutterville used the guidelines set down in the booklet to conduct this pilot program. The vehicle she chose was an essay contest—the subject very

pertinent to the aim of the program—"How To Buy a TV Set." The children did the necessary research, went to reputable stores, told the merchants what they were doing and got them interested in helping as much as they could, and then wrote essays about their findings.

"In addition to learning about the rights of consumers and earning the respect of the merchants they visited, the children were also fulfilling another aim in the program," according to Dr. Nutterville.

"Children from the age of 12 to 15 are still closely identified with the home and also have an influence in the home." Dr. Nutterville sees the program ideally as a merger between education and law and believes that similar projects could be developed by churches, clubs, and neighborhood centers. She uses a variety of methods in which children can be made aware of their rights, but the prime factor in each is competition. The competition in the pilot program was not cut-throat. Each child who participated received an engraved award certificate for submitting an essay. Certificates for first, second, third place, and honorable mention were so marked and presented at special graduation ceremonies.

TEACHER, CLINICAL PSYCHOLOGIST

Dr. Nutterville earned her bachelor's degree and a master's degree in education and psychology at the University of Montana. She took her Ph. D. in education and psychology at Columbia Teachers' College. She taught elementary school in Butte, and later at the University and at the College of Loretto Heights in Denver. She joined the staff that organized Montana's State mental hygiene clinics and served as a clinical psychologist for 7 years. Then she returned to teaching at the College of Great Falls. After retirement, she did free lance work in Great Falls until she joined VISTA.

She is one of 234 VISTA volunteers over 65 among the more than 3,000 men and women who live and work in poverty areas.

For further information, write to VISTA, Office of Economic Opportunity, Washington, D.C. 20506.

Single copies of Dr. Nutterville's booklet may be obtained free by writing to Julian Dugas, Neighborhood Legal Services, United Planning Organization, 416 5th St., N.W., Wasington, D.C. 20001.

Senator KENNEDY of Massachusetts. Our final witness will be Mrs. Geneva Mathiasen, executive director of the National Council on the Aging. We want to welcome you back, Mrs. Mathiasen. You are no stranger to this subcommittee. You have appeared many times. Your testimony is helpful. You have been extremely patient during the course of the day, and I want to extend a word of welcome to you and tell you how much we appreciate your testimony.

STATEMENT OF GENEVA MATHIASEN, EXECUTIVE DIRECTOR, THE NATIONAL COUNCIL ON THE AGING

Mrs. MATHIASEN. Thank you very much. I am glad to be here. I will not take any time to explain anything about the National Council on Aging, its functions or purpose and so on, but go right into my testimony, which I will try and make as brief as possible to cover two major points I would like to make.

I am presenting today the current thinking of the National Council on Aging, relating to this bill, and the testimony is based on a review of the published previous testimony relating to a senior service corps and analysis of the bill by senior NCOA staff members and discussion with NCOA's board committee on public policy.

We consider this one of the most important pieces of legislation yet proposed for getting at some of the underlying needs of older people and hence believe it should be examined in terms of long-range goals and potentials.

NCOA's previous testimony has, I think, adequately expressed our strong endorsement of the principles embodied in the bill, and the statements of many other agencies and individuals during these and other hearings have eloquently demonstrated a conviction about the need for legislation designed to aid older people to continue as active and contributing members of our society.

It is not my aim in this testimony to belabor this point further. I would like rather to elaborate on two questions raised in previous testimony and relate the provisions of this bill to other developments in the field of aging.

The first question is the nature of the work to be undertaken. In my previous testimony I pointed out the danger of providing jobs to make older people "feel useful," a sort of patronizing pat-on-the-back to those recognized as being outside the mainstream of normal employment opportunities. This is not to minimize the willingness or the desire of most elderly people to be useful. However, the hard facts of our own experience in medicare alert is that those who participated in the program went into it first because it was a job, with a paycheck, which added to an income inadequate to provide in some cases the necessities, in others the small adornments of life. That the work provided also a useful public service was a wonderful plus.

It is difficult for people generally to comprehend the poverty which exists among older people. It is not confined to the ghetto but includes many who were never poor during their working lives and are loath to make public what they feel to be the shame of their later years. Take VISTA, that excellent antipoverty program of volunteers in service to America. It pays $50 per month as compensation for services performed and $25 per month for incidental expenses. Both of these amounts are income taxable by the Bureau of Internal Revene. In addition the program provides room and board, a small clothing allowance, complete medical care, 1 week of vacation with a per diem stipend during that time, and of course travel to and from the worksite. This is indeed modest remuneration and, for young people capable of much greater earnings, to work for so little does represent a high degree of volunteer service. But it is not difficult to imagine the derisive chorus of thousands of elderly people living on current social security or old-age assistance at this concept of volunteer service.

There are of course retired people whose incomes enable them to serve public causes with no remuneration whatever, but they represent a relatively small percent; there are others who need reimbursement for out-of-pocket expenses only, and their numbers are larger. But increased income still stands as the top priority of need for the elderly. In this context it is important to note that under proposals embodied in the current social security amendments, minimum benefits will be $600 per year, and according to 1966 figures the average will be considerably below the official definition of poverty. So long as this situation of income for the elderly prevails, any program which provides for older people a job with some remuneration, whatever the nature of the work, will be in our estimation considered an employment program first and the oportunity to be of service second.

In the light of this situation, I would now proceed to the second question raised in my previous testimony, that of administration.

There, I said, "In spite of the increased understanding and experience of the past few years, this will not be an easy program to administer wisely and well."

I would like to elaborate slightly on the question of administration. This is essentially a community-based program and as such will require a focal point in the community for recruitment, training, and placement of workers, as well as stimulation and evaluation of job opportunities offered. Experience to date has indicated that retired people, regardless of previous experience and training, have had nearly as much difficulty in finding jobs either volunteer or paid in a social or public service agency as in commerce and industry. Also, to realize the maximum benefit, this program should not be limited to the special project type of placement, such as foster grandparents, medicare alert, FIND, and Green Thumb. Opportunity to use older people should be open to the small agency needing a small number or even a single worker; and equally to the individual whose specialized talents do not fit into a group employment program. The program should be available to sparsely settled areas as well as to cities with highly organized social and health services.

It is, I believe, on this basis that the appropriate agency for administering the act should be determined. In its earlier testimony NCOA strongly supported the proposal that the Senior Service Corps be a responsibility of the Administration on Aging. We are now proposing that consideration be given to placing this responsibility with the Department of Labor.

In making this suggestion we are in no way detracting from the important role, or the outstanding accomplishments, of the Administration on Aging. Our testimony on the recent legislation amending the Older American Act and extending its provisions is ample evidence of our strong support of the Administration on Aging. However, since the basic responsibility world, we assume, fall on the State units, a question arises as to whether they offer a sufficiently uniform structure to provide an appropriate mechanism for administering this type of program. According to the most recent report we have received, there are now special units on aging in most of the jurisdictions. Twelve are placed in departments of welfare or public assistance; two in departments of health; three in departments of health and welfare; two are interagency or interdepartmental councils; others are in such varied State agencies as State and regional planning and community development, Governor's council on human resources, mental hygiene and corrections, and State system of higher education.

These units on aging have contributed greatly to the understanding of and concern for older people in communities throughout the States and with limited funds have financed an impressive list of limited-term demonstration projects, including a number of community committees on aging. A gap in the AOA program for the purposes of this act would appear to be the lack of local agencies with the operational tools required for a nationwide community service corps.

I would now like to discuss the potentials of the Department of Labor as an administrative mechanism for such a program. Let me say first that NCOA has never departed from its basic and oft-stated position that for a person able and wishing to work, especially one who

needs additional income, there is no substitute for employment. It has also been our conviction that the responsibility for all manpower problems, including those of the older worker, rests with the Labor Department. And as indicated previously, it is our belief that the persons who respond to the opportunities offered under the Senior Service Corps, even with its limited remuneration, will be primarily those from the underprivileged group who are seeking additional income, rather than the well to do who can afford to volunteer. This opinion is in part substantiated by response to Medicare Alert programs. The senior center in Nassau County sponsored one program. The director wrote, "We received 500 applications for the 140 paying positions * * * all but six previously unknown to the agency came from the amorphous, unreached mass of older persons. Their sense of responsibility is very strong * * * they have indeed demonstrated the employability of the elderly."

Mr. ORIOL. To participate in Medicare Alert you had to have an income that didn't go above a certain amount?

Mrs. MATHIASEN. Yes; that is right.

Mr. ORIOL. So you would naturally get only people who would normally be looking for some sort of salary.

Mrs. MATHIASEN. Yes; that is quite true.

Waco, Tex., reported that "all applicants were screened by the Texas Employment Commission. The Waco teams undertook a modest random sampling about matters concerning the older people they contacted. Over 60 percent of those questioned expressed interest in employment; two-thirds wanted part time work; one-third full time work." Louisville and Jefferson County, Ky., wrote, "One of the major benefits was showing our workers that they were indeed employable * * * instead of getting something, I gave something." The director of a small project in Auverne, N.Y., wrote, "No factory or other commercially oriented position could have given them this feeling of performing a community service. I hope you will be able to devise other projects that will be so meaningful to the recipients of the service and to those employed in the program."

I would call attention to the consistent reference to employment, the employment aspect in the references to this public service project.

It has also long been NCOA's contention that the Department of Labor through its various functions should provide an intensive counseling, training, and placement service for older workers and particularly should provide through the Bureau of Employment Security in each of its 2,000 local employment offices a special unit for older workers where those seeking help could be exposed to a full range of possibilities from full-time employment in industry, to complete retirement from work. Through a well planned counseling program, the individual would be helped to assess his needs in relation to income, to adapting old skills to new situations or acquiring new skills, to work out satisfying use of leisure time. He could then be helped according to his own needs to find opportunities for training, work (full or part time), volunteer service, or for recreation and creative leisure. Needless to say, local public employment offices are not at present providing this service.

It is in this context that we see the most effective administration of the Senior Service Corps. We believe this kind of one-stop counseling and placement program would be the single most useful service that could be made available to the older people of the country.

There is every evidence that the Department of Labor is now willing to undertake this broad program. Secretary Wirtz is one of the most eloquent spokesmen on behalf of older workers, combining an inspired concept of the potential of the later years with a forthright recognition of hurdles yet to be overcome by imagination, flexibility, and massive effort. It is my understanding that a proposed bill is now under discussion for an integrated, multi-faceted approach to solving the problems of older workers.

There are a number of encouraging examples of new programs on behalf of older workers already being undertaken in the Labor Department. The July issue of "Aging" reports that 22 Operation Mainstream projects designed to provide work training and experience for chronically unemployed adults have been approved by the Department of Labor. These projects in 20 States will provide 2,133 jobs improving small towns and rural communities. There are now about 600 older worker counselors in local State employment offices and some 25 intensive service units for older workers in metropolitan areas.

A recent report in the New York Times announced a new, imaginative CBS-Department of Labor program concentrating on utilizing the skills and potentials of disadvantaged workers including the elderly.

There is an increasing emphasis on the eligibility of older workers for training under the MDTA program. Training programs for jobs, particularly in service areas, especially adapted to middle aged and older workers, have been inaugurated.

Finally, the recently appointed Director of the U.S. Employment Service has a long record of concern and experience in providing a continuum of opportunities for middle aged, older, and retired workers.

For these reasons we suggest that the committee, in considering the most effective means of securing the maximum long range benefits of the Community Senior Service Corps; give consideration to the Department of Labor as well as the Administration of Aging as the administering agency.

Mr. ORIOL. Are you suggesting a sharing of the program?

Mrs. MATHIASEN. My last paragraph I think will give some indication of that.

Whatever the system of administration, it will require the combined efforts of AOA, the Department of Labor, OEO, industry, labor, commissions and committees on aging, and a whole range of public and voluntary agencies at national, State, and community levels, to achieve the potential and expectations envisioned by Senator Williams, Senator Kennedy, and the committees they head, other Members of the Congress who support the bill, and thousands of individuals throughout the country who look with hope to the opportunities presented in this legislation.

Mr. ORIOL. Mr. Chairman, if I may point out, Mrs. Mathiasen has taken very great pains to inform Senator Williams of the new views of the NCOA, and we had the benefit of a very thorough briefing beforehand and we appreciate it. I have one question if I may ask it.

Perhaps there would be some benefit in Mrs. Sainer coming up here if that is agreeable. On this Department of Labor recruitment of people, Mrs. Sainer, do you feel that the volunteers you have working in your effort now—did you work through the Department of Labor bureaus?

Mrs. SAINER. No; we did not.

Mr. ORIOL. Do you feel that the elderly would be just as enthusiastic and anxious to go to a Department of Labor bureau as opposed to the methods you used to recruit?

What do you think the feeling would be?

Mrs. SAINER. I think that those who are looking for work would have been willing to go to a Department of Labor. On the other hand, there were many who were not able to work on a regular basis, even a part-time regular basis, but who can do a day a week and get certain satisfactions from it.

We have one woman who worked in our baby wards at Willowbrook, and it was announced that Foster Grandparents was going to open a small establishment on Staten Island in one of the Catholic institutions. She applied. She told us she would. And that she would be going for her training.

She went for the training and got started with the training program, and then found that she really wasn't able to do a five-morning-a-week program, and so she has dropped out, and she is back with us. That doesn't mean that she did not need the money or could use a small part-time job. However, she was not up to the kind of consistent work patterns that working would require on a regular basis, and realized it herself as soon as she began to get into that pattern.

Mr. ORIOL. I believe you said before too that most of the participants in SERVE are low income.

Mrs. SAINER. Right; that is correct.

Mr. ORIOL. That they were not looking for employment with pay.

Mrs. SAINER. Right, or if they were, they did not volunteer to come with us. I think this, in a sense, answers this what I think is a misuse as I said of the word.

When you are going to recruit for volunteer jobs, you are doing one thing. When people are looking for employment, they are not looking for volunteer work, and I think it has to be clear cut which is which, and you can't fool the people when you are asking for volunteers into making them feel they are going to get paid or there is going to be the likelihood of them leading into a paid job. We have been asked that a number of times, and we make it very clear that there is no such possibility in this particular setup.

On the other hand, we have had a man in Willowbrook, a very skileld machinist, who has been offered a paid job by Willowbrook as a result of his volunteering, and he said, well, he would be glad to do it maybe 1 or 2 days a week, but he did not want to have to get up and punch a timeclock. He did it too long in his life. These are just

a few individual examples, but that doesn't negate the kind of work program that Mrs. Mathiasen is speaking of.

Mr. ORIOL. Mrs. Mathiasen, the NCOA has for years urged greater flexibility, ingenuity, and innovation in the Department of Labor services for the elderly. Do you think, especially under its new leadership, that it can provide the kind of flexibility needed here?

Mrs. MATHIASEN. I think it can; yes. I thought I said this in my testimony. If I may comment on what Mrs. Sainer just said, you see, the whole purpose of this legislation, as I see it, is not primarily to provide for the kind of volunteer service she is talking about. The fact is that this has not worked out by and large over the country, the volunteer program has not worked without something to give it a push.

Now that something in my estimation is the fact that you do get some remuneration for it. I think this will make a tremendous difference. If you want to set up a big dividing line down the middle and say on this side is the volunteers and on this side are the people who work, then I think this requires something slightly different than I see envisioned in this legislation.

It seems to me the merit of this bill is that it provides for a continuum for those who can afford to volunteer full time, for those who do the same kind of service but who do need, as you suggest, some part-time payment only in the form of transportation and lunch, and sometimes a little more. Very few organizations have the kind of setup that CSS has to provide this kind of big, totally volunteer (though actually here lunch and transportation are provided) program. I see this kind of program as being done in little bits and pieces around the country, rather than being available as a truly national program. Even then you have some who will work as volunteers but who would be much better off, let's say, and would be much happier if they did receive a small remuneration.

Now the limitations on the income in this bill of course do not provide for a great amount of money, but I don't see why the fact that people who are in a low-income bracket who serve community agencies well, should not receive a minimum income, and I am not sure, Mrs. Sainer, whether if you have been recruiting for jobs which paid a slight income, a small remuneration, you would have had any more difficulty in getting people to respond than you have now. I don't know why you should, since they do come from, as you indicate, a low-income area.

Mr. ORIOL. Are you suggesting that there be a division here?

Mrs. MATHIASEN. I am not setting out to set up an administrative pattern. I think this takes a lot of work on the part of people who are skilled administrators, who know exactly what the setup is in the Department of Labor and AOA.

I think the final pattern of administration, when it gets down to brass tacks, will have to be worked out in the community. I think there may be different patterns. I am talking here only about where you place the Federal responsibility for administration. I don't envision that local departments of labor would do the whole job. They would unquestionably be referring to organizations in the community.

Senator KENNEDY of Massachusetts. I want to express my appreciation for your coming. I want to tell you how much I have appreciated your comments and your appearance here. We know that we can call on you at any time about these matters and other matters as well. Your presentation is always informative and helpful, and that certainly goes for today. I want to thank you very much.

Mrs. MATHIASEN. Thank you very much.

Senator KENNEDY of Massachusetts. The subcommittee will stand in recess until tomorrow morning at 10 o'clock in this same room.

(Whereupon, at 4:30 p.m., the subcommittee was adjourned, to reconvene tomorrow, Tuesday, September 19, 1967, at 10 a.m.)

84-164—67——8

OLDER AMERICANS COMMUNITY SERVICE PROGRAM

TUESDAY, SEPTEMBER 19, 1967

U.S. SENATE,
SPECIAL SUBCOMMITTEE ON AGING OF THE
COMMITTEE ON LABOR AND PUBLIC WELFARE,
Washington, D.C.

The special subcommittee met, pursuant to recess, in room 4232, New Senate Office Building, at 10:10 a.m., Senator Edward M. Kennedy, chairman of the subcommittee, presiding.

Present: Senators Kennedy of Massachusetts (presiding), Yarborough, and Randolph.

Committee staff members present: William E. Oriol, staff director, Special Committee on Aging; J. William Norman, professional staff member, Senate Special Committee on Aging; and Patricia G. Slinkard, chief clerk, Special Committee on Aging.

Senator KENNEDY of Massachusetts. The subcommittee will come to order.

We are delighted this morning to have as our first witness the Honorable Willard Wirtz, who is no stranger to this parent committee or to this subcommittee, and who is interested in the problems of the aged. They are well known, as is his concern.

We are delighted to have you, Mr. Secretary. We have a copy of your testimony and will ask you to proceed.

STATEMENT OF HON. W. WILLARD WIRTZ, SECRETARY OF LABOR, ACCOMPANIED BY STANLEY RUTTENBERG, ASSISTANT SECRETARY FOR MANPOWER, AND MANPOWER ADMINISTRATION; AND LOUIS H. RAVIN, SPECIAL ASSISTANT FOR OLDER WORKERS, DEPARTMENT OF LABOR

Secretary WIRTZ. Thank you, Mr. Chairman and members of the subcommittee.

Your suggestion that my views on this subject are well known touches a sensitive cord. We have covered this matter, in general, frequently before, and that leads me to the question as to whether you would prefer that I go through the statement which I have or that it be adequate to put it in the record as it is and that I then summarize it very briefly. I will be glad to proceed on whichever basis is preferable.

Senator KENNEDY of Massachusetts. It is a rather brief statement. I think it would be well that you go through it.

Secretary WIRTZ. I will be glad to go ahead on that basis. In so doing I start with the recognition of what seems to me the vitally

important fact about S. 276, is that it recognizes that beyond the social security that we have been talking so much about, there is the crying need in people's later lives for continuing "social opportunity" and for the need to be useful as well as to be secure.

There is not much I can add to my previous efforts, to stress, before this subcommittee last year in connection with the hearings on S. 3326, and on numerous other occasions, the essential importance of work and service opportunity for older people. I don't suppose it is the most pressingly urgent business before the country today. And yet, I think it is entirely likely that we will look back later on our continuing inattention to this particular matter, and to our ironic encouragement of the idea of "retirement" as being a good thing. We will look back later on that as being one of the real marks of our present immaturity as stewards of life's experience.

So I support without qualification the objective of S. 276, and proceed immediately to a consideration of the questions of ways and means of implementing this objective:

I think the principal issue here is reflected in your letter to me, Mr. Chairman, of July 27, in which you ask for my particular comment on the provision in section 603(a)(8) of S. 276, a provision for the coordination of the proposed "National Community Senior Service Corps" with related programs being carried on by the Department of Labor and by other agencies.

The short but necessary response to this inquiry is that it is likely, almost to the point of certainty, that the legislative establishment now of still another work and service program, to be administered through still another set of agreements between Federal and State agencies, would possibly result in a considerable duplication of effort and possibly in more waste than forward motion.

I admit to a certain sensitivity to the fact that no day passes now and no day has passed I suppose in the last year without there being some criticism, usually responsible criticism, of the complexity and the lack of coordination of the national manpower program. It has become a typical, almost patterned complaint that there are so many different programs—one day they say 10, another 15, another 20—so many different programs administered by so many different Federal, State and local agencies that their effectiveness is substantially impaired.

In my own judgment—I don't pretend I don't have bias—proceeds from facts that are at least a year old, a good many of which have been rectified in the intervening period. It has been a period of extraordinary unprecedented social invention, of unparalleled government response to human needs which went too long unnoticed or unattended. It has been a period of awkwardness in the use of new tools by a government—or network of governments—which deliberately places a premium on separation and distribution of functions and powers and responsibility, and then turns around—and this is a good thing—and criticizes itself very strongly for the inefficiency which results from that.

It has been withal a period of incomparable gains during which attention has been focused—and this, too, is all to the good—on those trials which have involved at least a measure of error.

The Congress is right now considering two sets of administration proposals, which include among other things suggested improvements in this structure reflecting the lessons of experience in administering these programs. These proposals are: the recommended amendments to the Economic Opportunity Act, and the amendments to the welfare provisions of the Social Security Act.

Under these circumstances, adding another new work and service program by legislative prescription appears unwise, I suggest, respectfully, unless it is necessary to permit the achievement of a purpose of primary importance which cannot be approached within the already established pattern of statutory authorization.

I count the proposal in S. 276 a matter of primary importance, which if it cannot be better achieved some other way ought to be achieved in this way. Yet at the same time a careful review of the provisions of S. 276 discloses that its instruction and direction can be carried out in all essential respects under authorization already contained in the provisions of the Older Americans Act, the Economic Opportunity Act, and the Manpower Development and Training Act.

I have discussed this matter with Secretary Gardner, and on the basis of those discussions, I propose respectfully, Mr. Chairman and members of the subcommittee, the immediate establishment of the type of program proposed by S. 276 by joint action of the Department of Health, Education, and Welfare, and the Department of Labor, within present statutory authorizations, within the existing administrative structure, and with reliance upon appropriations already recommended to the Congress for approval.

Senator KENNEDY of Massachusetts. Just on that point, we asked the representatives of HEW about the kinds of discussions that took place. We would be interested if you would be at liberty to tell us matters which were discussed with the Secretary and the various views expressed in that. We understand that you are not prepared to speak for the Secretary, but we would like to try and evaluate what weight was given to this discussion.

Secretary WIRTZ. I feel no hesitation about it at all. We had informal discussions and you are, of course, right. I don't want anything I say to in any way seem to be committing Secretary Gardner, but I assure you, Mr. Chairman and members of the subcommittee, that to the best of my understanding, the views of Secretary Gardner, and my own which runs completely parallel, is that a program of this kind ought to be put into effect, will be put into effect, can be put into effect under present authorization.

I will be glad to note two or three details with respect to which I think there could be some differences, not between us, but between the view which we would take on the details of S. 276. But I would have full confidence, on the basis of the direct discussions with Secretary Gardner, that we can implement this kind of program immediately.

Senator KENNEDY of Massachusetts. Following some of the lines of questioning yesterday—as I understand your response—that you would do a part of this program and HEW would do a part. What part would you do and what part would HEW?

Secretary WIRTZ. The general break, although I don't think it is a complete distinction and division, is between those parts of this pro-

gram which would involve volunteer service and those parts which would involve paid work, with the general thought that the distinction is basically important—particularly when it involves a new area—that in general those aspects of the program which involve paid work ought to be tied in with other work programs which the Department of Labor is administering. And those parts of the program which involve volunteer work ought to be worked out as part of the programs which HEW is administering.

I would like to point out that I think that S. 276, if I read it properly, implies the development of three kinds of programs under the language of the bill: the volunteer service program, the work programs and also some short-term training, and in terms of that three-way division, I don't know just where the short-term training would tie in. I can see it tying in with either of the others, but in general in answer to your question what we would look for and contemplate would be the tie-in of the work parts of the program with the Labor Department's programs, the volunteer parts of the program with HEW programs.

Senator KENNEDY of Massachusetts. I think one of the things which we are much concerned about is the sense of priority that these kinds of programs would have. This was really a matter of considerable concern to the members of the committee, Senator Williams, and others, when we had this new, what HEW describes and the reorganization within the Department.

The matter which has distressed some of us on the committee is the fact that unless there is at least one area or one responsibility, one person who has the responsibility for looking on into developing these programs for the seniors, that they become so diffuse and fractionalized that they really fail to achieve the intent of the legislation, and I would be interested in what comments you might be willing to make with regard to the sense of priorities that you would place upon these kinds of, as you even mentioned, sort of short-term training programs for seniors as well as for the various work programs, because as compared in length of time, for example, the training program would be extremely limited as compared to the kinds of programs which are generally administered.

The programs themselves would be of a much more limited and smaller scope than many of the other undertakings of the Department, and I think I would certainly be interested in your comment as to what kind of special type of priority that you would place upon these programs, because I think certainly in reading the history of the development of these programs, we see that the Congress quite clearly intended that the programs themselves be separately identified, and that they do receive a separate priority.

Secretary WIRTZ. Yes.

Senator KENNEDY of Massachusetts. I would be interested in your comment.

Secretary WIRTZ. I can reply to that directly and specifically, Mr. Chairman. First, I want to make it clear that when I am talking about moving in this area, I am not talking simply about crediting our present older worker programs to what we would do here. I am talking, as your question implies, about marking out a separate responsibility.

I discussed this some with Mr. Ruttenberg, the manpower administrator and with Mr. Ravin, both of whom are here today. Mr. Ravin is the special assistant to the manpower administrator for older workers. What we would expect to do immediately, taking it up with HEW, would be to, well, just illustratively, to ask Mr. Ravin to spend full-time on the implementing of the proposition that we make to you here. That would start with the identification of those funds which are necessarily allocated from the various other programs.

We mean business by this. You put a $9 million price tag on this for the first year. We would mean to go at least to that point and probably beyond it in working out a special program which would be identifiable on this basis.

I read S. 276 as emphasizing two things really. First is this point to which you have already referred. Although it talks about work training, it recognizes that training in the ordinary sense probably doesn't have much place in these programs. We are talking about things for which these people are trained by the experience which they have already had in life.

And second, S. 276 talks about the participation of older workers and the advice of specialists in these problems in the development of these programs. And so we would in specific terms identify Mr. Ravin, whose work has been entirely in this field, as being requested, directed, instructed, whatever the right word is, to spend full-time in working out this program.

We would allocate funds which would be equivalent to those which are contemplated here or more. We would then start to work out those arrangements which would permit the development of these programs with maximum participation on the part of older people.

If I were to give you in answer to your question priorities in terms of time, I would want to check this answer with Mr. Ruttenberg and with Mr. Ravin, but I would think in terms of, oh, a period of let's say from 90 to 120 days to get programs of this kind actually in operation.

Now you have raised one other question about one person being in charge. I say to you quite frankly that I think that is probably right, and that there should be the identification as between the two agencies, some primary responsibility on that. If it is left to be worked out administratively, I am entirely free to talk with Secretary Gardner. I don't care which Department it comes from and I don't believe he does either.

Senator KENNEDY of Massachusetts. I want the record to show the presence of Senator Randolph, who is deeply interested in this question.

I want to ask, for example, you have Operation Mainstream?

Senator WIRTZ. Yes.

Senator KENNEDY of Massachusetts. Within your Department, and you have other aging programs as well. For example, in the mainstream, Operation Mainstream, which offers opportunities for conservation and beautification work, various community betterment programs, how many aged people do you have working in those areas?

Secretary WIRTZ. If it is agreeable to you, Mr. Chairman, I will ask Mr. Ruttenberg to comment on the specifics of the number. I would make only this preliminary note.

Senator KENNEDY of Massachusetts. Would you rather wait, continue with your testimony?

Secretary WIRTZ. No; this is perfectly all right.

Senator KENNEDY of Massachusetts. You have pretty well gone through it. Perhaps we can come back to this.

Secretary WIRTZ. That is all right. I want to note just one thing about that, and that is this, and I say it a little defensively. The authority for Operation Mainstream was transferred only some 5 months ago to the Department of Labor, and we have some bigger plans for that than our record would show, but I want to make that point, and then ask if there is specific information about how many people are covered by Operation Mainstream program.

Senator KENNEDY of Massachusetts. We are delighted to have you as well as Mr. Ravin. The record will show these gentlemen appearing at the beginning.

Secretary WIRTZ. I will be grateful for that, Mr. Chairman. I should have done it.

Mr. RUTTENBERG. As you know, of the moneys that are available to the Department of Labor on delegation from OEO for the Nelson amendment or Operation Mainstream, $7.5 million is now being allocated to HEW for the operation of the Foster Grandparent program, and then in fiscal year 1967 we have somewhere in the neighborhood of $2.5 to $3 million of Operation Mainstream money in Green Thumb, the project which is almost totally and exclusively older workers, and is in the field of conservation and reforestation.

We intend in fiscal 1968 to take that program, Operation Green Thumb, and expand it quite significantly in the rural areas, particularly where it is now operating, and where the older workers are the predominant individuals in it.

Secretary WIRTZ. Do we have figures on the number of people currently working with Operation Green Thumb?

Mr. RUTTENBERG. Offhand I do not know them.

Secretary WIRTZ. We will supply those, Mr. Chairman, but I want to say that it is a small number. We can give you clear figures in terms of the programs, the number authorized for participation in these programs, but that is a kind of figuring that I don't think gets us very far for very long and we will supply for the record the specific number who are presently working on Operation Mainstream.

(The information referred to follows:)

Operation Green Thumb has 7 projects in operation with 790 authorized positions. As of Sept. 15, 716 older men were at work. The projects are in the following States: Arkansas, Indiana, Minnesota, New Jersey, Oregon, Wisconsin, Virginia.

Operation Mainstream projects (of which Green Thumb is one nationally administered by the National Farmers Union) has an estimated total of 4,090 men and 275 women of age 45 and over currently employed.

Senator KENNEDY of Massachusetts. Mr. Secretary, as I understand it, the Green Thumb program under the provisions of the act say that they have to be chronically unemployed, so what we are interested in is to see the sort of emphasis that has been placed on the older worker, to try and find out how many of the seniors really are being included in that program.

Secretary WIRTZ. I will get you those specific figures, but the record, it might just as well be plain here, is a very small number. We make no

bones about the fact that this is the area into which there has been the least movement, which is part of the basis for emphasizing the seriousness and the directness of our intent to proceed along the lines I indicate. It is a small number.

Senator KENNEDY of Massachusetts. Please proceed.

Secretary WIRTZ. That leaves only a few things to be noted here, Mr. Chairman. I do in my testimony refer to the point that you have made already, the importance of working out this relationship between work and short-term training. I would like to just add to my statement this point.

I attach very great significance to that not only in terms of the distinction between work and service, but in terms of a point which you and I, and which the members of the committee have talked to the subcommittee about before. I expect before we are through with this, we are going to find a whole new concept of the point of what people do after age 60 or 65.

I don't think we are looking 50 years ahead. I think we are looking 5 or 10 years ahead. I see the emergence, with the development of technology and the affluent society and all that kind of thing, I see the emergence of a whole new concept of what people do, are supposed to do and how they are paid for it, how they are compensated for it after they finish what we presently call employment.

When I talk about recognizing a distinction between work and service, even to the extent of identifying that with the present programs of one department or the other, I want to make it clear that I see on down the line the probability that we will have to do of thinking about all this, the work and time and that there will be a parallel development with respect to the idea of compensation.

It is entirely respectfully that I point out that the references in S. 276 to a dollar figure of not exceeding $1,500 seems to me a kind of shooting in between the ideas of volunteer service and work programs. In my judgment $1,500 would not be a right figure for work which is in the pattern of some of the other work programs.

On the other hand, $1,500 doesn't fit very easily into the usual concept of a volunteer service. I only emphasize the fact that I think the working out of this relationship between the various kinds of service is an important part of what we are talking about here.

I have noted our expectation that we would provide for maximum feasible participation of older persons in the development, conduct, and administration of the contemplated programs.

I have noted that what we are talking about would be at least as broad in scope as what is identified in S. 276 with the allocation of funds in at least equivalent amount.

I have noted, too, the expectation that in the administration of these programs, there would be worked out the details of implementing this critically important relationship between volunteer and paid service.

Then with the notation of those specifics, Mr. Chairman, I add only this. I have spoken very briefly here of the basis in, oh, philosophy or conviction or faith or whatever it is of the feeling about the importance of what we are talking about here, and I want to add only this much in conclusion.

I recommend this course of action as offering the fullest possible assurance of the implementation of the purpose of the sponsors of S. 276. Such action will in fact be taken. If it is considered advisable, nevertheless, to cover this subject by some form of congressional action I will be glad to work with the subcommittee in developing an appropriate form of such action.

It is appropriate only to note again, in conclusion, the intensity or feeling which attends this recommendation.

There has been an awful lot of talk in this country about long hot summers. I think it is true that there are more long cold winters in more people's lives than all the long hot summers, which have been our recent concern. This is a minority group we are talking about—the older people. It happens to be a minority to which every single one of us seeks entrance, sometimes almost desperately, and it is also a minority whose patience has put it at a severe disadvantage.

The plain facts are that there are more people discriminated against today so far as employment and opportunity are concerned because their hair is white, than because their skin is black. There isn't the bigotry in this area that has characterized racial discrimination, and there probably isn't the same degree of bitter hurt. But the net abuse to what must be life's purpose, if we could ever figure—the human purpose—the net abuse here is fully as great. It just doesn't make sense to treat this particular part of life the way we do as far as opportunity is concerned.

I have not burdened this record with any of the statistical evidence which Mr. Ravin and his associates have been developing in this area. I have included in may statement one fact which stands out very sharply.

If you take a particular group of men, and the figures on participation in the work force are much more complete for men than they are for women, if you take a particular group of men, and check the nonparticipation of that group of men in the work force while they are between ages 45 and 54, and then check that same group of men for the period between 55 and 64, you come now to the remarkable fact that the nonparticipation of the same group of men is four times as great during that second period as it was during the first. The realization that so many dropped out from opportunity and from work and from service during this period between 55 and 64 is a reminder and—just a little reminder—of what we are talking about.

Senator RANDOLPH. Mr. Chairman, may I interrupt Secretary Wirtz at this point?

Secretary WIRTZ. I have really finished, Senator, and I welcome your question.

Senator RANDOLPH. Secretary Witrz, in this proposed legislation, S. 276, the statement that the Congress "hereby finds and declares the providing of this age group with opportunities for service will better their morale, will benefit their physical, mental, and psychological health," that is the premise that is laid down.

I have noted in recent days an article in one of our newspapers indicating that there apparently in certain parts of the country are the lessening of persons who wish to associate themselves with living in groups such as we know as "Leisure World," indicating that these individuals feel that in so setting themselves apart, they will be

missing the mainstream of a continued active life, even if it is less active than they would if they were let's say a part of society itself.

The article went on to state that whereas in California some 10,000 families or persons had come together in a Leisure World community, and that because of such a success on the west coast it was felt that here in the environs of Washington, D.C. there would be a similar success, and so provisions were made for thousands of persons at Leisure World in Maryland.

They say further in the article that this influx of people into such communities did not come to pass. It was not a lack of money, so the article seemed to indicate, but instead of the thousands of persons even as of this date, apparently only some 800 individuals have decided to come into such a setting.

I realize that there are dollars perhaps involved in this situation that would not apply, Senator Kennedy, in all of our efforts here to offer not only opportunity for employment and jobs, but also a certain amout of dollar income. But I wonder if you would comment at that point, because you have touched on it, at least indirectly in what you have said today.

Do you feel that there is an increasing belief among the older people when they come to check on themselves? You know, emotionally an organizational effort to lead people into these groups can come into being, but they themselves I think are at that point now where partially they rebel against this being herded together. They are part of the mainstream of our life regardless of their age brackets. Would you comment on that, sir.

Secretary WIRTZ. Yes, in a tentative, exploratory sort of way, Senator Randolph, because I don't know the answer. I would guess that there are two sets of reactions on that. One proceeds from the feeling of some people that they would like to work closely with and live closely with people of their own age, and then exactly the contrary view on the part of others.

I rather suspect that our guiding administrative principle ought to be that we do whatever is necessary to leave that freedom of choice complete, so that those individuals who want to proceed in later years along the one line have the opportunity to do so, and those who would like to proceed on the other line have equal opportunity.

But the point that you make in terms of the living arrangements has a very close relationshop to the point, to our point of emphasis here about the work programs. There is a real question in my mind about the desirability of separating out a special set of work opportunities for older people, marking it as apart from the rest.

Now I think we are trying to ride two horses—I know I am. I am trying to make it clear that on the one hand there ought to be special attention to this problem and special programs set up, but on the other hand, I am also trying to make it clear that there is a real question in my mind about marking this out as being so completely separate and apart from the other work and service program that it has different titles, and so on and so forth.

So, we are talking about the same kind of thing, and I think my most constructive answer to you is that there ought to be the assurance of that freedom of choice to proceed along various lines, as the individual prefers, both with respect to living and with respect to working.

Senator RANDOLPH. Mr. Secretary, your comment is helpful to me as I think in terms of this problem, and I appreciate, Mr. Chairman, the opportunity to interrupt Secretary Wirtz at this point.

Secretary WIRTZ. I would add in conclusion, Mr. Chairman, and members of the committee, only one thing, and that too has been said before so often that I can add little to it. But I feel a very real debt to the chairman of this committee, to the members of this committee, to Senator Williams of New Jersey, who has pressed this matter so long—to you, Mr. Chairman, particularly, for the extent to which you are picking up and emphasizing a need which has received too little attention.

I referred in my statement to the penalties of patience which this particular group is paying. It seems to me that you have done more than all the rest of us put together, really to try to neutralize the negative effects of that patience, and I should like to help in any way I can. Thank you.

Senator KENNEDY of Massachusetts. Thank you very much, Mr. Secretary. Let me just say I commend you for your testimony. I think that you have highlighted, it has just been drawn to my attention by counsel, your opening line "S. 276 marks the recognition that beyond social security there is the need in people's later lives for continuing social opportunity, to be useful."

I think you have really coined a phrase here. In many instances these phrases can be rallying points. I think you have stated it extremely well. I thought your later comments about the sense of priority that you put on this program is extremely helpful and it is greeted with broad enthusiasm by the members of this committee.

One of the things I think you talked to somewhat earlier was the fact that under the present legislation, under the distribution of the funds that would be authorized by this bill, they would be at the present time coordinated through HEW. I am wondering if we did find some kind of a separation of authority, the work programs going through Labor and also the programs which deal with the actual deposition of funds to seniors as well, how you think the balance would be struck with HEW? How do you envision this sort of allocation of resources?

Secretary WIRTZ. If you are accurate in your summary of my statement, Mr. Chairman, I must have leaned over backwards. I don't believe there is the necessity of identifying this responsibility in one department or the other. I agree with the proposition that setting up a joint operation of some kind, there should be the identification of a chairman responsible for that working group.

I don't think really that the question of centralization of authority at the Federal level can be very important. I say to you quite frankly that one of my concerns about S. 276 is that it does route the program through a particular set of agencies. I think we would encounter difficulty if we were to do that. But given flexibility on that point, expecting to do this through local or State agencies, I don't believe the problem at the Federal level is going to be significant or real.

I am not sure that this is responsive to your point. I cannot say to you, I cannot answer in detail at this point to the question of the chairmanship of a joint group or something of that kind. That is only because I haven't talked with Secretary Gardner in these terms.

I can't say to you that it doesn't make any difference to us where that centralization would be. It is a little like the program under the Manpower Development and Training Act. The whole institutional training program is a coordinate of the Department of Labor-Health, Education, and Welfare program. I suppose if you read that statute carefully would be to find the centralization of authority under the Manpower Developemnt and Training Act program in the Department of Labor, but in working operations that is never a reality of considertion. There is a parity of responsibility and of authority, recognized in the two agencies.

I don't mean it works perfectly. It never does, but it doesn't when it is all within one agency either.

Senator KENNEDY of Massachusetts. Thank you very much, Mr. Secretary. We appreciate your appearance.

Secretary WIRTZ. Thank you, Mr. Chairman.

Senator KENNEDY of Massachusetts. We welcome you, Mr. Ruttenberg and Mr. Ravin also.

We have the Arkansas Fiddlers waiting in the next room for your appearance. Thank you very much.

Our next witnesses will be the State executives on aging. I will ask if they would all be kind enough to come up—Mrs. Eone Harger, president of the State Executives on Aging, and director of the New Jersey Division on Aging; Mrs. Herbert E. Dobbs, chairman of the Delaware Commission on Aging; Rev. Msgr. Joseph T. Alves, who is the chairman, and Mr. John T. Sweeney, executive secretary of the Massachusetts Commission on Aging.

Let me extend a special word of welcome to both of those gentlemen who I know from the good work that they have done in my own State of Massachusetts where they have been a constant source of help to me personally.

Mr. O'Malley of the New York State Commission on Aging—I don't see him here.[1] Mr. Elias S. Cohen,[2] Commissioner, Office for the Aging of the Commonwealth of Pennsylvania, is unable to be here.

We welcome all of you ladies and gentlemen. I will ask Mrs. Harger if she will be kind enough to make such comments as she would like.

STATEMENT OF MRS. EONE HARGER, PRESIDENT, NATIONAL ASSOCIATION OF STATE UNITS ON AGING, AND DIRECTOR, NEW JERSEY DIVISION ON AGING; MRS. HERBERT E. DOBBS, CHAIRMAN, DELAWARE COMMISSION ON AGING; REV. MSGR. JOSEPH T. ALVES, CHAIRMAN, AND JOHN T. SWEENEY, EXECUTIVE SECRETARY, MASSACHUSETTS COMMISSION ON AGING

Mrs. HARGER. Mr. O'Malley will not be here. He called to say he had some problems that would prevent his presence here.

Mr. Chairman and members of the Senate Committee on Aging: I am Eone Harger, president of the National Association of State Units on Aging. I am pleased to appear before you to testify in sup-

[1] Letter from New York State Commission on Aging, p. 265.
[2] Statement on p. 135.

port of the concept of the older americans service program as proposed in S. 276, legislation which would amend the Older Americans Act of 1965 by adding a new title VI to expressly provide for a service program. As I have stated on previous occasions in testifying before committees of the Congress, the bylaws of the National Association of State Units on Aging prohibit taking a position in regard to specific legislation. However, the association is agreed on the principle on which the legislation is predicated—that there should be additional opportunities for the achievement of a better life for older people of this nation—and I have authorization to endorse the concept.

My comments in regard to the specific legislation under consideration will be based on my personal experience as administrator of the New Jersey program on aging. Beyond approving the principle of the bill, I would like to discuss three issues in connection with it:

1. The significance of the legislation in relation to the reorganization of the Department of Health, Education, and Welfare;
2. The separation of the community service objectives of the legislation from employment needs; and
3. The desirability of reexamining the fiscal basic of Federal grant programs.

S. 276, while a comparatively simple amendment to the Older Americans Act, gains additional significance at this time because of the recent reorganization of the Department of Health, Education, and Welfare, which places the Administration on Aging in a new grouping of rehabilitative and social services. A question arises as to whether the original purposes of the Older Americans Act, even though reinforced by this amendment, can be achieved under the new Health, Education, and Welfare structure. To many it seems doubtful that either the leadership or coordinating functions intended for the Administration on Aging are possible as the relationships within Health, Education, and Welfare are realined.

Testimony given in 1963 prior to passage of the Older Americans Act urged the creation of a Commission on Aging within the Executive Office of the President. It was felt that only there could sufficient prestige and visibility be achieved to counteract the problems created for an increasing number of older people by our national stereotypes of age. Supporters of the Commission on Aging accepted grudgingly and with grave doubts the substitution of an Administration on Aging in the Department of Health, Education, and Welfare because it was offered as the "only politically achievable arrangement."

There were three main doubts in regard to the placement of the Administration on Aging in the Department of Health, Education, and Welfare. There were doubts because the proposed Administration on Aging did not carry the same operating responsibility as other administrations in the Department of Health, Education, and Welfare, so would be difficult to equate with them. There were doubts as to the ability of an Administration on Aging, from within the Department of Health, Education, and Welfare, to give leadership and carry out the intended coordination of programs related to aging within the Federal Establishment. There were doubts as to the impact on State organizations for aging, most of which were independent commissions that provided the vitality, flexibility, leadership, and working relation-

ships with multiple agencies and organizations on which progress in the total field of aging was based.

These doubts appear to have been well founded in light of the recent reorganization of the Department of Health, Education, and Welfare and they should be remembered in considering the potential success possible through the proposed amendment being discussed today. Perhaps the need to reenforce the original coordinating purpose was in the mind of the drafter of the bill as section 603: 8 calls for the coordination with other Federal programs. Since coordination is a primary role of the Administration on Aging, this can only be considered a reenforcement of the legislative intent which should not be jeopardized by administrative maneuvers.

Reenforcement of the coordinating intent of the Older Americans Act is welcome. However, a host of recent programs for older people, admittedly stimulated by the older Americans legislation, but under other departmental sponsorship, do not utilize the guidance and know-how of the Administration on Aging. This is apparent in programs for older people developed under Office of Economic Opportunity and State welfare department sponsorship which often needlessly reenforce the stereotypes of aging which the Older Americans Act was designed to alter.

Mr. ORIOL. Mrs. Harger, before you leave the reorganization, several witnesses were asked yesterday whether they had been consulted in connection with this reorganization plan. Was your national organization of State executives on aging consulted?

Mrs. HARGER. No, sir. It was a thunderbolt that struck us in the midst of a meeting with some of the chairman of commissions on aging and we knew nothing about it prior to that.

Mr. ORIOL. Have you been briefed since that time as to its purposes?

Mrs. HARGER. We have had a meeting to discuss some of the aspects of it with several HEW officials and six members of our board, but we have not as yet had clarification of what it is going to mean to our State commissions.

Mr. ORIOL. Will your association take an official position on the reorganization?

Mrs. HARGER. We will not be able to take one until we have an annual meeting. We will be having a board meeting in November, and it may be that we can reach some kind of a consensus; but at the present time we haven't enough information to make any kind of decision. We are all waiting to know more about it.

Mr. ORIOL. Do you have any thoughts now about the desirability of a commission as originally recommended or do you feel now that operating programs are in effect, that this reorganization should be made the most of and where needed improved?

Mrs. HARGER. I think my original belief that we need identification with the highest echelons of the Federal Government in order to give identification and visibility to aging is correct. I don't see it happening in the present situation, so my answer would be that I haven't given up my belief that we would be serving the older people of the Nation better if they could be viewed from a different vantage point.

Mr. ORIOL. May we send to you the statements given yesterday by Miss Switzer and others?

Mrs. HARGER. I will be very happy to have them.

Mr. ORIOL. Miss Switzer discussed the purposes of the reorganization in the limited time we had where it wasn't possible to go into great detail, but we would appreciate more discussion of some of the points made.

Mrs. HARGER. We would be very happy to have these, and I am sure that members of our association are looking forward to a great deal more information. Miss Switzer did have one brief conference with us, and it was a very pleasant discussion. However, none of us came away with a clear understanding of where we are moving, because I don't think this is yet clear within the Department of HEW.

Mr. ORIOL. You said that the reorganization plan might well affect the purposes of S. 276. What are your misgivings on this point?

Mrs. HARGER. They are simply ones that we don't see where the Administration on Aging is going. I am not able to be definitive except the whole purpose of this bill is to assure older people a greater opportunity. When the Administration on Aging is identified with direct services for handicapped people it is quite different from the concept of raising them above this kind of stereotype. It is just the vague disquiet as to whether the original purposes are going to be carried out.

Mr. ORIOL. Will you proceed.

Mrs. HARGER. S. 276 might well be strengthened by clearer delineation of administrative authority for Older Americans Act funds and inclusion of limitations as to the State agencies that can receive such designation. Specific assignment of administrative responsibilities for older American funds to offices on aging having responsibility for overall planning and coordination would be a powerful reinforcement of the original legislative intent.

I would now like to address myself to the need to separate the community service objectives of S. 276 from employment needs. The concept of opening up opportunities for community service to older people is stated in a variety of ways in the opening statement of finding and purpose but the statement is weakened by intermingling two different thinks—first, opportunities for service, and second, the need for income. Primary emphasis should be on service as an antidote to enforced idleness and a help in developing respect by both community and self. The value of the volunteer should not be submerged in a detailed discussion of employment conditions. Work opportunities should be presented as a potential byproduct of some community service.

The difference between the two is documented in a recent report of a 3-year friendly volunteers demonstration program using elderly persons as volunteers, carried out by the Henry Street Settlement House under a grant from the Public Health Service. The research consultant concluded that the program had more meaning to the volunteers than the recipients of the service and that the service opportunities prevented people from becoming "a physical and psychological burden on the community." Questions as to a desire to be paid revealed that it was not wanted for true service opportunities but was acceptable when "real work" such as light housekeeping, et cetera, was involved. There is the implication that part-time work should be explored both for economic and morale value for older people who need it and for filling actual employment needs in our economy. The success of the

Foster Grandparents and Green Thumb programs suggests that similar yet-to-be-recognized opportunities must abound.

As employment opportunities emerge from service programs, there might well develop a working arrangement between the Administration on Aging and the Department of Labor that could give real impetus to the Department of Labor's heretofore lukewarm interest in older workers. Its attention to the 45 to 65 age category might be intensified and the Department also persuaded to take leadership in developing part-time jobs for retirees. Much of the pain of retirement could be alleviated if it offered relief from the day-to-day pressure of work, but retained limited chances for earning and job contacts. Greenleigh Associates commented critically on pay rates and personnel policies in part-time employment in their evaluation of the Foster Grandparents program. Pay and personnel matters increase the desirability of Department of Labor involvement in part-time work programs—so long as work is not confused with volunteerism.

The need to examine the fiscal base of Federal grant programs was referred to last year in testimony supporting the Senior Service Corps. At that time specific reference was made to declining grants and discontinued Federal money authorizations. The problem has grown in the intervening year and has been aggravated by an increasing number of large 1-year appropriations. Hastily drafted projects generate a scramble for continuing and/or additional funds backed by pressure tactics that omit a sober look at either past achievement or long-range goals. While often progress must be made through pressure, it is irresponsible to have pressure replace considered planning for social improvement. When Congress appropriates funds for projects in communities, its wisdom should include some proviso for programs of permanent value to be retained. This means that no project should be initiated without provision for evaluation of its impact and thoughtful consideration for continuity of financing for that which deserves to continue.

In conclusion, I once more commend S. 276 for its potential benefits for many older people. At the same time I urge careful consideration of the administrative machinery to accomplish its objectives, clarification of volunteer service in contrast to paid employment, and reassessment of Federal financing policies vis-a-vis local programs.

Thank you, Mr. Chairman.

Senator KENNEDY of Massachusetts. Would Reverend Alves or others like to make comments at this time? I think the way we will proceed is to hear from all of you, and then I will ask some questions if I can.

Mrs. Dobbs, would you proceed.

STATEMENT BY MRS. HERBERT E. DOBBS

Mrs. DOBBS. Mr. Chairman and members of the subcommittee, it was my expectation to simply react informally to some of the ideas that were going to be discussed and expressed today. My statement is a very simple one, therefore, and my very special interest is in the area of volunteers.

My name is Mrs. Herbert Dobbs. I serve as chairman of the Delaware State Commission on Aging. The views I express are my own, but I am appearing with the full permission of the commission.

I am especially interested in volunteer services, and have served continuously as a volunteer in the field of aging for the past 10 years. I was a delegate from my State to the National White House Conference on Aging. In addition to my leadership on the commission, I serve on the board of the Wilmington Senior Center, the board of the National Association of Mental Health, the State board of the American Association of University Women, and am a member of the Advisory Committee on Protective Services of the National Council on Aging.

I wish to commend Senator Williams, Senator Kennedy, and the committee for their interest and demonstrated leadership on behalf of the elderly. The existence of the Senate Committee on Aging and the passage of the Older Americans Act has greatly enabled our State to develop programs offering meaningful activity and opportunity for volunteer service by those past 60. The impact of these programs is becoming increasingly evident and our State legislature has accepted the responsibility to provide funds to permit a steady growth of services. Our commission is cooperating with other State agencies to develop projects to provide employment of the older person. Our Foster Grandparent project in Delaware has been sucesssful, and those in it are most enthusiastic. I therefore am in accord with the concepts expressed in the bill.

However, because our American heritage of volunteer service is so very precious, I would urge that careful consideration be given to safeguard it. It is the envy of many parts of the world. The word payment should never be used in connection with volunteering. When they are paid they are not volunteers. Reimbursement for actual expenses should be provided, but only on an expense account basis. This should not be a lump sum, or regular amount that could ever be judged as income. Any grants to enable the elderly to volunteer should be made to agencies and they in turn reimburse the older person. This will protect everyone concerned, but primarily safeguard one of the unique forces in American life.

Senator KENNEDY of Massachusetts. Thank you very much for an excellent statement. Reverend Alves.

STATEMENT BY REV. MSGR. JOSEPH T. ALVES

Reverend ALVES. Thank you very much, Mr. Chairman. It is a pleasure for me to appear before this committee again and before you personally. I have a prepared statement which I don't know whether you want me to read or not.

Senator KENNEDY of Massachusetts. We will put it in the record in its entirety, and if you want to summarize it you may.

Reverend ALVES. Why don't I do that, Mr. Chairman.

(The prepared statement of Reverend Alves follows:)

PREPARED STATEMENT OF RT. REV. JOSEPH T. ALVES, CHAIRMAN, MASSACHUSETTS COMMISSION ON AGING; AND EXECUTIVE DIRECTOR, FAMILY COUNSELING & GUIDANCE CENTERS, INC., BOSTON, MASS.

Mr. Chairman and Members of the Committee, it is a pleasure to appear before your honorable body and to have an opportunity to address myself to the questions raised by the proposed legislation submitted by the distinguished Senator from New Jersey. May I make two appeals: first, that you not allow the elderly to be forgotten or bypassed in the heat of the current urban crisis; second, that you support this amendment to the Older Americans Act (S.276).

America's elderly are not militant in the sense that they march on City Hall, riot in the streets, carry placards, etc., yet their needs are pressing. The plight of these older citizens represents a crucial problem every bit as meaningful and critical as other urban problems that command your attention and concern.

Our older citizens live day to day with three major problems: (1) lack of adequate income (in previous testimony before Congressional committees I have made known my commitment to the principle of a guaranteed annual income); (2) an overabundance of leisure time; (3) a miniscule amount of community planning on behalf of the elderly in most local communities.

Enactment of this amendment would be another step on the road to dignity for many citizens aged sixty and over. It should not be necessary to review in depth at this time the values that can accrue to our communities and the nation as a result of the working participation of our older Americans in public service projects. Specifically, learning about community service organizations and agencies, participating in decision-making, and contributing to the comfort and pleasure of others in society will benefit the elderly and our society as much as the G.I. Bill did a generation ago for the individual veteran and the country.

Although the aged easily qualify as the nation's major poverty group, the widespread destitution and special needs of this large segment of the total population is apparent to few in the local anti-poverty effort. However, in the very limited O.E.O. fundings and the new programs operating under the Older Americans Act auspices, we see evidence of programs that go far in helping these citizens get back into the mainstream of society.

You may be aware that I am the Chairman of the Massachusetts Commission on Aging, an agency responsible for the Title III fundings in the Commonwealth for voluntary and public agencies. We have initiated or aided in the initiation of twelve projects under O.A.A. auspices, half of which have volunteer programs similiar to those with which you are concerned at this hearing.

Mr. Sol Boskind of the Age Center of Worcester, Inc., and his assistant, Miss Ann Power, initiated one of the first Senior Service Corps programs in the country. This engages the services of one hundred and twenty-three participants with regular Community Service assignments. Miss Power feels that this program gives the retiree "a sense of continued worth—of being needed—an opportunity to remain a creative member of society."

Mr. John F. Sheehan of the Quincy Council for the Aging plans a program for training elderly corpsmen so that they might take an active part in their project's service efforts—namely, identifying the older Americans in the community and providing neighborhood aides and friendly visitors. Mr. Sheehan heartily endorsed the amendment.

Surveys undertaken in various areas of the Commonwealth have been helpful in pointing up support for plans for future volunteer programs of this character. Reports from Methuen and North Andover, both in Essex county, show that 45% and 30% respectively, of elderly respondents to a questionnaire indicate they were interested in part-time employment or volunteer work. Forty-eight percent of the respondents in Hamilton sought voluntary activity and 78% of those interviewed in North Andover felt that industry should be actively encouraged to hire older people. Such sample surveys justify increased efforts in this area by local agencies, private non-profit organizations such as the United Community Service, the state-sanctioned Commonwealth Service Corps, or a federally sponsored Senior Service Corps.

But while this sampling emphasizes the concern of the elderly over their own inactivity, characteristic of the golden years, it does not shed light on the second major area of concern, the need for income supplements. The problem of fixed incomes for those in an age group wherein proper diet and medical treatment are essential has been stressed at other times. Studies undertaken by the Massachusetts Commission on Aging only serve to re-emphasize this issue. Mr. Ben Hersey of the Boston Center for Older Americans insists the elderly must have their livelihood insured before they could be able to think of service work. Mrs. Mynette Sandhaus, Assistant Director of Volunteer Services for the United Community Services in Boston, feels that the number of volunteers is almost unlimited, if not deterred by transportation costs and the problem of meal money. More and more agencies come to her with requests for people, many of whom could be in the sixty-plus group, but almost none of these agencies seem able to provide transportation and only hospitals serve lunch. In final appraisal, all of the people interviewed, including a sampling of older Americans, concurred as to the desirability

of some form of remuneration, whether it be to supplement meager income or to take the burden off adequate and fixed resources.

"New Roles for the Elderly," a study by Dr. Robert Morris of Brandeis University, a member of the Massachusetts Commission on Aging, acknowledges that an expansion of opportunities to serve will undoubtedly prove stimulating and challenging but that there is a serious question about the "feasibility of attracting those who have rarely or never volunteered for community service or of sustaining them through work opportunities on a mass basis without putting them through prolonged cultural reorientation."

Since it has been established that the elderly have unrecognizable job capabilities, we at the Commission are of the mind that the financial provisions of S. 276 may very well provide the initial spark for this cultural reorientation.

Once aroused, this group that Professor Morris refers to can be trained to be volunteers with specific job training then following. Presumably the statistics already cited points to that percentage of the elderly population that is volunteer-oriented. The Senior Service Corps should then have the potential to reach beyond this group. Granted that some may still not be aroused by or attracted to the Senior Service Corps, this alone does not justify opposition to the program.

Our research indicates that approximately 20% to 30% would truly welcome the chance to enhance their retirement years through part-time activities. For this reason, the Senior Service Corps is, in our considered opinion, both necessary and worthwhile.

Another cogent reason for encouraging subsidized volunteer contributions by the elderly is that, at long last resources could be made available for those services and programs too long neglected by those interested only in a salary-profit situation.

Assistance could now be made available for social and cultural endeavors that to this time have been left to struggling little groups of civic-minded people. A large resource (people with time and desire) could now be matched to a long-neglected but worthy undertaking for, after all, one's contribution to society need not be only through employment in the production of goods and services in a consumer-directed open market. Valuable contributions can also be made through employment whose object is to enhance the quality of a society and here the older person might justifiably be given preference, or at least some special attention.

One possibility is volunteers to alleviate personnel shortages in "helping industries"; for example, community beautification and neighborhood housing needs could be brought to the attention of the proper authorities through volunteer Senior Service Corps research and administrative committees.

Lastly, the idea of community planning in the local municipalities on behalf of the elderly cannot be ignored. The Massachusetts Commission on Aging has become an avenue in the Commonwealth for creating and implementing the structures for facilitating that concept known as creative federalism. The Senior Service Corps would serve to augment the Commission's functions in the realm of community organization and consultative services to local councils for the aging and voluntary agencies.

A program of interpretive services has begun to permit local leaders to know more about federal, state and local programs and how they can prove functional in their own areas.

When we surveyed the anti-poverty activities, we found that few were knowledgeable about the concept of interweaving the multiple funding devices into an organized program to help a specific group. Since that survey it has been a source of satisfaction to observe that Community Action centers in Revere, Lawrence and on Cape Cod have initiated programs of depth that show evidence of more direct service to the elderly.

The potential of the Senior Service Corps is overwhelming and the list of possible volunteer projects is both endless and impressive. With this in mind, we of the Massachusetts Commission on Aging can reasonably conclude that community interest, especially among our older citizens, is a real and viable thing. Bearing in mind that the target areas of the Senior Service Corps are aimed at (1.) eliminating the lack of participation by older Americans in meaningful day-to-day activities, and (2.) providing additional income maintenance in an ever expanding economy, we must conclude that these very real problems require immediate attention. These two consequences of the retirement years, in tandem, would reasonably seem to pertain to nearly every member of the older community. Not only the older community, but the community at large, would reap the rewards if these problems could be overcome.

Enactment of this amendment would instill in older Americans a sense of worth and dignity. Payment of a salary would serve two purposes: (1.) it would give the recipient a new sense of his own value and (2.) it would allow contracting agencies to establish formal work schedules, thus facilitating substantial and comprehensive programs.

Finally, our conclusions lead us to believe that the elderly American who would be encouraged to take part in the Senior Service Corps efforts would attain a degree of personal self-reliance that would enable him and his fellow volunteers to become a viable and independent entity in the community.

Reverend ALVES. There are a few points that I would emphasize. First, I think that the aged people in this country live today with three major problems. No. 1, there is a serious lack of income that most of them suffer from, and in previous testimony before this and other congressional committees I have made known my commitment to the principle of some kind of an annual guaranteed income for all Americans.

Secondly, older people do have an overabundance of leisure time, time that is not used usefully or meaningfully nor time that could be used to help make them more dignified members of our society.

Finally, that there is only a minuscule amount of community planning on behalf of elderly citizens in most local communities across this land.

I like very much the marriage in this bill of the opportunity for useful service for older Americans and the provision of some kind of income. I think I appreciate the sentiments and can understand the fears of the previous witness when she raises some concern about rewarding volunteers with financial remuneration. However, I think that it is essential to give many older people some kind of reimbursement, if we are going to get them to volunteer at all, because they simply cannot afford to volunteer.

We have demonstrated in the Commonwealth of Massachusetts with our own domestic Peace Corps that this does not destroy volunteerism at all. We reimburse volunteers in the Commonwealth Service Corps or pay them a stipend of $80 a month for volunteering. This has helped many people who otherwise would never have volunteered to pick up some of the expenses that are incurred in the process of volunteering.

I think that also the additional income is desperately needed by people who have no other income but social security to live on, and very small pensions. So I am not afraid at all of the reimbursement outlined in this bill destroying the concept of volunteerism in America or diminishing in any way the prestige associated with volunteer community service.

One other thing I might mention is that in an effort to be of some help to your committee in the Commonwealth of Massachusetts before coming here we made an attempt to discover how many elderly people would be interested in this kind of service, and we did surveys actually in many communities in Massachusetts, and we found that in some communities up to 78 percent of the elderly people were very anxious to participate in something like this. In other communities it was only 30 or 45 percent.

We would make a rash judgment in the Commonwealth of Massachusetts that between 35 and 50 percent of people over 65 would immediately volunteer, would be anxious to participate in service such as is mentioned in this bill. I would say that even if only 20 percent of

them were interested in responding in this way, that this would be a very worthwhile service, because the elderly people in this country are not at all militant in the sense that they march on city hall or they riot in the streets or carry placards, and so forth, but their needs are very pressing, and I have been concerned about having these needs met, and I am very enthusiastic about the interest that your committee has given to this problem in the last couple of years. Thank you.

Senator KENNEDY of Massachusetts. Mr. Sweeney, we are delighted to hear from you.

STATEMENT BY JOHN T. SWEENEY

Mr. SWEENEY. Mr. Chairman, I have no prepared statement because I think my chairman has clearly summed up the view of the State commission, but if I might react to a few things and kick off the discussion at the same time, I would like to suggest that for my part, and not for the national association of which I am a director or for my chairman, I think the bill as presently written probably is a good bill and ought to remain the same as it is.

Firstly, I have gained the impression this morning that we all agree with the concept of a Senior Service Corps, but the question seems to be becoming clearer, what vehicle should be utilized, and what, if any, effect any reorganization will have.

With respect to the latter point, I think I agree with what has been said that we don't know enough about it to make any hard, firm judgments.

But, while I agree with Secretary Wirtz' view that a new concept is needed, indeed, I would call it a new experience with respect to older people after they retire or leave work, I don't think I agree with him with respect to a difference of service opportunities and employment opportunities.

Now in this regard I remember speaking with Mr. Ravin myself last year at a meeting in Washington about a bill that we in the Commission in Massachusetts would like to have filed, transferring a responsibility presently in the department of labor and industries to the State commission with respect to part-time employment for older people who would work through councils on aging—local councils on aging.

At that time he made the point—and I think properly—that the Department of Labor has a difficult enough time trying to be able to find jobs for all kinds of people, people who are younger, and the like, so that perhaps if this was done well, and that was his only qualification and I agree with him, that perhaps this was the way to do it.

Also, you should know in your own State in Massachusetts the Worcester Aid Center was just granted a $22,000 grant under title III of the Older Americans Act for the purpose of expanding their Senior Service Corps. What I think I am trying to say in the discussion, and it may well be, Mr. Chairman, that it is because of unique structure of the State Commission which deals at the local level with the local councils, with local people concerned with problems and programs for older citizens. Therefore, we think we are probably more competent to do this kind of a thing than perhaps some other kind of vehicle,

because we are close to the problem, we think we know as much about it as any other State or Federal agency and that perhaps in this regard we could do the job better.

So I would say that in the Administration on Aging is the vehicle, not that I am trying to put the burden on them—I read Mr. Bechill's statement—but if they are the vehicle and, therefore, the State agencies are used, maybe because of a peculiar situation in our State where we are dealing on the local level, my feeling is that we can probably do this better, we can recruit better and we can "mobilize"—if that is the word—the local people and local agencies a good deal better than perhaps another kind of vehicle.

That is just kicking it off with a general statement, but I really don't feel that people when they retire or leave want to then be concerned with a special kind of employment category. I am convinced that if they do something, be it a community service or be it some other kind of work, that it ought to be on that basis.

And this as a final comment. The State senate in our State, Senator, you should be happy to hear, just passed a bill which we wrote, Senate 1379, and it is in the house now and is expected to pass, which authorizes local school boards to begin a lunch program for elderly in the schools themselves. We think this is important, because getting people into schools gives us a whole new vista of opportunities of teaching, be it community services or be it some other kind of activity. So we think can do this. I think the bill presently as written is a good bill.

Senator KENNEDY of Massachusetts. Who supplies the food for that?

Mr. SWEENEY. It would be the surplus foods and it would be under the regular program of feeding the students. We would set up a time right after the students have gone back to their classrooms. We would bring them in between 1:30 and 2, and whatever kinds of activities we would have—I have a copy and will leave the bill with you if you wish, Senator.

Senator KENNEDY of Massachusetts. Let me ask this. I think all of you were here earlier when Secretary Wirtz talked about the responsibility that he would like to see between HEW and the Labor Department. The Labor Department would welcome the opportunity to assume responsibilities for the limited training programs which are outlined in this legislation, and also for the other employment programs which are outlined in this legislation, and that he felt that they could coordinate well with the voluntary programs that would come under the HEW.

I would be interested in your reactions on this. I believe in your statement, Mrs. Harger, on the last page, at the top of page 4 you make some reference to this. I want to make sure that we understand correctly what your position is on that.

Mrs. HARGER. Senator Kennedy, I am inclined to find great comfort in some of the remarks that Secretary Wirtz made about the necessity of including older people in all of the programs that we have, and while I am not expert at figuring out the administrative problems with the Federal Government, it has always been my feeling that the existing agencies had a major responsibility for all people. I have never

conceived of the Administration on Aging as taking over these responsibilities, but as assuring that these responsibilities were not neglected. I have felt as I have observed the place of older people in the United States that the primary problem has been one of discrimination. Many people think that the older can't do things. If I could see a real program mounted for older people by the Labor Department, I think it might be very effective, because they have a tremendous administrative setup across the country.

They have the offices, they have the counselors. However, although they do have training programs for their counselors, I am a very concerned about the content of these, because they do not deal with attitudes toward older people.

As I work with people employed in fields related to aging, I find that there are great differences depending on people's personal attitudes towards older people. I believe the Labor Department could do this program only if it would see that the people that were entrusted with these programs were really sold on the potential in older people. They would have to be committed to the concept that older people have potentials and must be given more than lipservice.

The Labor Department has had an older work program for years but it hasn't increased one iota since I became director in New Jersey, which is 9½ years ago. The question is, really, would they give real attention to this.

Senator KENNEDY of Massachusetts. As I understand it from your observations, and I would be interested in any additional responses by other members, that as far as the Manpower Training Program, you don't find great numbers of elderly people in these kinds of programs.

I come from a part of the country where we have had serious dislocations taking place with movements, disruptions of various industries, the textile industry, the shoe industry and other changes. As a result, we have found that there are a number of people who don't come under the category necessarily of seniors but are older workers who have great difficulty in making adjustments.

This has always been a problem that I have felt never has really achieved the kind of recognition that it certainly should and that is the training of these older workers. We are talking to some extent somewhat different from the scope and attention of this legislation, but I think it does quite appropriately reflect to some degree the reservations which you have expressed here, and that is that unless we find the real serious commitment and concern about the seniors as demonstrated in the past by the policies of the Labor Department, that we should be very wary about assigning additional new responsibilities, even though they might generally fall under the definition of other work training programs in the Labor Department.

Mrs. HARGER. Senator Kennedy, I think that all of this has happened because people didn't understand what older people can do. I was very interested recently in having a converstion with a man who is director of the manpower retraining program. He said "I just didn't thing about these people." I have since been getting a number of requests from him to help him publicize the availability of his resources. It is really a matter of opening up people's eyes to the situation.

Senator KENNEDY of Massachusetts. Mrs. Harger, that last bell was a vote. But we are going to have counsel here ask some questions, and I will be back very shortly and I hope we may continue with this.

Reverend ALVES. I just want to make one comment. I was really very favorably impressed by the dynamic commitment that Secretary Wirtz seemed to make on behalf of the Labor Department to get involved and get interested. I lack the competence of an expert in the field of public administration, so I am a little confused as to just what to say about this proposition as against the bill as it is written.

I have one question though. If Secretary Wirtz and the Department of Labor are willing to cooperate with the Administration on Aging in carrying out this program, what is the objection to having the statute enacted as it is proposed?

Mr. ORIOL. Are you suggesting that the Department of Labor would be brought into the bill as it stands?

Reverend ALVES. Sure.

Mr. ORIOL. The bill asks for cooperation between the two departments.

Reverend ALVES. That is right.

Mr. ORIOL. With any Department of Labor project or program.

Reverend ALVES. I am confused as to why not.

Mr. ORIOL. Mr. Ravin, would you care to make any comment on that?

Mr. RAVIN. As long as the primary purpose or the great bulk of the funds or the interests of people who will apply for these opportunities will be in the area of paid employment, and I think that every experience we have had indicates that this is so, I think this is a manpower program and, therefore, ought to be primarily the responsibility of the Labor Department.

The Labor Department, of course, would work with the Administration on Aging and the State agencies for aging. As Mrs. Harger pointed out, I think the essential point to remember, and I think many of you know that had something to do with the bill establishing the Administration on Aging, the essential point to remember is that the Administration on Aging was not intended to take over Public Health, although they have a great deal to do with aging, not intended to take over Social Security, not intended to take over Labor.

We look to the Administration on Aging and all of the State agencies which have overall responsibility for older persons to give us guidance, to give us criticisms, to stimulate us to undertake programs.

If there have been complaints about the role of the Labor Department in past years, and I have made them myself since I came there, they are completely justified. I think it is the responsibility of the Administration on Aging to give back to the Labor Deparment, to insist to the Labor Department that it undertake programs not necessarily precisely like this one in the bill, but programs like this.

Now the Secretary has undertaken to carry out this program with the help of Secretary Gardner the essence of this program and to go beyond it as I interpret his words today. I think that the committee might well want to give him that opportunity. But I feel as long as nine out of ten people, and I think our experience would support that, will want the income that derives from these kinds of jobs such as foster grandparents and so on, this is paid employment.

Of course, they will get a great deal of satisfaction out of the service they render, and we would only hope to create the kind of jobs in which those satisfactions can be derived.

But in the first place they come in for that, and then everything else goes along with it, but they need the money and they need it badly, many of them.

Now when you are talking about physicians, nurses and so on who may want to provide services, they are not likely to ask for pay. They may expect their expenses to be reimbursed. I think, of course, there should be programs like this. The program described yesterday was an excellent program in Staten Island, which could and should be financed. but I don't think——

Mr. ORIOL. Mr. Ravin, is there a new element here in that the Secretary says they already have the existing authority, and they have already requested appropriations which are needed?

Mr. RAVIN. They have already requested the appropriation? No, what he said is that we have requested appropriations, and we did that at the beginning of the year. Out of those funds we will set aside as much money as you are talking about in this bill to do the things that this bill is intended to do as we see it, which is primarily an employment program, a chunk having to do with voluntary programs.

We would use that money if we get the money or whether we don't. Now I don't know whether I should say this, but as the Secretary was testifying, Assistant Secretary Ruttenberg drafted a whole series of assignments in connection with working out the details of that, the setting aside of funds and so on, which he gave me as he was sitting here. So I think there is very little doubt that anybody could have about the real interest of the Labor Department in this program.

I would point out to you that the Secretary came here himself to testify. He doesn't think it is a minor matter or he wouldn't be here. I think the staff of this committee knows of the interest of myself and Charles Odell, who is now in the vital position of leadership as Director of the USES. Both of us have been in the field of aging for many years. We personally, as you know, are dedicated to their needs. We feel that the Labor Department can make a huge contribution to that. We would like to be able to take the leadership in it.

Mr. ORIOL. Monsignor, couldn't we reverse your question and say if the Department of Labor is willing to do this, what objection would the aging representative agencies have?

Reverend ALVES. I can't speak for the Federal agency Office of Aging. I think Jack Sweeney's comment is a good response, namely, that in a State, in the Commonwealth of Massachusetts anyway, the commission on aging through its local affiliates, local councils in almost every city and town in the Commonwealth is much closer to the elderly people involved than the State labor department, with only two or three offices at present in the State.

We could gear up much more quickly in the area of getting the elderly involved in planning programs than I think the Labor Department could.

Mr. ORIOL. To pursue that point, do you think that many of the elderly would feel reluctance to go to an employment office? Would they rather go to a center for the aged, for example?

Reverend ALVES. I am not really sure about that. I know that many of them are very appreciative of the fact that they live in a community where there is a local council on aging, and they really do participate, and they have found great gratification out of bringing into being programs and services that never were in existence before they themselves got involved and brought them into being. They have learned a great deal in the process too about political activity and everything else, and it has been very rewarding for them.

Mr. SWEENEY. In this regard, I think that where we feel this would be useful is that we wouldn't be opening up offices for people to come into as such and wouldn't be soliciting, but a council which has say many activities in the community would offer the opportunity for people to come in and bring their information and their interests.

The council itself could, being a local body in a local community, would be able to do a good deal more local communicating with different employers in the area and in the community.

Again, we are talking about a city or a municipal agency now, talking to a taxpaying employer in the municipality, and that the communication between this council and the municipality probably is a lot better even than if it comes from Boston and the State agency. So that if we knew that there were three or four people say in my town who wanted some work around Christmastime, and since we know there is a book depository firm in our town which has this kind of work, first of the year work and what not, we could probably be in a better position at that level to assist people with this kind of part-time work, or service work, whatever it is we are talking about, than probably the department of labor.

This follows my discussion with Mr. Ravin at the time, because we filed the bill to do this, and the bill has passed one hurdle, and it would transfer from the department of labor to our commission. By the way, the department of labor filed the bill for us, so this is not——

Mr. ORILO. Is this the Commonwealth department of labor?

Mr. SWEENEY. Yes; the State department of labor and industries. They filed the bill first. They felt they were in no position to do this and that we could do it better.

Again, this may all hinge on the fact that our situation is peculiar and——

Mr. ORIOL. On this matter of municipal organization—in New Jersey's case, municipal and county—couldn't S. 276 as it stands now accelerate the establishment of local agencies on aging?

Mr. SWEENEY. Yes.

Mr. ORIOL. It is possible that this bill might encourage people.

Mr. SWEENEY. Yes.

Mr. ORIOL. To organize a project and in organizing the project, establish the kind of councils you are speaking of.

Mr. SWEENEY. Yes.

Mr. ORIOL. Mrs. Harger, did you have something?

Mrs. HARGER. I wasn't going to respond to your last question. I was thinking in terms of what Mr. Sweeney has suggested about the councils. I was going to point out that we have a number of county and municipal offices as you pointed out, which are related to the State office of aging.

We have been working very closely with the employment service offices which are more numerous than our offices, and they are actually placing their counselors within our offices for certain periods during the week. We are finding this much more efficient because we don't have the staff to carry the employment responsibility.

Mr. ORIOL. How many councils for the elderly do you have in New Jersey approximately?

Mrs. HARGER. We only have about a dozen of them so far. We are having more of them developed, however.

Mr. ORIOL. How long have you had that?

Mrs. HARGER. The ones that I am mentioning now have all been established since the Older Americans Act came into operation. They range in age from 12 months to just a few months. We have had other councils, but few survived after the White House Conference on Aging when they were started. They didn't have a firm enough financial base.

Mr. ORIOL. So within fairly recent times the Department of Labor has established consultants for the elderly and these consultants do spend some time in your local——

Mrs. HARGER. They are doing it in an increasing number. Of course, this is very recent, but we are finding a very gratifying response. I believe there is a potential for increasing cooperation here.

Mr. ORIOL. Mrs. Dobbs, did you wish to comment?

Mrs. DOBBS. I would like to comment if I may on a remark of Monsignor Alves. I am sorry that you didn't have a printed copy of my text so that perhaps you didn't hear me when I said that I do thoroughly believe that older people should be reimbursed for their out-of-pocket expenses. If they give their services, then I think by all means the agency should pay for cost of travel, for lunches, for parking fees, for that sort of thing.

But I find that I get very confused when you make the statment that you give people $80 a month on a regular basis for work performed to an agency, and I simply want to submit that in my judgment that is paid employment and not volunteer services, and I hope that at some point in this testimony experienced people in this field, and I see them in this room—James Parks of the Veterans' Administration and others who far more experienced than I am perhaps would clarify this for all of us, if I am mistaken in my judgment, but I wonder how Internal Revenue looks at regular income coming in. This to me is paid work and should be encouraged through the kinds of programs that are described in this very legislation. But I say, don't call it volunteer services.

Reverend ALVES. We will continue to call it volunteer service. These are corps men. They are called volunteers, and the stipend, it is a stipend of $80 a month, and we don't consider this paid employment. $80 a month is much more economically feasible than to pay for every transportation voucher, every mail voucher and so forth. It is much more economical for the Commonwealth to administer the program, considering these people purely as volunteers, and this $80 as a stipend in lieu of, and to pay for costs, but they don't have to document them and everything, and I don't consider $1,500 a year for anybody which this bill provides, I don't consider that paid employment, for someone to work full time and get $1,500. I don't think this is paid employment.

Mr. ORIOL. I believe that you have both those who receive the stipend and those who receive absolutely nothing.

Reverend ALVES. Yes.

Mr. ORIOL. Part time receiving absolutely nothing, isn't that right?

Reverend ALVES. Part time. We have the student program too for college students who can only volunteer. They must volunteer at least 12 hours a month to join the program and we will pay them $12.

Mr. ORIOL. Do any of the elderly receive this?

Reverend ALVES. Oh, yes. Unfortunately, this service corps again has not mobilized because they didn't consider this was their function, like the labor department in previous years, there were so many other pressing problems in giving volunteer service. They judged the volunteer service could be provided better by younger people so there hasn't been a concentrated effort on the part of the Commonwealth Service Corps to enlist elderly volunteers.

Mr. ORIOL. Do you find any conflict between those who receive differing rates of stipend?

Reverend ALVES. No.

Mr. ORIOL. Those who feel here, I am working and recieve less than others?

Reverend ALVES. We have some who do not take the $80, who prefer not to take it; for example, physicians. We have a couple of physicians who volunteer full time, who work a full work week, give their services and take no compensation. They do not take the $80.

Mr. ORIOL. Mrs. Dobbs, did you want to continue on this point?

Mrs. DOBBS. No. I am hoping that others in the audience will speak to this issue. It just happens to be something about which I have great concern because I consider the whole area of volunteering as absolutely one of the cornerstones of the American system, and I feel that it should be safeguarded.

Mr. ORIOL. On another point, Mrs. Harger, it was suggested by a witness yesterday that the State agencies on aging have a wide variety of administrative shapes.

One, for instance, may work through the State department of welfare, another one is in a State department of education, and they have widely varying amounts of funds.

It was further suggested that because of this there are serious questions that would arise on S. 276 that would give additional responsibilities that the State agencies might not be able to handle.

Would you give me some reaction?

Mrs. HARGER. I think to state that they cannot handle it because of their different forms without trying to is premature. Most agencies, when given responsibilities, have to develop the mechanisms to carry them out. I believe that most of the State agencies, even though small at the present time, are perfectly capable of developing the ability to carry a program if given the responsibilty. I do not think that present capacity is a valid reason for not giving new responsibilities to them. The question is whether it is the best place to do it, not that they are not equipped to do it. That is spurious reasoning.

Mr. ORIOL. Did anyone else wish to comment on that?

Mr. SWEENEY. Just to say I think that one of the purposes of the Older Americans Act was to develop this kind of State activity, and I believe that the States can do it, as Mrs. Harger does.

I think it might be another incentive or another interesting kind of a push to make the State agency a better vehicle.

Mr. ORIOL. The State should not be held back, the more progressive States, because of the deficiencies of other States?

Mr. SWEENEY. Sure, but my experience has been that when my State government has seen the kinds of things that ought to be done and what we think we ought to do, then we have been able to get the help and the support to do it. Therefore, if another responsibility is open to the State, any State, even if it has not reached that point and it is backward let's say in development, I am sure that may be the straw which gets them off the ground and provides the appropriation to do it properly.

Mr. ORIOL. Mr. Norman has a few questions.

Mr. NORMAN. I would like to ask any of the members of the panel who would care to comment on this question to do so.

Do you believe that this program, if enacted, might at least partially pay of itself in the savings it might effect in other ways?

For example, might it improve the health of the elderly in such a way that it would take a burden off medicare?

Might it effect some savings because of lack of manpower in certain areas, that this would provide the necessary manpower to save money somewhere?

Do you have any ideas along this line, any of the members of the panel?

Mr. SWEENEY. If I may say so, we just gave a $22,000 grant to the Worcester Aid Center under title III. I think probably that is possible. Some of the things the Worcester Aid Center is doing through their Senior Service Corps I am sure relieves the burden of some institutions in the area, and some other activities which it would cost the community to provide, because they are there.

On the other hand, I just do not think that it ought to be the kind of consideration that ought to even be used as an important argument. I think this is an opportunity to gain, using Eecretary Wirtz' view, and I think my feeling, a new concept or a new experience that here are elderly people going into a new category, a new situation, whereby they will be servicing either an employer or the community, and it ought to be looked at and dealt with in that manner.

I think this also, more than anything else, is developing new ideas where they could be useful, so I do not think that ought to be an important item, although I am sure that it probably is true.

Mr. NORMAN. Thank you.

Reverend ALVES. I do too. I do not know if it will pay for itself, but there is no question that it is going to save countless dollars to have older people achieve some meaningful purpose in their later years, to make life meaningful for them. It is going to help them to stay better physiologically and psychologically, and I can cite for you hundreds of cases in a particular agency that I am executive director of, family counseling and guidance service under the U.S. Public Health Service.

We have demonstrated for 3 years the validity of this idea; namely, that you can take older people, train them to give service to other older people who are socially isolated and chronically ill and make them better and bring them out and make them active in the

community, needing less medication, less medical care, feeling better, and not needing kinds of hospitalization and nursing home service that they might otherwise need.

I just think of a beautiful story of one particular woman, an 85-year-old woman who lived in a housing project. She had been living there for 30 years with a mentally retarded daughter of 55. She fell and broke her leg and had to be hospitalized. The question was raised, where is this mentally retarded daughter going who had never been outside the door of this apartment in the 25 years she had lived there.

We had a volunteer go in there every single day, take this mentally retarded girl out shopping, show her how to make change, how to buy things in a store. When her mother came back at the age of 84 or whatever it was from the hospital, this mentally retarded girl was able to continue then to take care of her mother instead of the reverse, which had been going on.

Now this is all on a volunteer basis. There are so many instances of proof of this fact, meaningful activity and purposeful opportunities in life will keep people better mentally and physically, so the savings are definitely going to be there.

I do not know how you can measure just what they are in terms of the 9 million or 15 million. This is very difficult.

Mr. NORMAN. Thank you, sir.

Senator KENNEDY of Massachusetts. I regret I missed the early responses to questions, but I will follow them in the record. I do not know whether any of you would like to respond on the question of reorganization, whether you have a particular comment now or, as counsel mentioned earlier, we could send you the comments in the testimony by Miss Switzer yesterday and then have you respond on that if you would like to.

You may make some comment now. We would welcome it, or you may feel free to submit comments later on.

Reverend ALVES. Senator Kennedy, I would prefer to read Mary Switzer's comments first. I really am not sure that I know enough about the reorganization in terms of what the objectives are, and I would be pleased to have her comments and then respond to you later.

Senator KENNEDY of Massachusetts. We will look forward to sending you her testimony, and I would hope you will respond to the questions on that particular point, and then you might send us your views on that. I think it will be very helpful. Mr. Cohen of Pennsylvania could not be here, but his statement will be inserted at this point.

(The prepared statement of Mr. Cohen follows:)

PREPARED STATEMENT OF ELIAS S. COHEN, COMMISSIONER, OFFICE FOR THE AGING, PENNSYLVANIA DEPARTMENT OF PUBLIC WELFARE

My name is Elias S. Cohen, and I am Commissioner of the Office for the Aging, of the Pennsylvania Department of Public Welfare. My testimony on S. 276 represents both the Department's and my own views.

While the Departments of government in Pennsylvania have programs in the aging field, by common consent, the Office for the Aging serves as the Commonwealth's central unit on aging. The Governor has designated the Department of Public Welfare as the single State agency responsible for the administration of the Older Americans Act.

In Pennsylvania, in addition to the Office for the Aging, there exists within the Department of Labor and Industry an Advisory Board on the Problems of

Older Workers. This Board has concerned itself with the promotion of employment opportunities for the older workers through the use of special employer panels to advise older workers, selected research studies of employment problems of older workers, and through its work with the Employment Security offices, each of which has a person assigned as an older worker specialist.

The Advisory Board on the Problems of Older Workers, however, has been concerned primarily with that group of persons between the ages of 45 and 55 and has not concentrated particularly on those very special problems of persons desiring work after age 60.

With over one and one-fourth million persons 65 and over, Pennsylvania is one of three states with more than one million people in that age bracket. We anticipate that by 1980 we will have added an additional half million senior citizens, bringing the total to over 1.7 million persons.

The reports of the Senate Special Committee on Aging have over the last eight years emphasized again and again, economic problems that beset the elderly. The Report of the Special Committee on Aging on the War on Poverty as it affects Older Americans, printed last year cites the Foster Grandparent Program. Medicare Alert, the Green Thumb Program and Home Health Aid Programs as examples of employment opportunities for the elderly. The Pennsylvania Department of Public Welfare Foster Grandparent program is the largest single project in the United States. We are enthusiastic about its effects on the Foster Grandparents, and especially on the facilities and programs for the mentally retarded.

The Report on Old Age Income Assurance: An Outline of Issues and Alternatives, printed for the use of the Joint Economic Committee of the 89th Congress, suggests that "much more could be done to improve employment opportunities for the aged through full employment policies, worker retraining, and job re-design."

S. 276 proposes a project oriented program to fund public and nonprofit projects at a rate of 90% Federal financing. The program would be administered by the Administration on Aging and would provide for payments for programs approved by the State agency. The State agency would administer or supervise the administration of each individual project and would report to the Administration on Aging such information as the Secretary of HEW might require. Appropriations are authorized at $9 million for the first fiscal year and $15 million during the second fiscal year. On the basis of a $1,500 annual limitation, an appropriation of $15 million would permit employment of approximately 10,000 people if all the money were to be used for salaries and wages.

Considering the large number of elderly persons who might conceivably benefit from this program and using the experience of the Foster Grandparent Program where there are several times the number of applicants than there are places, it would appear that the Bill is severely limited in what it could accomplish.

The Bill would, in essence, create another group of employees being paid from public funds. We would add a National Community Senior Service Corps to a Peace Corps, a Job Corps, a Neighborhood Youth Corps, a Teacher Corps, Safety Volunteers, and perhaps others.

I would respectfully submit the following basic premises which underlie our proposals for structuring an important employment program for the elderly:

1. There are large numbers of elderly persons in our population who wish to work and have capabilities which would make them valuable employees.

2. Any program which is going to have a substantial impact on the employment needs and desires of older persons will have to proceed on a public employment basis. In other words, the private employer will continue to shy away from employing older workers because of real or imagined penalties that accrue to employers and their pension plan when they employ significant numbers of older workers.

3. There currently exist at least four governmental systems which need and can use large numbers of personnel in the unskilled or semi-skilled class. These include the public welfare systems which can use these persons as case aides, resource investigators, interviewers, home health aides, homemakers, etc.; the mental health-mental retardation system which can use large numbers of Foster Grandparents, attendants aides and recreation aides; the education system which can make use of teacher aides as demonstrated in the Winnetka, Illinois school system and others; the State highway programs which can use large numbers of persons engaged in highway beautification.

4. There exist payment systems at the State level which already provide

substantial Federal reimbursement for certain kinds of empolyees. For example, homemakers employed by public welfare departments can be federally reimbursed at a rate of 75%. We believe that the same would be true of certain other kinds of personnel. The public welfare systems can assign personnel to work with and within the State mental hospitals for whom reimbursement may be available. Federal funds flow to education and to highways and may be available for funding some employees.

5. There are tasks in the public agencies which currently exist or which could be structured to be utilized by the elderly on a part-time basis.

S. 276 provides no special encouragement to any of these existing services. We respectfully suggest that consideration be given to devising a program whereby the existing public employment services be utilized to the hilt. Indeed, any new program should provide incentives and rewards for using the existing public services. We would recommend a program which incorporates the following:

1. Administration of the program through the Administration on Aging in order to assure emphasis on the needs of the older worker.

2. Provision of funds to furnish each State agency on aging with a basic staff whose function it would be to stimulate and assist other agencies of State and local governments to employ older workers. This stimulation should include the development of "plan material" required by Federal agencies, staff work on the study of particular jobs, staff work for preparing job descriptions, etc. In other words, staff on employment of elderly persons would be available to other agencies to do the work necessary to get the jobs created and funds available.

3. Provision of block grants to the States could be used for the following purposes:

a. Special training of elderly employees which the agency does not usually offer to its employees.

b. "Start-up" money where the program is developing a new program such as Foster Grandparents and where it may have been necessary at the outset to employ supervisory, and training and evaluation staff for a new service.

c. A limited proportion of the block grant to be used as the basic matching money for the period of not more than one year, where the employment program is attempting to make use of an existing Federally reimbursed program. This is in some ways radical because it suggests using Federal dollars to match Federal dollars. It differs from the proposal in the Bill in that it uses an existing reimbursement mechanism which is available on a regular ongoing basis instead of establishing a variety of projects each of which must be dealt with separately. The long range effect of our proposal is to incorporate the employment into ongoing services.

d. A small part of the block grant fund should be made available for payment to Civil Service Commissions, Offices of Administration, and the like, for payment of staff time in restructuring jobs within the public civil service system to accommodate the elderly.

In Pennsylvania I have little question that this approach would take us within a year or two, to the employment of close to 5,000 elderly people. Even this is tiny. Tying the program to existing Federal reimbursement programs and ongoing State and municipal programs will stretch the use of an appropriation authorized under this Bill anywhere from two to four times.

Senate 276 is responding both to a clearly expressed need and to the knowledge that elderly people can do a job. It is our hope that Senate 276 can be improved so that we might begin to reach many more people and establish employment of the elderly as part and parcel of the employment scene.

We agree with those who say that for employees regarded as marginal (whether they are or not), it is unwise and unrealistic to rely upon the private sector of our economy to respond. If this is the case, and we believe it is, then the burden falls squarely on the shoulders of the public agencies. To the extent that the public agencies respond they will be clearly the gainers—both from the standpoint of humanitarian acts of employing the elderly and in securing useful, contributing, steady and dependable employees in the public service.

I want to thank the subcommittee for the opportunity of appearing before you today to testify on this Bill.

84-164—67——10

Senator KENNEDY of Massachusetts. I want to thank you all very much for your appearance here. It has been very, very helpful.

Reverend ALVES. Thank you.

Senator KENNEDY of Massachusetts. The next panel, the Panel of National Organizations, is in support of S. 276, Dr. Olive McKay, Adult Education Association; William McLin, National Education Association; and a former resident of Massachusetts, Ed Walker, the American Nursing Home Association; Miss Eileen Cooke, American Library Association; Russell E. DeGroat, National Recreation and Park Association, and Mrs. James H. Baxter, Over-60 Counseling and Employment Service of the Montgomery County Federation of Women's Clubs.

If they would be kind enough to come up now and take the stand, we will proceed.

If all of you will be kind enough, we will include in the record your statements in their entirety and if you would be kind enough to summarize those statements, and then we will ask you questions.

Dr. McKay.

STATEMENTS OF DR. OLIVE McKAY, ADULT EDUCATION ASSOCIATION; WILLIAM H. McLIN, NATIONAL EDUCATION ASSOCIATION; MISS EILEEN COOKE, AMERICAN LIBRARY ASSOCIATION; RUSSELL E. DeGROAT, NATIONAL RECREATION AND PARK ASSOCIATION; AND MRS. JAMES H. BAXTER, OVER-60 COUNSELING AND EMPLOYMENT SERVICE OF THE MONTGOMERY COUNTY FEDERATION OF WOMEN'S CLUBS; EDWARD WALKER, PRESIDENT, AMERICAN NURSING HOME ASSOCIATION

Mrs. McKAY. Mr. Chairman, I represent the Adult Education Association of the United States of America, whose representatives include members of the Armed Forces, business and industry, cooperative extension, correspondence schools, evening colleges, government agencies, labor unions, libraries, mass media, men and women's clubs, museums, institutes, music, theater, arts, public schools, religious institutions, residential schools, social welfare agencies, and voluntary associations.

I read that list because I do want to emphasize that adult education is not classroom-centered. It is significant, we think, that at least half the people who enter adult education programs do not do so within the formal confines of the classroom.

One of the significant things we feel about this bill is that is supports so strongly the kind of concept we have of adult education that it takes place in the midst of life, that the individual student, the adult who goes into adult education experience does not go in as a classroom situation. He goes in because he sees some need in community or some need in life, and as a member of a participating study group he wants to take part.

We also feel that this bill is very significant because it makes as a matter of public policy a recognition that the older American has a continuing function to play, as has been said over and over again in the course of the testimony today.

We are concerned because we feel that there is a tendency in our

youth-oriented and work-oriented society for the older American to become a subculture, and that the outcome of this tendency toward a subculture is that the individual is forced not only to lose his job at an earlier and earlier age because of technological change, but also that many of the voluntary and service and community functions that he once performed are also work-related, so that as he loses his job, he also loses his community prestige, and unless we do something to make him important and his contribution having prestige, there is a tendency as the psychologist refers to it, to disengage himself and this we think is a very deplorable thing.

The fact that this bill says that the older American is useful and has a social function to perform we think is very important.

I would like to comment just briefly on the voluntary aspects of this program. We have been making a number of studies to ask ourselves why it is that the older adult does not take part in adult education activities, and we find that in many cases it is because of the economic situation.

I just cite the figures that I have written earlier, because I think they are significant.

A recent study conducted by the Center for Adult Education of Ohio State University points out that of a random sample, 5 percent of the 41,000 persons aged 65 or over shown by the 1960 census to live in Columbus, Ohio, which is an average middle-size city where people like this could be expected to operate, over half the samples indicated an income of about $1,800 a year or less.

Now we feel that there is a precedent in the voluntary organization for the payment of a very small stipend, which the amount proposed in this bill is, by the very fact that the people who take part as members of our boards and committees regularly get their railroad expenses, their hotel expenses and so on when they participate in national and regional meetings.

We are finding in the adult education movement, particularly in the Council of National Organizations which is one constituent of the Adult Education Association, that we are facing a real crisis as far as volunteerism is concerned.

One of the things that we are noting in the university world in adult education is more and more of the women in middle life who previously bore the brunt of the great voluntary service which has made our kind of society possible are moving out of voluntary work in their early forties, and are moving back to the university and back to the professional world.

They are doing this partly of course in self-fulfillment, but they are also doing it because of the increasing cost of education, and they feel that it is essential if their children are to have the opportunities they wish them to have, that they go back to work.

This means a rearrangement of our voluntary force in such a way that at the present time the Council of National Organizations is trying to find how to make voluntary service very meaningful while it is performed by individuals, but also to absorb into the population the new kinds of volunteers, the business man, for example, for whom volunteerism is becoming more and more a recognized part of the business commitment.

And so we feel that this program is not at all going to deter volunteerism, but rather is likely to overcome some of the serious barriers, the barrier of not wanting to have the older person because it is felt that since he earns nothing, he has no prestige, has no contribution, and the barrier which comes from the fact that he does not have income.

We also feel that adult education has a real challenge and an opportunity here in regard to the training of the potential person. We want to make sure that the person who comes into voluntary service will not only himself feel that it is significant and important, but that he will be well placed as he goes into it.

A very significant study has been made by the Senior Citizen Council of Nashville, Tenn., in cooperation with the State department of mental health, which has done some research to indicate the kind of person who is most likely to be drawn into community service as a result of this measure.

For example, they identify certain qualities that will be found in this person. He must like people and enjoy being with them. He must have worked in the area with which he deals in some leadership form previously. He must want to continue to maintain somewhat the same role. He must feel strong and able to do this and so on.

This interesting training program, which went on for over 3 years, showed that the individual who goes into voluntary service out of life needs to be trained in relation to people, in various kinds of working relations, thinking and so on that the adult educator is peculiarly experienced to help him get. He must have reorientation in the nature of the community, and he also needs to have some practical fieldwork.

The encouraging part of this research, as I say the research is just beginning in this field, is that it has shown that there is latent interest in the senior citizen, in taking up this kind of training, that his contribution varies from the very innovative and very creative that is an outcome of his long years of experience and his initiative in going out and doing things on his own to the individual who serves merely as an aide, a competent training aide to other people who did this kind of work.

We feel that this program has tremendous potential for solving problems, for creating new services that we have never dared to think about before because we have not had the people, we have not had the machinery by which we could get these people into the main stream.

As adult educators, we feed there is no question that the adult who is engaged actively in life and making a contribution in life is going to fulfill our desire that he should throughout his life continue to develop himself through education.

I might add as a footnote, it is interesting that the people we find who have been engaged in adult education all their lives are the most retrainable when they come to this older period; that the thing, the stereotype of the unable, rigid and totally unprepared adult need not happen at all; that the people who really have kept up their educational experience through life can be helped to make this transition to old age very easily and with great service to the community.

Thank you.

Senator KENNEDY of Massachusetts. Thank you very much for a very effective statement. The complete text will be inserted in the record.

(The prepared statement is as follows:)

PREPARED STATEMENT OF ADULT EDUCATION ASSOCIATION OF THE USA, WASHINGTON, D.C.

Mr. Chairman, Distinguished Members of the Senate Committee on Labor and Public Welfare, Ladies and Gentlemen:

The Adult Education Association of the USA is the largest individual membership organization in this country, having more than 8000 members and subscribers to its periodicals. Its membership, composed of professionals and leaders of voluntary organizations, is drawn from a wide range of agencies of continuing education such as universities and colleges, public schools, industry and labor, government, libraries, voluntary organizations, and others.

The Adult Education Association of the United States of America, which I represent today, endorses Senate Bill 276 because the proposal is strongly supportive of the basic principles of our organization as outlined in the preamble to our consttution:

"In the belief that only a vigorous, informed, and democratically vigilant people can remain free—

"In the recognition that among a free people, learning for every citizen must be a process continuing throughout life—

"In the understanding that the capacity to perfect skills, to enrich living, and to increase social understanding and effectiveness is ever present in human being—

"In the knowledge that adults through education must seek continuously new and better ways to achieve these ends and ideals—

"We who share these convictions seek to bulid a stronger adult education movement through this Association."

It is significant, we think, that much of this learning among adults goes on outside the classroom. In the most comprehensive study so far undertaken of the composition of the adult student body, Johnstone in his *Volwnteers for Learning* points out that half of all courses taken by adults were outside of classroom settings. In a recent speech, Alan M. Thomas, Executive Director of the Canadian Association for Adult Education, declared that the typical adult who engaged in the educational process was not a student but rather a member, "a person who in the company of others has decided that there is something to be done, and in the course of doing it discovers that some new competence is required. The role is collective, generally suffused with some fraternal satisfaction, generally unself-conscious, and inextricably mixed with action, knowledge or resources are chosen by the members and the goals defined by them in company of expert assistance. It is unself-conscious, often highly unselfish and the member participates not because he is not something he should be but because he wants something done that is not being done."

The Adult Education Association endorses Senate Bill 276 because we believe it gives such strong support to this dynamic, participative concept of adult education. In the words of John Dewey, "All education proceeds by the participation of the individual in the social consciousness of the race . . . Education . . . is a process of living and not a preparation for future living . . . Education is the fundamental method of social progress and reform." Senate Bill 276 makes the desirability of continuing participation in the main stream of American life of the older American a matter of public policy and therefore makes more likely his continuing education to the end that his contribution to that main stream will be competent and worthwhile.

Senate Bill 276 implicity declares that we should not drift with social trends but rather establish a constructive social policy with respect to the older American. The current trend of American society is that it is youth-oriented, that gainful employment is granted the highest social recognition, and that in a social system in which technological change is exceedingly rapid, technical skill is more highly thought of than the accumulated social wisdom that makes older persons in other societies more highly respected and prestigeful.

Arnold M. Rose, Professor of Sociology at the University of Minnesota, in *Older People and Their Social World* points out that most of the personal and social changes associated with being older are negatively evaluated in American culture. He calls attention to the fact that the older person tends to be pushed out of his occupation and the formal and informal associations connected with it and that this rejection even extends to the voluntary community leadership roles he occupied during his active years. He calls attention to the fact that this rejection on the part of our society of its older members tends to force them to

develop a subculture of their own, which may even limit itself to pressure upon the rest of society in behalf of interests of the older group.

Writing in the same collection of studies, Merlin Taber, Associate Professor of Social Work at the University of Illinois, declares that we can either drift with current social trends or, as a matter of public policy "design programs which enhance the social utility of older persons." This, we believe, is what Senate Bill 276 does and we therefore commend it as a significant forward step.

The bill recognizes the vital importance of voluntary organizations in our society. From the earliest days much of our social progress has been due to thought and service freely supplied by our citizenry. It is increasingly evident, however, that we cannot count upon a steadily continuing supply of volunteers to provide the multitudinous services upon which many of our community agencies rely. Nor can we count upon a steady supply of new volunteers to undertake the countless additional tasks that will arise as our complex urban society assumes the task of solving problems unheard of a few years ago.

We must again take account of significant social trends. The major responsibility for voluntary service has traditionally been borne by women in the United States. It is noteworthy that many more women during their middle years are now going back to school and entering business and the professions partly in response to rising costs of putting children though college. Many men are retiring early and seeking new second careers, some of them in voluntary community service. The Council of National Organizations in Adult Education, a constituent of the Adult Education Association of the United States, has recently taken note of these shifting patterns of involvement in voluntary service and has initiated a study designed to insure that such service shall be as meaningful as possible to the participant.

Senate Bill 276 recognizes that older Americans represent an important reservoir of talent and leadership. There are some 18 million Americans over 65 in our population. By 1980 it is expected that there will be 25 million and 30 million by the year 2000—only 35 years from now. Arthur Crabtree, former president of the Adult Education Association of the United States, has called attention to the interesting 18 million men and women over the age of 65 represent 1,170,000,000 years of life experience. While only a fraction of this will be available for community service, a significant proportion could be if public policy affirmatively, declared such participation to be socially desirable and if certain obstacles to its utilization could be overcome.

An obvious barrier to involvement has been lack of income among older Americans. It is certainly one of the reasons why a larger number of those over 65 are not presently engaged in adult education programs. An interesting recent study conducted by the Center for Adult Education at Ohio State University under a grant by the U.S. Office of Education highlights the problem. In a scientifically selected random sample of approximately 5% of the 41,000 persons aged 65 and over shown by the 1960 census to live in Columbus, Ohio, over half the sample of 2,307 persons indicated an income of $150 per month, either for self or for self and spouse, which means $1,800 a year or less. While there was no breakdown on incomes below $1,800 per year, it can safely be estimated that at least one third of these older people, including married couples, were living on $1,200 a year or less. Another significant finding was that only about 25% of this group drove a car, so for mobility they were largely dependent on public transportation or friends.

Certainly members of this group would not have sufficient income to enable them to participate in community service in our highly organized society. Transportation, appropriate clothing, luncheons, dues for organizations, and other essential expenses could not be supplied by volunteers on the limited budgets of the average non-gainfully-employed older American. It costs money to offer one's services as a volunteer. The amount of money to be made available to each potential older participant in a community service program through the enactment of Senate Bill 276 would, in our opinion, make a substantial difference and offer a desirable incentive.

In the experience of the adult education profession, the fact that older adults already render an impressive variety of community services would lead to a belief that they would make an important additional contribution after the establishment of a National Community Senior Service Corps. Many voluntary organizations and public and private adult education programs have been immeasurably helped by the services of older Americans who serve on advisory

committees. Utilizing their rich and practical experience, they help in planning, administering, and evaluating educational programs. Many administrative tasks are carried through by older volunteers.

As counselors they have proved invaluable. For example, many of the volunteers who have given on-the-spot counseling to individual business firms in over 400 projects in 33 nations through the International Executive Service Corps are retirees from active business life.

The capacity of the older person to be innovative should not be discounted. Many pioneer programs in voluntary associations have been launched by the experienced, patient and imaginative services of an older person who for the first time in life has had the free time necessary to get such programs started. An excellent example is the Forum for Professionals and Executives launched by the Washington School of Psychiatry, whose distinguished Dean will report later in this hearing. The idea of a group of executives coming together to think through the problems of our society and to search deliberately for innovative solutions is indeed an intriguing one.

It is important to emphasize the value of planned interaction beween the generations and the contributions to be made by the older American to the young. In *Helping Hands*, Gayle Janowitz of the Department of Political and Social Science of the Illinois Institute of Technology reports on a three-year demonstration and evaluation program begun in October 1964 with the support of the U.S. Office of Education. She declares that "when retired persons have worked successfully with children, they lend a sense of security to which children respond well. And when they are effective, they make an enormous contribution, both to the inexperienced volunteers and to the children. It is impressive how the toughest and oldest youngsters will often seek out a gray-haired adult, as if sensing that here is someone who will not be too concerned by his poor achievement and who may be able to help him."

A similar reaction is reported in *An evaluation of the Foster Grandparent Program:* "To see the program in operation, to observe the hunger of deprived, handicapped and sick children for love, warmth and attention, to learn of the reborn feelings of usefulness on the part of the older people who had been cast aside by society—these are the essential human aspects of the program."

The adult education profession is gearing itself to prepare older Americans to render service as leaders in community service and to help public and private agencies to utilize these new recruits successfully. The Adult Education Association held a Pilot Institute on Education for Aging, January 28–February 5, 1967 under a training grant from the Administration on Aging in the U.S. Department of Health, Education and Welfare. Significant planning on projects to tap the resources of adult education in meeting the needs of older Americans was begun by the thirty participants, although it is too early to report in specific detail.

A highly promising program was a project in retraining older adults for employment in community service initiated and carried through by Senior Citizens, Inc. of Nashville, Tennessee in cooperation with the Tennessee State Department of Mental Health under a grant from the National Institute of Mental Health. The purpose was to demonstrate the capability of older adults to begin new careers as leaders in community service. Five 3-month training institutes in community service were offered during 1963–65, with a curriculum that included psychology of group and individual behavior, structure of community agencies and methods of organizing sources, and understanding of recreation, interviewing, and public information. Supervised field practice was provided.

The results seem promising for the future of the proposed National Community Senior Service Corps. Certain biographical data and personality traits were identified as reliable predictors of satisfactory performance in community service. The project confirmed the existence of great latent interest among older adults in entering community service. And, best of all, several institutions were stimulated to consider older adults as potential participants in their programs. One swallow does not make a spring and research in this field is just beginning. This study, however, does give rise to hope that the profession of adult education can make a useful contribution to the task of assuring that the older participant will not be a mere "do gooder" but a well prepared person. Hopefully, this special training will enable him to combine the rich experience and practical skills developed by a lifetime of work with up-to-date and specific training for the new tasks to which he will be assigned.

The Adult Education Association deems it of the utmost importance that this assignment to a useful and respected role for older Americans during their later years and the financial assistance that will help to make their participation possible will be, if this bill becomes a law, a matter of stated public policy.

Senator KENNEDY of Massachusetts. Mr. McLin?

STATEMENT OF WILLIAM H. McLIN

Mr. McLIN. Mr. Chairman, my name is William H. McLin. I am assistant director of the Division of Federal Relations of the National Education Association.

To digress for a moment on a personal note, I am very deeply impressed by the Senator's notation that my former residence was in the Commonwealth of Massachusetts. I would say that this subject is of more than academic interest to me because both Mrs. McLin and I receive monthly checks from the Massachusetts Teachers Retirement Board, after many years' service in the public schools of the Commonwealth.

The limitation S. 276 places on the Federal contribution, so that it may no longer go as high as 100 percent, is in our opinion a very good one, for it helps to emphasize that provision for the welfare of older Americans is not only a national responsibility but a State and local one as well.

We like this idea of the indirect limitation placed on the hours of work by a ceiling on the compensation rather than upon the hours themselves, because it helps to do away with the idea that the usefulness of older Americans is of limited value.

The change of the restriction upon such compensation from $125 per month to $1,500 per annum will make not only for greater flexibility in the program, but it will tend to make the participants attach greater importance to the work, since any loss of time can be made up under these circumstances. The provision in the bill that would require "maximum feasible participation" in the program for those who are aged 60 and above will emphasize its seriousness of purpose.

The authorization for a sharp increase in the financing of the program is also commendable.

We know that in 1960 there was some 4.6 million persons 60 years of age and over in the labor force and undoubtedly many of these have now retired or are on the verge of retirement. In that total we discovered there were 126,000 public school teachers, and 19,000 college faculty members.

Now there are programs offered to this age group by the Peace Corps or VISTA, that have made it possible for hundreds of these retirees to go on offering the benefit of their abilities to their fellow citizens, but these activities frequently call for a transfer from the home community, and thus set up requirements that many more hundreds of the elderly cannot possibly meet.

There is a pressing need for increasing the opportunities afforded to older Americans to continue to serve the communities in which they have labored for so many years.

The National Education Association, speaking as it does for over 1 million educators in every State of our Federal Union, joins the National Retired Teachers Association and the American Association

of Retired Persons in supporting S. 276, and as a matter of fact, the National Retired Teachers Association is one of the 33 departments of the National Education Association.

The welfare of retired members of our profession is of great concern to NEA as is the welfare of its active members. Those who have literally given their lives to the training of the young, and have thereby preserved their own youthful outlook to a remarkable degree find sudden and total retirement an unusually traumatic experience. Many a teacher truly fits the description conjured up by the poet's words:

"Touched by some grace the gods impart, time writes no wrinkles on his heart."

We take particular note of section 603 of S. 276, which provides among other things that the program will not result in the displacement of employed workers or impair existing contracts for services. We feel certain that the membership of other professions is as concerned about this matter as we are, for many of them, like education, grant to their members a lifetime credential or license to practice, and the opportunity therefore exists, and the temptation in the face of a shortage of personnel may become very great, to reemploy retirees at a substantially lower rate of compensation, and without the fringe benefits customarily accompanying such employment. Such procedures have had a very deleterious effect upon professions such as teaching in the past, and the suppression of them calls for constant vigilance.

We appreciate this opportunity to present our views on this matter. We stand ready to render any assistance possible to the committee in drafting the final form of the proposals embodied in S. 276.

Senator KENNEDY of Massachusetts. Thank you very much, Mr. McLin, for your very helpful testimony. We appreciate it. We are delighted to have you here and appreciate your testimony. Your complete statement will be inserted into the transcript.

(The prepared statement follows:)

PREPARED STATEMENT OF WILLIAM H. MCLIN, ASSISTANT DIRECTOR, DIVISION OF FEDERAL RELATIONS, NATIONAL EDUCATION ASSOCIATION OF THE UNITED STATES

Mr. Chairman and members of the subcommittee, my name is William H. McLin. I am an assistant director of the Division of Federal Relations of the National Education Association.

Last year the National Education Association set forth its views on Senate bills S. 2877 and S. 3326 on the subject of amending the Older Americans Act of 1965 in a letter to Senator Harrison A. Williams, Jr., under date of July 19, 1966 signed by Dr. J. L. McCaskill, Assistant Executive Secretary for State and Federal Relations. On August 7, 1967 Dr. John M. Lumley, Director of the Division of Federal Relations, sent a letter to Senator Edward M. Kennedy stating our position on S. 276. It is for the purpose of reiterating these two statements that I now appear before your Committee.

The Association is pleased to note that the name of the project proposed in S. 276 has been changed from "National Community Senior Service Corps" to "Older Americans Community Service Program" as being more in harmony with the legislation of 1965 which it would amend. The limitation placed on the Federal contribution so that it may no longer go as high as 100% is a good one, for it helps to emphasize that provisions for the welfare of older Americans is not only a national responsibility but a state and local one as well. The indirect limitation placed upon the hours of work of those enrolled in the program by a ceiling on the compensation rather than upon the hours of work helps to do away with the idea that the usefulness of older Americans is of limited value. The change of the restriction upon such compensation from $125 per month to $1500 per annum will

make for greater flexibility in the program and will tend to make the participants attach greater importance to the work since any loss of time due to temporary incapacity can thus be "made up". The provision in S. 276 which would require "maximum feasible participation" in the program for those who are aged 60 and above will emphasize the seriousness of purpose that underlies the activity to both enrollees and observers. The authorization for a sharp increase in the financing of the program is commendable.

At the present time, somewhere in the neighborhood of 20 millions of our fellow Americans have passed the age of 65. We have been unable to come upon any breakdown of the talents and skills represented in this group. But we do know that in 1960 there were some 4.6 millions of persons 60 years and over and undoubtedly many of these have now retired or are on the verge of retirement. Included in this total were 126,000 public school teachers, 19,000 college faculty members, and 11,000 librarians. The tragedy of the wasted human resources incidental to the abrupt termination of employment of people with talents possessed by such as these is indeed a national tragedy as well as a poignant personal one. The programs offered to this age group by the Peace Corps or VISTA have made it possible for hundreds of these retirees to go on offering the benefit of their abilities to their fellow citizens. These activities call frequently for a transfer form the home community and thus set up requirements that many more hundreds of the elderly cannot meet. There is a pressing need for increasing the opportunities afforded to older Americans to continue to serve the communities in which they have labored for so many years. Such an increase could bring incalculable benefits to society and immense satisfaction and some small profit to the individuals who would be given the chance to render such service.

The National Education Association speaking as it does for over 1 million educators in every state joins the National Retired Teachers Association and the American Association of Retired Persons in supporting S. 276. The National Retired Teachers Association is, in fact, one of the 33 departments of the National Education Association. The welfare of retired members of the teaching profession is as much a primary interest of N.E.A. as is the welfare of the active members. Those who have literally given their lives to the training of the young and who have thereby preserved their own youthful outlook to a remarkable degree find sudden and total retirement an unusually traumatic experience. Many a teacher truly fits the description conjured up by the poet's words:

"Touched by some grace the gods impart, Time writes no wrinkles on his heart."

We take particular note of Section 603 of S. 276 which provides among other things that "the program will not result in the displacement of employed workers or impair existing contracts for services." We feel certain that the membership of other professions is as concerned about this matter as we are for many of them, like education, grant to their members a lifetime credential or license to practice. The opportunity therefore exists, and the temptation in the face of a shortage of personnel may become very great, to re-employ retirees at a substantially lower rate of compensation and without the fringe benefits customarily accompanying such employment. Such procedures have had a very deleterious effect upon professions such as teaching in the past and the suppression of them calls for constant vigilance.

To state the mater bluntly, we do not want to see legislation in this field that could be twisted from its original purpose so as to become a source of cheap labor.

We believe that it would be desirable to have and we urge the inclusion in the provisions of the bill a section authorizing the payment of modest stipends for transportation and lunch money in circumstances where such procedures seem desirable.

We aprpeciate this opportunity to present our views on this matter. We stand ready to render any assistance possible to the Committee in drafting the final form of the proposals embodied in S. 276.

STATEMENT OF EDWARD WALKER, MIAMI, OKLA.

Mr. WALKER. Mr. Chairman and members of this distinguished and important committee, my name is Edward Walker. My place of residence is Miami, Okla.

I appear here today as a representative of the American Nursing Home Association, of which I am president. Present with me are Mr.

Alfred Ercolano, executive director, and Mr. Frank Zelenka, assistant executive director of ANHA.

The American Nursing Home Association is a nonprofit organization serving the Nation's long-term-care facilities and their patients through educational and research activities and services. It represents in excess of 7,800 facilities with almost 400,000 beds in 49 of the 50 States. It counts among its members both proprietary and nonproprietary institutions. In truth, it has more nonproprietary members than does the association which limits its membership to nonproprietary facilities.

The association is proud of the role it has played, since its inception in 1949, in raising standards for both facilities and patient care across this Nation. As late as 1950, only five States had licensing laws regulating nursing homes, while today every State has such laws. The American Nursing Home Association played a considerable role in bringing this about.

The association is equally proud of the role it is playing in the Medicare and Medicaid programs under the Social Security Act. Approximately 70 percent of the extended care facilities certified under Medicare are members of ANHA. These 70 percent of Medicare ECF's provide 72 percent of the Medicare's ECF beds.

Mr. Chairman, ANHA is proud and grateful that you have invited us to appear here to testify concerning S. 276.

Let me say immediately that the American Nursing Home Association, with no hesitance and with complete enthusiasm, endorses the concept, principles and provisions of S. 276.

The passage of Public Law 89–73, better known as the Older Americans Act, was a shining landmark in the history of social legislation in the United States. The provisions embodied in S. 276 would enhance and embellish that act. You, as well as Senator Harrison Williams and the other distinguished Senators sponsoring this bill, are to be commended for having done so in the 89th Congress and for doing so, hopefully with success, in this Congress.

The actions envisioned in and by an Older Americans Community Service program are things that need doing and ought already to have been done.

Philosophers have defined a complete and primary truth—that is, an axiomatic truth—as being one where all of the subject is all of the predicate. The concept embodied in S. 276—namely, that of older Americans continuing to assist the Nation as well as other older Americans—most emphatically meets this definition. Hence, it is difficult to comprehend any opposition to its enactment.

The ANHA, therefore, not only endorses it, but offers whatever assistance you may call upon us for, both to its enactment and to its implementation.

Mr. Chairman, we have read the history of this bill and that of its predecessor, S. 2877; we have read the testimony of the hearings in the second session of the 89th Congress, and we have read the comments of Senator Williams when he introduced S. 276 on January 12 of this year.

Let me say only that we subscribe to all the positive statements thereto and that, for sake of brevity, we will not emphasize the

obvious by restating the real need for an Older Americans Community Service Program. We will, however, make one suggestion, which we hope can add to the program and, therefore, be added to the bill.

We suggest that the singularly successful Foster Grandparent Plan be adapted to the needs of the elderly in our Nation's nursing homes. We offer no technical details as to how this should be done, that is, whether it should be, as is the Foster Grandparent Plan, a joint program utilizing both the Office of Economic Opportunity and the Administration on Aging; or whether it should be an entirely separate program from the Foster Grandparent Plan. This we leave to those most competent to judge and so determine.

What we offer is an idea which we think is in harmony with the underlying concept and principles contained in S. 276, namely, the return to gainful and meaningful activity on the part of able older Americans within a program serving other but incapacitated older Americans and, in that way, serving the community. In short, let America be served by having the elderly help the elderly.

It is our thought that, perhaps, none could do it so well since older people are usually more comfortable in the presence of other older people.

There is a problem, however, and not to examine it would be a disservice to you. The problem is as follows: whereas 85 percent of the Nation's nursing homes are proprietary facilities, section 603 provides on page 4, lines 6 and 8, that—

> * * * such services will be performed * * * either (A) on publicly-owned and operated facilities or projects, or (B) on local projects sponsored by private nonprofit organizations * * *.

It is our hope that this problem can be resolved in such manner that, under the provisions of the Older Americans Act, service programs to patients similar to those of the Foster Grandparent Plan may be permitted to take place in all long-term care facilities, both proprietary as well as nonproprietary. To do otherwise is to severely limit the program.

We see no conflict in permitting these programs to take place in all long-term care facilities since the program envisions a direct service not to the facility but the patient therein.

This is poignantly underscored when it is realized that there are more public assistance patients in proprietary facilities than there are such patients in nonproprietary facilities—about 50 to 60 percent in the country—in my own State of Oklahoma about 80 percent of the patients are of the so-called welfare public assistance type.

Mr. Chairman, may I impose upon the subcommittee, at this point, to describe the nursing home and the role it plays in medical care and health care?

I do so with the purpose that it may serve this committee in its deliberations.

Probably no other segment of the health care field has undergone as rapid or as dramatic a change as has the nursing home in this past decade. Nursing homes have moved from converted dwellings into modern new facilities specifically designed to provide skilled nursing care in an environment as closely related to that of the traditional family home as institutional architecture can achieve.

While the early years of nursing homes were primarily devoted to custodial care and personal care, today nursing homes have become medical care and health care facilities and, as such, are deemed by one and all an integral component of the spectrum of medical care and health care.

Nursing homes, in fact, are playing an ever-increasing role in the health care community across the length and breadth of this land. Not only do they provide skilled nursing care, but they also provide the social environment and home-like comforts which are so necessary to the well-being of the geriatric patient.

They serve, too, as convalescent centers—as halfway houses for persons of all ages on the road back from acute hospitalization to their own homes and their own community life. This is the growing role of the skilled nursing home of today and it is the one that is drastically changing the profile of the nursing home. In the concept of care which today prevails, the hospital is the acute care facility and, as such, is oriented to the physician; whereas, the nursing home is a long-term care facility and, as such, is oriented to the nurse.

Thus, Mr. Chairman, to permit the provisions of section 603 to block or restrict the program which the American Nursing Home Association is today suggesting, would be to prevent the hundreds of thousands of elderly patients in a large portion of our Nation's best facilities from receiving the personal and personalized services that could be derived from the Corps of Senior Citizens which is envisoned by S. 276 and, thus, deny both to the older American who is a patient, and to the older American who is a capable and willing performer of such service, the benefits to be derived therefrom.

Mr. Chairman, I want to make it patently clear that we realize that the workers within the Foster Grandparent Plan do not take the place of staff. We are in no way suggesting that they should do otherwise in a similar program for the elderly patients in nursing homes.

Staff has its functions, workers in a Service Corps have theirs and, although the twain may occasionally meet in their functions, they can never merge. I know this is clear to the committee; I want the committee to know that this is also clear to ANHA.

What we have here in mind is what Senator Williams had in mind when he said in a news release:

> Anyone who has visited a nursing home—even the better ones—knows that a little attention or conversation can go a long way * * *

Some of the services that can be performed by the Service Corps are as follows: accompany the patient who, although ambulatory, needs a watchful eye, on trips to visit parks, concerts, parades, to attend church, museums, attend the ball game, to browse in stores and shops or even to shop for the small purchases their meager resources permit, but in which the patient delights for a host of reasons—to read to those whose eyesight has dimmed, such as writing letters, making phone calls, handling books that are on records, to adjust television, to read newspapers, multitudes of things that are on that basis—to discuss with those who still feel the need to solve the world's problems—more important, just to listen.

Mr. Chairman, the staff and volunteers apparently do these things in our facilities. However, the action we were suggesting would enable

this to take place with greater frequency and with even more personal attachment.

We are suggesting that this would take place with great vigor, as one we all know and revere would have said, all this with the purpose of gaining for the senior citizens a longer and more fruitful life.

In conclusion then, let me emphasize again that it is the older American, both the patient as receiver and the Service Corps workers as doer, who is being directly benefited and not the facility—the facility, of course, is indirectly benefited in that its patients are receiving attention over and beyond that given by the staff.

We hope that you can resolve the probelm we have noted here today. We know that you will if you deem it proper and of merit.

Mr. Chairman, I close by thanking you again for having us here today.

I reiterate that, with or without acceptance of the American Nursing Home Association's suggested action, I and its members endorse S. 276 and stand ready to help in any way that you ask.

Thank you again.

Senator KENNEDY of Massachusetts. Thank you very much, Mr. Walker. We appreciate your comments and hope to draw in at least or make some suggestions as to in what areas this bill could provide to the various nursing homes. You have challenged us with your suggestions and we appreciate it.

Miss Eileen Cooke.

STATEMENT OF MISS EILEEN COOKE

Miss COOKE. Thank you, Mr. Chairman.

My name is Eileen Cooke and I am the assistant director of the Washington office of the American Library Association. I am presenting this statement in behalf of Miss Krettek, who is the associate executive director and who is presently out of the country.

We want you to know that our organization enthusiastically supports the Older Americans Community Service program as embodied in S. 276 just as we did in connection with the previous bill last year.

The American Library Association is a professional, nonprofit organization of more than 35,000 members devoted to the improvement and extension of libraries as an educational, scientific and cultural factor in the continued progress of all citizens in the United States, of all ages, and of all levels of education and economic status.

One segment of the population to which the ALA is especially devoted and, through its divisions and committees, has given increasing attention, has been the aging. It notes with great satisfaction the proposal embodied in S. 276 to continue to attack the problems of our senior citizens and to use these older Americans in the attempted solution.

We are particularly pleased with the proposals in this bill.

Libraries have long endeavored to bring reading materials to those 19 million persons who are 60 years of age and over, but there are many obstacles to this accomplishment. This group of people represent a great potential for reading, yet here are hindrances of health, eyesight, poor reading ability, and lack of education in many of our older Americans.

Librarians have recognized that there are at least three aspects to be considered in dealing with the reading problems of the senior citizens. One may be library materials in learning a new job or duties, another may be reading connected with avocational interests, and the third may be that of bolstering up the aging citizens psychologically, improving morale, and the like.

The public libraries entered the struggle to serve this ever-increasing number of elderly people, both those who are physically able to come to libraries and those who for reason of some disability must be reached in their own homes or some instiution by means of a visiting librarian or by mail.

This is another concern right now with the proposed increase in postal rates for libraries, this particular service may be drastically curtailed.

In case of our elderly citizens' failing eyesight, it may require the use of large print books and newspapers, talking books or projectors, as Mr. Walker just said. Librarians realize the challenge presented by this one-tenth of our population, but have been limited in providing needed services by lack of staff and funds which could be remedied, in part by the provisions of this bill.

S. 276, of course, goes beyond the direct benefits, such as the reading of the large segment of elderly persons. It endeavors to take advantage of the vast potential for service to be obtained and utilized from many of these older citizens. Librarians were gratified that sponsors of the legislation noted in the report last year that needs for the service are legion, and include "assistants in libraries extending their services to older people."

Depending upon their physical condition, experience and education, many persons over 60 years of age can render valuable service. They may need some short period of training and monetary compensation, but they can be exceedingly helpful, as we have learned time and again in this service throughout the country. It should be kept in mind, however, that the older person is frequently prevented from either volunteer or paid participation in community activities because of both inadequate public transportation and the cost of transportation where it exists. Some means of providing transportation must be made available.

Choosing at random from a multitude of cases, we might point out an instance which comes from the Community Action Program in Baltimore, Md., where an older person, a volunteer, visits the handicapped and the chonically ill older people in the inner city who have been referred to the public library. She talks and reads to them, and for those who are physically able to read, she leaves simple reading materials for them.

"An expansion of a program such as this could involve more older people from the inner city who live in housing projects, although extensive in-service training and supervision for the reading part would be required.

As another example, senior citizens could be trained to introduce large print books and talking books to people needing them, and could also assist in locating people needing these specialized library services.

In the Nassau County Library System, New York, several older people have been successful in inspecting films before and after use to determine if repairs and splicing are needed, have assisted in booking films for use by community groups, and other routines involved with audio-visual library service.

A good illustration also is that of the project of the Milwaukee, Wisconsin Public Library to render service to the aging.

As described in its proposal, it plans to reach older Americans by means of a bookmobile to institutions and agencies serving the aging, to public and private housing centers and to neighborhoods where there are concentrations of elderly people, and a book cart accompanying the bookmobile to reach the shut-ins. It plans to recruit library assistants from the older people and other volunteers to give personalized assistance in obtaining books at bookmobile stops, or reading to those who are no longer able to read themselves.

The objectives are to enrich the lives of people who have the capacity to participate actively in the community, and to enable older people to continue their contributions in their respective lines of service or knowledge. This Milwaukee Public Library project is certainly in line with the objectives of S. 276.

Older people are particularly helpful in establishing contacts with the aging in institutions to identify types of programs that would be valuable to them, and to serve as human links between libraries and the unreached.

Another area of great need in which older Americans can make a contribution is in reading to the very young in orphanages and in listening to older children read to improve their oral reading skill of these youngsters.

The ALA appreciates the opportunity to testify in support of S. 276, which will call upon a vast source of experience and education to be found in the storehouse of older people, 60 years or older.

We urge that the committee act favorably upon the measure.

Thank you for this opportunity.

Senator KENNEDY of Massachusetts. Thank you very much for your very effective testimony. I think all of you have really suggested ways that have really gone beyond the various services that have previously been suggested.

I think if this legislation is enacted, it will have the responsibility for recommending a great deal of excellent suggestions to the committee which are very worthwhile and we appreciate it.

Mr. Russell DeGroat.

Mr. DEGROAT. Thank you, Mr. Chairman.

The National Recreation and Park Association appreciates this opportunity to testify in support of S. 276, and endorses it as a fine vehicle to meet the ever-increasing demands for additional recreational opportunities for the senior citizens.

This bill would make it possible to more fully utilize the great manpower pool that these older Americans represent, and provide services necessary to operate sound recreation and park programs, for most of the park recreation and agency budgets have been inadequate to supply the necessary staff services.

It would further assist in opening up a new potential for a great

new source of trained and experienced personnel in a wide variety of disciplines.

We believe that the bill would enhance the status and well-being of the older Americans by involving them in the economic life of the community, by providing the opportunity to continue a life of meaningful service at a level commensurate with their abilities and interests, and especially in the areas of leadership, planning and supervision, and not in work details alone.

Further, it would supplement their retirement incomes, thereby improving their economic condition.

With our national emphasis on beautification, which is one of the areas of interest to our association, many of the older Americans could make significant contributions to this program which would have lasting personal and economic benefits to both the workers and their communities.

The vitality of our national economy is dependent upon the concerted efforts of all citizens who are able to work, and especially those with experience and training to keep it moving forward. Therefore, to assist in the wise use of these resources, the National Recreation and Park Association respectfully urges approval of Senate Bill 276.

Thank you very much for this opportunity.

(The prepared statement is as follows:)

PREPARED STATEMENT OF RUSSELL E. DEGROAT, PUBLIC AFFAIRS OFFICER, NATIONAL RECREATION AND PARK ASSOCIATION

Mr. Chairman and members of the subcommittee, I am Russell E. DeGroat, Public Affairs Officer of the National Recreation and Park Association with headquarters at 1700 Pennsylvania Avenue, Northwest, Washington, D.C.

The National Recreation and Park Association is a private, nonprofit organization dedicated to the wise use of free time, conservation of natural resources, and beautification of the American environment. The Association's Board of Trustees is composed of distinguished lay and professional leaders from all parts of the Nation. Over 600 outstanding park and recreation leaders serve on our various national and district advisory committees. More than 2,000 national, state and local park and recreation agencies, public and private, are organizational members and over 7,000 professional and lay individuals are Association members.[1]

We appreciate the invitation and opportunity to testify in support of Senate Bill 276, sponsored by Senator Harrison A. Williams, Jr., of New Jersey.

The National Recreation and Park Association endorses this timely Bill as a fine vehicle to meet the ever increasing demands for additional recreational opportunities for our senior citizens. As the demand increases, so does the manpower needs as indicated by the fivefold growth of park and recreation personnel since 1940 from 24,000 to 120,000 reported in the Recreation and Park Yearbook.[2] Vice President Humphrey said "We need the maturity and we need the wisdom, the perspective, the balance of our senior citizens." This Bill would make it possible to more fully utilize the great manpower pool these older Americans represent and provide services necessary to operate sound recreation and park programs.

Most park and recreation agency budgets have been inadequate to supply the necessary staff services. This Bill would assist in opening up a great new source of personnel trained and experienced in a wide variety of disciplines. It is in the National interest to utilize this training and experience to the fullest extent possible. The employment of these people in recreational activities would in no

[1] NRPA Fact Sheet.

[2] Recreation and Park Personnel Tables including volunteers (1966 Recreation and Park Yearbook).

way replace existing personnel since the needs for recreation and the attendant services are ever increasing.

We believe that Senate bill 276 would greatly enhance the status and well-being of older Americans by:

Involving them in the economic life of the community by providing the opportunity to continue a life of meaningful service at a level commensurate with their abilities and interests, especially in the areas of leadership, planing and supervision, and not work details alone.

Providing recreational opportunities for community residents by working with: pre-school age groups; beautification projects; sports activities; counseling; craft programs and the like.

Supplementing their often meager incomes, thus improving their economic condition.

As of August 8, the Administration on Aging had funded 637 projects, 150 of which incorporated some element of recreation. The wider scope of federal interest in recreation programs is evident in the 1966 Recreation and park Yearbook's coverage of 72 agencies as compared with 13 in the 1961 edition.

With our national emphasis on beautification, an area of interest to the National Recreation and Park Association, many of the older Americans could make significant contributions to this program which would have lasting, personal and economic, benefits to both the workers and their communities.

The Bill would authorize $9 million for Fiscal Year 1967, and $15 million for Fiscal Year 1968. This is a very conservative proposal for, with approximately 19 million older Americans age 65 or over this averages less than fifty cents and one dollar per individual respectively.

The vitality of our national economy is dependent upon the concerted efforts of every citizen who is able to work, and especially those with experience and training to keep it moving forward. Therefore, to assist in the wise use of these resources, the National Recreation and Park Association respectfully urges approval of Senate Bill 276.

The National Recreation and Park Association is a service organization dedicated to helping all Americans make the best and most satisfying use of their expanding free time.

In August 1965 four national agencies in the fields of recreation, parks and conservation—the American Association of Zoological Parks and Aquariums, the American Institute of Park Executives, the American Recreation Society and the National Conference on State Parks—joined with the National Recreation Association in the National Recreation and Park Association to bring about unification of effort in the recreation and park field.

The purpose of the nonprofit educational organization, as stated in its Certificate of Incorporation, is to encourage:

"The development in all communities and in all counties and states and throughout the nation, through public and private agencies and by every appropriate means, of play and recreation, an adequate system of local, county, state and national parks and recreation areas, higher and more adequate neighborhood, community and national expression through recreation programs, a better social life and better moral and industrial conditions throughout the communities of America and the nation;

"The advancement of education and science, the improvement of recreation and park leadership for service to the American people and the education of the public on recreation and park matters beneficial to the communities of America and the nation;

"The lessening of the burdens of government and of neighborhood and community tensions, and the prevention and cure of urban and rural deterioration through the development of recreation and park systems and programs designed so that all the people of America may live enriched lives, find greater enjoyment and happiness and have better mental health, greater physical vitality and deeper moral strength."

Active in the National Recreation and Park Association are: citizens interested in recreation, parks, zoos and conservation of natural resources and wildlife; parks and recreation commissioners and board members; zoological societies; professional park and recreation leaders; zoo executives; government and private recreation and park agencies.

Services of the NRPA are available upon request to both private citizens and volunteer agencies and to public departments and agencies concerned with any aspect of free time.

General services include: on-the-spot surveys, materials, training; regular flow of up-to-date information, advice, help; *Parks and Recreation Magazine*, Management Aids Bulletins and other publications; the nation's most comprehensive recreation library; answers to mail and phone queries—37,605 in 1964 from communities everywhere; exchange of proven ideas through the national, area and district meetings, workshops and special schools; preservation of natural resources for parks and recreation areas; provision of qualified personnel; encouragement of young people to enter the recreation and park profession to meet the growing need for leadership.

Special Services: the NRPA helps to provide recreation to the ill and handicapped; women and girls; senior citizens; the institutionalized; industrial workers; the Armed Forces.

Support: By individual and corporate gifts, united funds, community chests, foundations and trusts. Budget approved by the National Budget and Consultation Committee. All gifts tax deductible. Budget and financial statements available on request.

RECREATION AND PARK YEARBOOK

TABLE 34.—PAID RECREATION AND PARK PERSONNEL

Type of personnel	Number reported by—		
	Cities	Counties	Cities and counties
Full time, year round	54,646 (1,936)	10,567 (246)	65,213 (2,182)
Seasonal and part time	158,508 (2,561)	19,449 (277)	177,957 (2,838)
Total paid personnel	213,154	30,016	243,170

PROFESSIONALS

In previous Yearbooks, only the number of workers employed in recreation leadership positions was reported. The 1965 edition, however, broadens this category to include all professional recreation and park personnel such as park executives, recreation executives, division heads, supervisors, directors and leaders, instructors, and managers of specific facilities, such as golf courses, camps, beaches and pools. Paid professionals total 119,515, or less than one-half of all paid workers.

While the number of full-time professional personnel almost doubled in cities since 1960, county agencies reported an increase from 549 full-time professionals to 2,822 in 1965—over five times the number reported earlier. On the whole, the number of full-time, year-round professionals more than doubled during the five-year period—from 9,216 in 1960 to 19,208 in 1965.

Full-time male professionals outnumbered full-time female professionals by more than three-to-one, but with part-time or seasonal personnel the men outnumbered the women by only three-to-two.

In the summary table that follows, Table 35, figures in parentheses indicate the number of governmental units reporting paid professional personnel.

TABLE 35.—PROFESSIONAL RECREATION AND PARK PERSONNEL

Type of personnel	Number reported by—		
	Cities	Counties	Cities and counties
Full-time year-round men	12,729 (1,618)	2,252 (190)	14,981 (1,808)
Full-time year-round women	3,657 (738)	570 (69)	4,227 (807)
Total	16,386	2,822	19,208
Part-time or seasonal men	54,595 (1,997)	5,468 (142)	60,063 (2,139)
Part-time or seasonal women	36,622 (1,699)	3,622 (88)	40,244 (1,787)
Total	91,217	9,090	100,307
All professional personnel	107,603	11,912	119,515

VOLUNTEERS

Some 494,407 volunteers were utilized by reporting agencies in 1965, far exceeding the 277,074 volunteers reported in 1960. This 1965 figure represents not only volunteer activity leaders, but other volunteers such as park and recreation board members. Volunteer activity leaders outnumbered volunteers utilized in any other capacity by nearly six to one. County agencies used the services of about 12 per cent of all volunteers.

Statistical information concerning volunteer personnel follows in Table 36. The number of agencies reporting figures is indicated by parentheses.

TABLE 36.—VOLUNTEERS

Type of volunteer	Number reported by—		
	City	County	Total
Activity leaders	373,353 (1,599)	47,239 (103)	420,592 (1,702)
Other volunteers	60,814 (1,576)	13,001 (158)	73,815 (1,734)
Total volunteers	434,167	60,240	494,407

Mr. ORIOL. We will now hear from Mrs. James Baxter.

I understand Mrs. Baxter will describe the work of the over-60 organization nearby, and will explain that the national organization cannot at this time issue a statement.

STATEMENT OF MRS. JAMES BAXTER

Mrs. BAXTER. Thank you.

Mr. Chairman and members of the subcommittee, I am Mrs. James H. Baxter, one of the founders and the good neighbor aid programs chairman, Over-60 Counseling and Employment Service of the Montgomery County (Maryland) Federation of Women's Clubs.

We are members of the Maryland Federation of Women's Clubs and of the parent organization, the General Federation of Women's Clubs.

Mrs. E. D. Pearce, president of the general federation, regrets that she is unable to be here, and although in my testimony today I am speaking only for the Over-60 Service in our Montgomery County (Maryland) federation, I come with full encouragement from Mrs. Pearce and the General Federation of Women's Clubs.

At the outset, I want to say that bill S. 276—to amend the Older Americans Act of 1965 in order to provide for a National Community Senior Service Corps—would provide for services desperately needed by the older Americans and the community. The statement of findings and purpose of the legislation you are now considering might have been written by the Montgomery County Federation of Women's Clubs, though I doubt that we could have stated them as well.

Because my county federation has been actively and successfully operating a free Over-60 Counseling and Employment Service since 1961 (the first such service in Maryland), it has been suggested that our experience would be of value to your committee. In June 1966, we won a $1,000 cash award for leadership in this field, and since we deal with pennies, that was a lot.

Up to this point, our part-time Over-60 Service has been supported with money earned by our Federation of Women's Clubs in a thrift shop operation, plus rent-free office space, and the many man-hours

given by professional and nonprofessional volunteers (mainly clubwomen). Our only paid employees are a part-time director and a secretary.

There is a very pressing need for expansion of this service for older men and women, and because of this we applied several months ago to our Maryland Coordinating Commission on Problems of the Aging for funding assistance under title III of the Older Americans Act. The decision is pending. We believe that our record of performance speaks for itself, and we like to think that as soon as our State commission receives its share of the appropriation of title III money that we will be granted our request in full at once.

Need. A little word, "need," but it means so much. The over-sixties need our help, and our communities need their help. When we opened our first over-60 service office, for persons over 60 years of age, we soon realized the older person's outstanding need for counseling—that need for help in understanding "what can still be," as Dr. Wilma Donahue once stated. Then there is the need for nontraditional, imaginative approaches to job development in "what can still be."

I might also add the need for courage—a need we felt when 18 months ago we undertook a unique approach in developing our good neighbor aid program when many around us were saying, "It can't be done."

In job development we also believe there is a need to listen to community pleas for workers, and in cases where there is a crucial need waive the over-60 age restriction in order to supply the demand. Because our community pleaded for lowering the age limit to 50 in our good neighbor aid program in order to supply urgently needed help in the home, we came to realize equally critical needs in that lower age group.

Example: A good neighbor trainee in the fifties explained that she had filed an application with our county welfare department for relief money. We had debated the age restriction on the basis that we had only limited funds and our interest was with those over 60—the same factors you probably considered when you were formulating S. 276. Should we have said to her, "You go on relief until you are over 60 and then we will help rehabilitate you?"

We did not say that. Immediately after the brief training she was placed with a private employer as a good neighbor right in her own neighborhood. Salary: $60 per 5-day week. The welfare application was canceled, and because of great market demand she can work many years past 60 in this type of work. Therefore, we would like to urge that this kind of an exception be stated in section 603, on page 5, lines 22 and 23, where it is now stated, "With maximum feasible participation of persons who have attained 60 years of age."

If our interpretation of the meaning is correct, we are pleased that S. 276 includes in section 603, page 4, lines 5 and 6, an exception to the age 60 requirement for administrative purposes and in section 603, on page 5, lines 2 and 3, an exception to the payment limitation of $1,500 per annum per individual in unusual circumstances. We clearly see the need for such exceptions in our staffing experience.

In 1961 the director of an over-60 service in Virginia helped us organize our over-60 service. She was herself well past 60 years of age, but

she pointed out to us a number of possible advantages in selecting a younger person as director. She believed a younger person might be able to get through more doors on behalf of older Americans.

We have employed the younger and the older. We believe for administrative purposes the qualifications for the job should be a heart for the work and professional training—not age.

We also believe that the salary for paying a qualified director may well be that unusual circumstance requiring payment in excess of $1,500 per annum per individual.

An article on the early history of our over-60 service is in the Congressional Record, January 30, 1967, at Senator Williams' request.

In regard to our more recently developed good neighbor program, we are receiving questions from interested persons, not only in Maryland, but from various States throughout the country on how do you start?

Because of our belief that your committee will be interested, I have attached to my statement a brief history of facts and figures on our good neighbor program.

In this connection I have a question, Mr. Chairman. May I read this 9-minute history or, in the interest of time, would you prefer that I submit it, as attached to my statement, for the record?

Mr. ORIOL. Mrs. Baxter, the chairman before he left mentioned that we were running a little short on time, and so we will certainly include that in the record.

(The document referred to follows:)

PREPARED STATEMENT OF MRS. JAMES H. BAXTER, MONTGOMERY COUNTY FEDERATION OF WOMEN'S CLUBS, INC.

Mr. Chairman and members of the Committee, I am Mrs. James H. Baxter, one of the Founders and the "Good Neighbor" Aide Program Chairman, Over-60 Counseling and Employment Service of The Montgomery County (Maryland) Federation of Women's Clubs. We are members of the Maryland Federation of Women's Clubs and of the parent organization, the General Federation of Women's Clubs.

Mrs. E. D. Pearce, President of the General Federation, regrets that she is unable to be here, and although in my testimony today I am speaking only for the Over-60 Service in our Montgomery County (Maryland) Federation, I come with full encouragement from Mrs. Pearce and the General Federation of Women's Clubs.

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Up to this point, our part-time Over-60 Service has been supported with money earned by our Federation of Women's Clubs in a thrift shop operation, plus rent-free office space, and the many manhours given by professional and non-professional volunteer workers (mainly clubwomen). Our only paid employees are a part-time director and a secretary.

There is a very pressing need for expansion of this Service for older men and women, and because of this we applied several months ago to our Maryland Coordinating Commission On Problems of the Aging for funding assistance

under Title III of the Older Americans Act. The decision is pending. We believe that our record of performance speaks for itself, and we like to think that as soon as our State Commission receives its share of the appropriation of Title III money that we will be granted our request in full at once.

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In job development we also believe there is a need to listen to community pleas for workers, and in cases where there is a crucial need waive the over-sixty age restriction in order to supply the demand. Because our community pleaded for lowering the age limit to fifty in our "Good Neighbor" Aide Program in order to supply urgently needed help in the home, we came to realize equally critical needs in that lower age group.

Example: A "Good Neighbor" trainee in her fifties explained that she had filed an application with our County Welfare Dept. for relief money. We had debated the age restriction on the basis that we had only limited funds and our interest was with those over-sixty—the same factors you probably considered when you were formulating S. 276. Should we have said to her, "You go on relief until you are over sixty and then we will help rehabilitate you"?

We didn't say that. Immediately after the brief training she was placed with a private employer as a "Good Neighbor" Aide right in her own neighborhood. Salary: $60. per 5-day-week. The welfare application was canceled, and because of great market demand she can work many years past sixty in this type of work. Therefore, we would like to urge that this kind of an exception be made in Sec. 603, on page 5, lines 22 and 23, where it is now stated, "with maximum feasible participation of persons who have attained sixty years of age."

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We have employed the younger and the older. We believe "for administrative purposes" the qualifications for the job should be "a heart for the work" and professional training—not age. We also believe that the salary for paying a qualified director may well be that "unusual circumstance" requiring payment in excess of $1500 per annum per individual.

An article on the early history of our Over-60 Service is in the Congressional Record, January 30, 1967, at Senator Williams' request. In regard to our more recently developed "Good Neighbor" Program, we are receiving questions from interested persons, not only in Maryland, but from various states throughout the country on "how do you start?" Because of our belief that your committee will be interested, I have attached to my statement a brief history of facts and figures on our "Good Neighbor" Program.

HISTORY ON HOW IT PAYS TO BE A "GOOD NEIGHBOR"

By Mrs. James H. Baxter, Chairman, "Good Neighbor" Aide Program

The "Good Neighbor" Aide Program—a unique training and job-placement project started in 1966 by the non-profit Over-60 Counseling and Employment Service of the Montgomery County Federation of Women's Clubs, Inc. in the Maryland suburbs of metropolitan Washington—is aimed at meeting two urgent community needs. The program is successfully turning formerly unwanted

work in the private home into job-opportunities for older women and, at the same time, is providing needed companions for elderly persons and mother-substitutes for children. The pattern of the project, and the happiness it brings, can be duplicated in other communities.

Many of the older women applying for jobs through the Over-60 Service had already answered advertisements calling for "mature women," only to find that employers really wanted women "not over thirty-five years of age." The skills these women had acquired in previous employment no longer seemed to be in demand. Yet, they all sought work to do. All of them mentioned a need to be wanted, a desire to be useful. Some frankly admitted a desperate need for income.

Locating jobs for older applicants (men and women) in the business world has proven to be an uphill battle. In the case of older women looking for employment after years spent at home—particularly those without special skills—the problem of finding a job has been even greater. On the other hand, from the beginning, the Over-60 office has been deluged with requests from potential private employers seeking compansions for elderly persons or mother-substitutes for children. Although most of the women applicants had performed this type of work for their own families or neighbors, the stigma attached to doing domestic work for pay made it psychologically difficult for them to accept such jobs in the homes of others. Working in the home with people, old or young, offered the opportunity to feel useful and to overcome loneliness, but the specter of poor treatment and little pay always lurked in the background. For these reasons, the jobs went begging.

"Would it be possible for a small, part-time agency, like the Over-60 Service, to improve the image of working in the home?" "Could the promise of standardized pay, assured job placement, and a professionally-backed training program enhance the job status enough to make the work appealing to older women?" These were questions pondered over and over by our clubwomen on the Board of Governors of the Over-60 Service.

Because of my deep interest in the problem, I—as a clubwoman volunteer—agreed to "search for a way" to make working in the home more attractive to the older woman. Early in 1965 I talked with directors of county and metropolitan agencies who were interested in health and welfare matters. With the manager of the local State Employment Service, I discussed the possibility of starting a family aide type of training course supported by Manpower Development Training Act funds. Everyone recognized the dire need for help in the home—but no one predicted success in recruiting applicants willing to do such work. Results from our joint newspaper-survey of applicant interest showed equally little promise of success in recruitment. No training course was organized at that time, but the "search for a way" was continued.

In April 1966, our Over-60 Service obtained a family aide training guide from the State Employment Service of Los Angeles, California. As I studied this guide, I recalled that in my Red Cross teaching and public health nursing experience, I had organized and conducted courses very similar to the one described. I suddenly realized that I could, if necessary, teach a family aide training course. This meant that our Over-60 Service—adhering to its "no fees charged" policy—would offer a free training course and find out whether applicants could be recruited.

From this point on the approach was a positive one. No longer did I ask others whether they thought that a training course for older women could succeed; instead, I began to ask whether they were willing to join with us in such an undertaking. I sought the cooperation of the local chapter of the American Red Cross and the local office of the State Employment Service; they agreed at once to join with our Over-60 Service in sponsoring a pilot training course for family aides. The Red Cross also volunteered the use of classroom facilities.

Attention was directed next to the enlistment of the panel of instructors who would give the teaching time as a community service. The able and enthusiastic panel members, and the organizations they represented, were as follows: Eleanor C. Locascio and Catherine Kunkel, Red Cross Nursing Service; Dr. Haikaz Grigorian, District of Columbia Community Mental Health Center; Dr. Curtis Southard, Montgomery County Bureau of Mental Health; Marguerite O. Tollefson and Jane Elliott, University of Maryland-Cooperative Extension Service; Gordon Fry, Montgomery County Heart Association; and Gladys Sprinkle and Emogene Baxter from the Over-60 Counseling and Employment Service.

The course content was planned to include environmental health, practical psychology, nutrition, and job analysis—employing lecture-discussions, demonstrations, and supervised practice. To the question that was most often asked, "Will there be a written examination?" the answer was, "No."

One further item given consideration was the selection of a title for the trained family aide—to properly depict the desired image in the affluent suburban area. The job description was based on a list of tasks one neighbor might reasonably perform for another in an emergency. Employers, in like manner, would be expected to treat the aides with the respect and appreciation accorded helpful neighbors. Therefore, it was decided that the family aide would be called "Good Neighbor."

The first "Good Neighbor" Aide Training Course was scheduled for June 1966, to consist of three-hour sessions on four consecutive days. It was agreed that all applicants would be interviewed and counseled by the Over-60 Service director before they were enrolled. All graduates would be offered free job placement by the Over-60 Service.

To recruit women for the training course, newspaper and radio publicity emphasized the new type of job for women over fifty years of age, whose own family responsibilities had lessened. Wallet-size certificates were promised upon completion of the course, and "Good Neighbor" pins could be purchased. Arrangement for part-time or full-time employment was offered without charge. The pay was stated at $1.50 per hour for part-time work, and the salary for live-in-work was to be decided by mutual agreement between the private employer and the employee.

This new training program approach was started in April 1966. Only two months later—but after I had met with ten agency representatives, conducted three planning meetings, made sixty-seven telephone calls, and written fifty-seven letters (including the news release for eleven newspapers and five radio stations)—the first "Good Neighbor" Aide Training Course became a reality. Ten women enrolled and all ten successfully completed the course. Within four months the second training course was conducted; nine enrolled and all graduated.

By this time, our diligent efforts—in explaining policy to every potential employer, in selecting the most suitable aide for each particular home situation, and in pursuing every opportunity for publicity—were paying-off. We noted a different tone in the employers' requests, and it was evident that payment in appreciation, as well as in money, was being given to the "Good Neighbor" aides. We also heard enthusiastic reports from the "Good Neighbors" about their work, and so did others in the community.

Articles about this "new job for older women" appeared in most of the area newspapers. A particularly appealing feature story about the "Good Neighbor" aides was published in the Sunday edition of *The Washington Post* (April 2, '67, p. H24). Approval of the program also came from professional circles. For example, the Executive Board of the Montgomery County Medical Society endorsed the program, and publicized it in their Medical Bulletin. From other areas beyond metropolitan Washington, agencies began expressing interest in starting similar projects.

One year after planning the first course, twenty-nine enrolled in the third training course—completely filling the classroom space. Others were placed on the waiting list. Clubwomen provided free transportation for all trainees who otherwise would have been unable to attend. The trainees, ranging in age from the mid-fifties to the late-seventies (more than three-fourths overy sixty), were unusually responsive. They had come from the well-to-do areas and from the poorer sections; they were Negro and white. They all knew what the "Good Neighbor" was doing in the community, and they all wanted to qualify. There wasn't a single "drop out."

In the three courses that have been conducted thus far, forty-eight women have been trained; eighty-five percent have actually worked for pay as "Good Neighbor" aides, and others have worked without salary for relatives and friends. Requests for the "Good Neighbors" continue to exceed the number available. During one thirty-day period, a tabulation showed a ratio of twelve employer-requests for each aide available for a new assignment. The free training courses are now tentatively scheduled to be held at six-month intervals, and the next course (scheduled for October) already has more applicants than can be accommodated in one class.

"Has it been possible to make a new job opportunity for older women, while meeting a community need for help in the home?" "Does working as a mother-substitute for a child or as a companion to an elderly person provide satisfaction beyond the payment in money?" From the experience of the Over-60 Counseling and Employment Service of the Montgomery County Federation of Women's Clubs, the answer is an unqualified, "Yes!" Over and over the "Good Neighbor" Aides have said to me, "Please tell your clubwomen that it's truly wonderful to feel needed and useful again."

Mr. Chairman, this concludes my prepared statement. On behalf of The Montgomery County Federation of Women's Clubs, may I express appreciation for the opportunity to appear before you today? We have the will to work in Over-60 Service—the heart to work for the Over 60—but we do need help.

Mrs. BAXTER. Mr. Chairman, this concludes my prepared statement. On behalf of the Montgomery Federation of Women's Clubs, may I express appreciation for the opportunity to appear before you today. We have the will to work in the Over-60 Service—the heart to work for the Over-60—but we do need help.

Mr. ORIOL. The Chairman also said that he was impressed with the rich store of suggestions you have given for many different areas and he is impressed with the way, once this idea has begun, it just seems to start new ideas flowing.

I would like to address one question to Mrs. Baxter and then a general question to the whole panel.

As I understand it, this S. 276, if enacted into law, will be helpful to groups such as yours, because if there are a significant number of older persons involved, perhaps funds could be useful for administrative purposes.

Mrs. BAXTER. We see this in two possiblities, for administrative purposes very definitely.

Mr. ORIOL. Let me interrupt you now.

Who is giving up their time? There must be a time-taking job to run a service of this kind. Who now is doing this?

Mrs. BAXTER. We know volunteer work as it has been described earlier this morning. I happen to be a volunteer. There are several hundred others among our 2,000 club women, and some of us are and some of you are not over 60 years of age.

Mr. ORIOL. I would like to address a question to the entire panel.

I am impressed by the way in which you see that these seniors working in one capacity or another could work very successfully with the professional staff members or other staff members who may already be at work in your institutions or facilities and services.

I may say that when the Foster Grandparent Program was first announced that I was dubious. I wondered whether the doctors, the nurses, and the rest of the staff would welcome Foster Grandparents. I went to a hospital in Denver as a skeptic. I wondered if there were a number of people who would object to some part of the program.

Everyone from the psychiatrists to the head nurse were delighted to have the people aboard.

Do you feel the same way in your area, and if so, why? Are so many people overworked that they welcome this kind of help?

Mrs. MCKAY. There are some new organizations that would like to try new enterprises and they are unable to do so because they do not have the staff to do it. They do not have people to do the paperwork or, as in our case, to do the research.

We have done considerable research in the field of the relationship between the volunteer and the professional. We find that while it needs study and work in some cases, there is no problem that cannot be overcome, and there is a shortage of volunteers and it is a growing shortage.

Mr. McLIN. Mr. Oriol, if I might comment on behalf of the teaching profession, I would say that there is a very real need for this sort of supplemental service, and that it would be very welcome.

I call your attention to the fact that the teaching profession considers that when a person who has put in a lifetime and has retired at a salary of anywhere from $7,500 to $10,000, employment at $1,500 a year come pretty near being voluntary service anyway.

We have to consider that at the moment at least certain segments of the teaching profession seem to be unduly concerned with the matter of compensation to the extent that they are breaking a good many of the traditional patterns that we have come to expect of the profession, but they still have not lost sight of the concept of service, and I am sure that eventually, when the present disquiet is resolved, we will be back very definitely on the track and the opportunity for the older person to come in and help will be very welcome.

It also does something, as I indicated in my testimony, for the retiree himself or herself, because the association with young people keeps the older teachers remarkably young in viewpoint, and to cut them off from all contact with the young is one of the most cruel fates that can befall any person that has given a life to that type of service.

Mr. WALKER. Mr. Chairman, of course all of us are aware of the longevity explosion of this century. Now we have an average life something over 70 years, and many of us who deal with multitudes of elderly persons realize that life is continuing to be extended, and programs such as have been presented here today are simply an attempt to make life more useful longer.

We subscribe to the philosophy that getting older is the time to start living, not necessarily to start dying. We feel in this instance that the opportunity ought to be provided for people to embellish and to develop that idea, and what ultimately happens is that we all become recipients of our own good work in this field, because we are all of us very close to the time when we will join that wonderful band of people.

Mr. ORIOL. Miss Cooke, did you have a comment?

Miss COOKE. I would certainly say that the librarians of the country would very definitely welcome volunteer aid, as we certainly in the past have made use of volunteer services such as members of the General Federation of Women's Clubs and many other organizations which can help in innumerable ways, conducting surveys, et cetera, that do not have any areas that infringe upon the professional duties of the librarian.

In this connection too, we would envision S. 276 as providing the opportunities for in-service training, so that some people could be brought in to help the librarian in an actual library situation, whether it be to help in a story hour capacity or to act as a liaison person with some of these institutions we have mentioned today.

I think the place of the elderly citizen has been emphasized of course

today, but we have made use of volunteers of all ages in many capacities. We find this an excellent opportunity.

I might say that we have seen instances where elderly citizens are the ones who are most appropriate in making contact with people who are of their own age level category, that they have entree where a younger person might not be accepted.

Mr. ORIOL. Mr. DeGroat?

Mr. DEGROAT. I would just like to second the views of all the panel members that are here that as it relates to our park and recreation field and all the services that could be performed by these people with a great diversity of backgrounds and experience, that we are always looking for new hands and ways and people.

With our leisure time, we do not want it to become a burden upon people, but the unions and our society being ever more affluent, there is more leisure time and, in order to make good use of this time, we can use, and do need, the service of people such as is proposed in this Older Americans Senior Service Corps as was proposed in S. 276, and we certainly do endorse the concept of it.

Mr. ORIOL. Would you like to comment on this, Mrs. Baxter?

Mrs. BAXTER. I would like to add a remark, please, and that is in connection with this.

Not only are there opportunities, but working as we are on the ground level, we see the real desperate need for income and for physical and mental health. If you could hear and see the older people we see before and after they are put on a job, when they come back and say how wonderful it is to feel needed and useful again, and then sit at the telephone as a volunteer and hear the private employer say, "Where did you find that jewel, where did you find this person, how did you make them available?", we think it would confirm the vital need.

Miss COOKE. Mr. Oriol, I should point out in connection with the tremendous shortage of librarians that exists today in the country, according to the latest census statistics we find that there are 11,000 retired librarians, and we certainly know that many who have retired are put right back to work in some consultative capacity and are greatly welcomed, and so we hope that having received publicity about what this bill provides, that many retired librarians will be called forth into the field again to help as consultants.

Mr. WALKER. Mr. Chairman, all of us have said so many things we might have failed to emphasize the point you made in your question, and I can speak for thousands of nursing homes and their staffs and leaders of State nursing home associations and physicians.

I am a pharmacist, and I know that all of these people would welcome and would work heartily and cooperatively with a program of this type. They would welcome it rather than shun it, because they can see the many values of the peaceful mind and the productive life, and this would help lives to be productive and at peace.

Mr. ORIOL. Once again we would like to thank the panel. It has made a major contribution to the transcript and to the studies of this subcommittee.

Mr. ORIOL. I would now like to call Mr. William C. Fitch, executive director of the American Association of Retired Persons and the National Retired Teachers Association.

Mr. Fitch, I know if Senator Kennedy were here, he would thank you for being a very productive witness at many other hearings, and I am sure he would also note that you are a member of the Advisory Council of the Administration on Aging, and that he would ask you for any views you might like to give at this time on the reorganization plan of August 15.

STATEMENT OF WILLIAM C. FITCH, EXECUTIVE DIRECTOR FOR NATIONAL AND INTERNATIONAL RELATIONS OF THE NATIONAL RETIRED TEACHERS ASSOCIATION AND THE AMERICAN ASSOCIATION OF RETIRED PERSONS

Mr. Fitch. Thank you very much, Mr. Oriol.

I would like to perhaps comment on that later in answer to a specific question.

My testimony is rather brief this morning, in view of the prior testimony on a similar bill, and so if I might, I would like to just make a brief presentation this morning and have it somewhat supplement the earlier remarks.

For the record, I would like to say that 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—two nonprofit, nonpartisan associations with a combined national membership of more than 1,200,000 individuals 55 years of age or older.

On behalf of these associations, I would like to express our appreciation for this opportunity to testify in support of S. 276 with some recommendations that I would like to suggest for your consideration.

I must admit that this statement has been prepared in the light of the deep concern we have regarding the recent reorganization in the Department of Health, Education, and Welfare which has placed the Administration on Aging within the newly created Social and Rehabilitation Service.

I have great admiration for Miss Mary Switzer, the Administrator of this agency. We do not question her ability or sincere desire to support, defend and strengthen the Administration on Aging.

However, the intent of the sponsors of the Older Americans Act, the late Senator Pat McNamara and the late Congressman John E. Fogarty, has been violated. I doubt that such a dislocation of the Administration on Aging would have been accomplished if John Fogarty were still alive.

Mr. Oriol. Mr. Fitch, if I may interrupt at that point, I would just like to point out, and perhaps you might care to comment, that you are in an excellent position to know what the intent is.

Did you participate in the discussions at that time?

Mr. Fitch. That is right. I worked very closely with Congressman John Fogarty in the preparation of the original Older Americans Act. Even beyond that when we were talking about an independent commission, and I know from the outset there was the desire to have an administration, or at least some kind of a commission on aging.

Mr. Oriol. In what capacity were you at that time?

Mr. Fitch. At that time I was in the Department of HEW serving as Staff Director for part of the time, Special Staff on Aging, and

also as the Staff Director for the White House Conference for the first 2 years of its planning.

Mr. ORIOL. So you are familiar with the great efforts it took to advance this far?

Mr. FITCH. I am very, very familiar with the work that Congressman Fogarty put into it and the late Senator Pat McNamara, and also from the standpoint of the national effort that we put in on behalf of our association, believing that this was a focus that was long overdue. Trying to be fair at the moment, I am not sure that we do understand what this reorganization may mean, I but I do find it a little difficult, as I come before the group here this morning, to—not too long ago have testified on the extension of the Older Americans Act, believing at that time that it was being strengthened, its life was being extended, and I have a feeling like many others in the field of aging that something happened. We were not informed. We were not advised, and I am not really quite sure whether the will of the Congress has not also been violated.

Mr. ORIOL. You said, "We have not been advised."

That was before and after the plan was announced?

Mr. FITCH. I think it might be interesting even for the record that the Advisory Committee for the Older Americans Act back in November actually went on record, when there was some possibility of reorganization with the Department, of not having the Administration on Aging lose its independent status.

This resolution went to the Secretary with a covering memorandum from the Commissioner on Aging. To the best of my knowledge, the committee never was advised what the Secretary's reaction was, and so when this reorganization was announced, somehow or other I think the Advisory Committee felt it had not served its purpose, certainly it had not been consulted, not that we would have had any special influence, but we did think that this was part of our function to advise the Secretary and the Department in some of the broad fields of aging.

We know that membership on this committee does represent not only other organizations in the field of aging, but very responsible people in the total field.

Mr. ORIOL. Is there now any movement afoot, do you know, to bring leaders in aging together for a thorough discussion on this reorganization plan, and what it means?

Mr. FITCH. In our recent meeting just a week ago, we tried to find out what it meant in discussion with the representatives of the Department, and as I state in the record here, I think that many of us came away somewhat confused in terms of the channels of communication now between the Department of Health, Education, and Welfare and the state Divisions and Commissions on Aging.

There is a whole new chain of command that most people are not aware of, or at least they do not see how this will strengthen the program that was supposed to have been part of the extension of the Older Americans Act.

Mr. ORIOL. And so you see great need for additional discussion?

Mr. FITCH. I think there is need for discussion, and I am sure there is need for much more understanding than exists. While I think some of us try to appreciate the reasoning behind the reorganization, I

think very few of us who have been working in the field of aging can appreciate that the programs on aging had developed to the point where they could be submerged to where they now exist within this new agency.

Mr. ORIOL. When you say submerged, you mean the agency itself has been lowered in status; is that what you mean?

Mr. FITCH. I feel very similar to the position that we took some time ago when we were recommending that the Older Americans Act be enacted to take aging out of welfare.

As you recall, in the reorganization, the responsibility for aging was put under welfare, where we did not believe it belonged, because we thought that many older persons did not belong in that category. We felt it was a disservice when it was put within the Welfare Agency, and I think many of us have that same feeling, that if we are not very careful in the administration of the new program, that we are going to give the impression that older people now are all in need of rehabilitation. The emphasis has been on that, rather than the fact that, just as your testimony has shown here, that this is a very dynamic group.

Many of them have much to give. Some of them need to be served, but I think there are more older people who are ready to serve. I am not quite sure that this focus does not get lost in a social and rehabilitation agency, no matter how sincere the administrators may be; I do not think we have reached the point yet where we should have lost the independent focus that we were able to put on the older person through the Older Americans Act.

Mr. ORIOL. You give great praise in your statement to Miss Switzer, and we have heard many fine statements made about her performance and the many challenging roles she has played. That also raises the question of what happens when her term of office is over.

Mr. FITCH. I am sure you are aware of a statement that was in one of the recent publications indicating that Miss Switzer will be retiring within two and a half years because of compulsory retirement age.

Mr. ORIOL. Compusory retirement?

Mr. FITCH. Her record of achievement is a very impressive one. Two and a half years is a relatively short time and it is within the extension of the life span of the Older Americans Act as it was recently amended, so that I do think we are concerned.

I do not think there is any doubt in my mind of the sincerity of Miss Switzer as she very eloquently told our group that she felt in many ways that she would be strengthening the Administration on Aging, but I would like to have seen it strengthened without rather than within.

Mr. ORIOL. Do you think a minimum step might be if the chairman and other senators who are concerned about this write to the Secretary to suggest that he convened carefully planned conference with representatives of organizations and others in the near future?

Miss Switzer gave an excellent statement yesterday as to purposes, but I think the question is how these purposes can be implemented.

Mr. FITCH. I think this is vital. I think in an educational program perhaps a one-day session devoted to that could be very useful. Our association has been close to it and is trying to study it, but I am not sure that we understand the role of the commissioner at the State

level and what happens to those employees who were the regional representatives reporting to the Commission on Aging. Our understanding is that they now report to the Regional Commisioner's Office, who has other responsibilities as well.

A great deal of clarification could come out of such a hearing as you propose and we would be delighted to help or share in any way and also support whatever the conclusions of that meeting might be.

Mr. ORIOL. Thank you. I am sorry I interrupted your presentation.

Mr. FITCH. I am glad to have the opportunity to express these views. I am sure you can tell from my own feelings that we feel strongly about this, and I think most of the people working in the field who work for the Older Americans Act, feel the same way.

To continue, I introduce the problem of reorganization only to suggest that other responsibilities have been assigned to the Administration on Aging and that amendments to the Older Americans Act will be subject to new channels of supervision and chains of command that are still not clearly defined, especially as they relate to state agencies that will be asked to supervise or administer S. 276.

The purpose of the Older American Community Service Program has been documented in every major conference on aging and the need for a vital national action program is long overdue.

Our associations take exception to making the provisions of S. 276 available at age 60. The very fact that membership in our associations is open to any person 55 years of age and older is a recognition that all of the purposes for which this amendment is proposed do not begin at age 60—but require constructive action at least 5 years before that age.

Also significant are three major themes we have emphasized in the founding of our associations and their development:

(1) the underlining principle is to encourage older persons to help themselves and each other;

(2) the slogan of the American Association of Retired Persons—"to achieve independence, dignity and purpose";

(3) the motto of our International Association of Retired Persons—"to serve, not to be served"; and

(4) more recently, the theme of our current 1967 series of nine area conferences—"Pride in Participation"—all aimed at creating opportunities for service, motivating older persons to keep involved and to utilize the knowledge, ability, and available free time for meaningful living throughout the later years.

I would urge that you reconsider lowering the qualifying age to 55 in keeping with known needs and a growing trend toward earlier retirement.

In view of the reorganization in the Department of Health, Education, and Welfare, the language of section 602 may have to be revised to recognize that the Secretary's function under Title VI will probably be carried out through the administration of the Social and Rehabilitation Service which now supervises the Commissioner on Aging.

The language of S. 276 is very specific in the type and location of the service to be performed, that the program be in the public interest that would not otherwise be provided and not result in the displacing of employed workers or impair existing contracts for services.

I am not sure of the channels through which some of these decisions are reached and the criteria by which jurisdiction is established.

For example, the VISTA monthly statistics as of August 31, 1967, show a total number of volunteers in the field and in training to be 3,851. Over 8,300 Americans have entered VISTA since the program's inception in projects that include 48 states, the District of Columbia, the Virgin Islands, and Puerto Rico.

A profile of VISTA volunteers shows 18 percent to be 50 years of age and over.

There is a need to understand how the proposed Older American Community Service Program will relate or be affected by VISTA's Citizens Volunteer Corps, especially when the directive to the Director of the Office of Economic Opportunity stresses that their program "shall be designed to deal with the incidence of long-term unemployment among persons 55 years and older."

He is also directed to conduct such programs to "encourage the employment of such persons as regular, part-time, and short-term staff in component programs."

Another area which requires further clarification in implementing S. 276 is that section calling for "close coordination with the experience and programs of the Department of Labor."

The Manpower Programs of the Department of Labor have been giving increasing attention to the older worker. Admittedly, the emphasis until more recently has been placed on the under-45 year old worker. Providing part-time work to supplement income is regarded as a special concern in eliminating age discrimination and creating job opportunities for older workers.

The rates of pay and the payment limitation within S. 276 "except in unusual circumstances to $1,500" is easily confused with the earnings limitations under the provisons of the social security program.

Without jeopardizing the major thrust of the Older American Community Service Program to utilize the talents, experience, and energies of this older age group for the benefit of the community and Nation, it would seem desirable to separate paid employment from those programs and services that might be expanded under the provision making reimbursement possible for expenses incurred by volunteers.

The appropriations authorized under this bill are realistic and will be repaid many times over in the achievement of the purposes set forth in this amendment.

Any suggestions to postpone or to assign a low priority to this type of program in the light of the war-influenced budget would be false economy and a disservice to individuals who are ready to serve in the communities that would benefit from their services.

Mr. ORIOL. I would just like to interrupt if I may again.

It was suggested in the HEW presentation yesterday that other programs or objectives listed in the President's message have a much higher priority than this particular bill, and therefore had to be dealt with first.

Now just on a matter of social security increases, would you care to give an estimate on how adequate you believe social security is in this country?

Mr. FITCH. This goes back to my background, as you know, too. I was with social security for about nineteen and a half years before I got involved full-time in the field of aging.

We have a long way to go before we have a social security program whose benefits are going to be adequate to meet the rising costs, the realistic costs of living today. As a matter of fact, I do not see any of the proposals that are under consideration that are going to be close to being adequate. There was some discussion that has gotten lost in tying it into the cost of living. I do not know what happened.

We have favored a realistic approach to the benefits and tie them into the cost of living. Then perhaps something realistic can be developed in terms of what people can expect to live on on retirement. So, I do think that many of the proposals under the social security amendments under consideration now are good, but they are not the complete answer.

Mr. ORIOL. Thank you.

Mr. FITCH. The very programs possible under this amendment, the utilization of needed skills and experience, the preservation of mental and physical well-being, are all essential parts of a viable society that knows how to save and invest human resources as well as spend or lend tax dollars.

In closing, I would like to add one more observation.

We are remiss in the successful marketing of the skills of older Americans and the appreciation of their potential contribution to the steady growth of our Nation when we observe how anxious other countries are to benefit from their services.

The outstanding success of the International Executive Service Corps in placing volunteers in overseas assignments is eloquent testimony to our failure till we find rewarding opportunities for volunteer service at home.

Favorable action on S. 276 will create that framework within which we will be able to give added meaning to leisure time without creating financial hardships for those who want to serve but have limited retirement incomes.

An Older American Community Service program will make it possible for the hundreds of older persons who have offered their services in a domestic peace corps to continue to serve themselves and their Nation as useful, responsible, and needed citizens.

I can add only that our associations with a million and a quarter members in more than 480 chapters and local groups across the country stand ready to enlist in the programs created by S. 276.

Mr. ORIOL. Thank you, Mr. Fitch. We certainly appreciate the support that you express, especially in the last paragraph.

There is another vote and Senator Kennedy has had to go to the floor, and I have just one question, and then we will adjourn until 2:15 when, hopefully, we will hear from the rest of the witnesses. We have three more witnesses.

Mr. Fitch, were you present when Secretary Wirtz testified this morning?

Mr. FITCH. I was not, but I have since read his testimony.

Mr. ORIOL. What is your reaction to his suggestions, to his proposal?

Mr. FITCH. I would have to say my first impression, by the very fact

he came and made it, showed to me at least that he was interested in seeing a program like this undertaken.

I noted also that he was making the suggestion that there might be some kind of a joint committee between the Department of Health, Education, and Welfare and the Department of Labor, where any conflict between the paid employment or the employment that is indicated in S. 276 might be reconciled, or perhaps could be strengthened by working together.

I think this is a possibility, and as I suggested these programs could be separated. Perhaps this is the mechanism by which it could be done. I would also like to say that I am very much impressed with the sincerity of the Secretary in his statement, recognizing that our older worker program has not been too successful in the past, but he is on the record to change that image and doing something constructive in finding job opportunities for older workers.

Mr. ORIOL. We will cut this short now and meet again here at 2:15 p.m.

Mr. FITCH. Thank you very much.

(Whereupon, at 1 p.m., the subcommittee recessed, to reconvene at 2:15 p.m., the same day.)

AFTERNOON SESSION

(The subcommittee convened after recess at 2:15 p.m., Senator Kennedy of Massachusetts presiding.)

Senator KENNEDY of Massachusetts (presiding). The subcommittee will come to order. Our next witness will be Mr. J. H. Parke, director, voluntary services staff of the Veterans' Administration.

Mr. Parke, we are delighted to have you here. We will make your statement a part of the record in its entirety. You may summarize it, if you care to.

STATEMENT OF JAMES H. PARKE, DIRECTOR, VOLUNTARY SERVICE STAFF, DEPARTMENT OF MEDICINE AND SURGERY, VETERANS' ADMINISTRATION; ACCOMPANIED BY JOHN H. KERBY, ACTING ASSISTANT GENERAL COUNSEL, VETERANS' ADMINISTRATION; AND ABRAHAM NEZIN, NATIONAL JEWISH WELFARE BOARD

Mr. PARKE. If I may, Mr. Chairman, I would like to present the two gentlemen with me, Mr. Abraham Nezin on my left, who is with the National Jewish Welfare Board, and is a volunteer worker at our Veterans Hospital here in Washington, D.C., and Mr. John Kerby, acting assistant general counsel of the Veterans' Administration.

My name is James H. Parke. I am the Director of the Voluntary Service Staff of the Veterans' Administration.

We were asked to describe our citizen volunteer participation program in the VA, and it is my pleasure to do so.

I appreciate this opportunity to present to this distinguished subcommittee comments regarding the participation of older volunteers in the Veterans' Administration Voluntary Service program, an uncommon program, commonly referred to as VAVS. You should know

at the outset that all the men and women participating in our program are volunteers.

The VAVS plan was established in 1946. It is based primarily on the premise that VA hospitals are an integral part of the community in which the hospitals are located and that the hospitalized veterans, as part of that community, are the responsibility of the entire citizen body.

Voluntary organizations, both national and local, participate through advisory committees in the planning, integration, and coordination of the program at both the national and local level. For instance, the VAVS National Advisory Committee, composed of representatives from 43 national welfare, service, and veterans organizations, works in partnership with the VA in the overall planning and operation of the program.

The program has experienced tremendous growth and development over the years. A monthly average of over 112,000 volunteers served about 9 million hours during the past fiscal year in behalf of veteran patients. Their volunteer service in hospitals, domiciliaries, outpatient clinics, day treatment centers, and in the community has made possible extension and expansion of services and programs and improved quality of care for veteran patients.

The retired and older volunteers have become the backbone of the VAVS program. Field station reports, which we get twice a year, report that the service of the older volunteers is an important part of the entire volunteer program. They are capable of learning new tasks, they are conscientious and dependable.

The retired citizen is eagerly sought for the value of his contribution to the care and treatment of the patients and because he is available for service during the day when the need for volunteer assistance is greatest. Volunteer assistance by the older volunteers in the medical program is in direct and supportive services for patients. Some of these volunteer services and programs in which the volunteers participate are as follows:

1. The doctors call this companionship therapy. The older volunteers have demonstrated they have the time, patience, and the capacity to win the confidence of the patients through personal relationships. Prescribed companionship or friendship therapy by volunteers is getting remarkable results in motivating and stimulating patients to regain the limits of their potential for restoration and return to community living.

2. Personal Services: The older volunteer, with his understanding and patience, is providing valuable assistance to the hospitalized veterans, by reading to and writing letters for him. In many instances the volunteer can converse with the patient in his native tongue. This in itself often prompts the patient to share information with the volunteer that can be helpful to the doctor and nurse in the patient's treatment.

3. Rehabilitation: The volunteer is assisting patients to carry out medically prescribed rehabilitation programs. He provides the necessary encouragement for patients to try and try again, regardless of early failures and time factors, until they successfully accomplish their prescribed goals.

I would like after a moment for Mr. Nezin to tell you briefly about his escort service in the VA hospital here in Washington, D.C.

4. Escort Service: The volunteer helps the patient by escorting him to treatment and other areas in the hospital. This may involve walking with him or assisting him with his wheelchair or cart. Obviously, while this is a very real service to a busy staff, in addition it gives the patient an opportunity to visit with a volunteer.

5. Patient Feeding: One of the very helpful services provided by our volunteers is helping the patients to feed themselves. For example, there is one instance of the older men volunteers at our Hines VA Hospital, just out of Chicago, where a group of older volunteer men come each day and help the patients to feed themselves.

I would like to put a parenthesis here on this matter—we say "help the patients feed themselves," since the volunteers efforts with the patient are part of the patient's rehabilitation.

Senator KENNEDY of Massachusetts. May I ask you one question. How many volunteers are we talking about?

Mr. PARKE. A monthly average of 112,000 throughout our 165 VA hospitals. This, Senator, is a monthly average.

Senator KENNEDY of Massachusetts. Have you got this broken down into voluntary hours? Do you have any idea about how many hours a volunteer?

Mr. PARKE. Yes, I think I can give you a little picture of that.

Senator KENNEDY of Massachusetts. Just an approximation.

Mr. PARKE. For instance, the total number of hours, as I mentioned, it is almost nine million. The actual figure is 8,847,782. That was the last fiscal year. Now, the average hours per volunteer per month of what we call regularly scheduled—these as the ones who come on at least once a month—this is 11.6 hours per volunteer.

Senator KENNEDY of Massachusetts. Could you tell me, and I plead ignorance on this, and I am sure my other colleagues of the Committee would appreciate this, too, could you give us some idea of who these volunteers are? Are they veterans; are they non-veterans? What percent are veterans?

Mr. PARKE. I can't give you that percentage.

Senator KENNEDY of Massachusetts. I am not looking so much for just the exact percentages, but just sort of a general profile of the kind of people that are participating in this program.

Mr. PARKE. Actually, Senator, they are from all walks of life, all socio-economic situations. Also, they go from teenagers to seniors citizens, and all the ages in between. We have quite a junior volunteer program, in addition to our emphasis on the senior citizens.

Senator KENNEDY of Massachusetts. Do you have an emphasis on seniors, though; is that correct?

Mr. PARKE. I would not say the total emphasis.

Senator KENNEDY. No?

Mr. PARKE. But we have a program for recruiting senior citizens. Our recruitment brocure is called "Senior Citizens—We Need You." The idea being that we want to bring them back into a purposeful and meaningful productivity.

Senator KENNEDY of Massachusetts. But you recognize full well the capacity of seniors to play an extremely useful and important role in this program?

Mr. PARKE. A very important role.

Senator KENNEDY of Massachusetts. I think it would be helpful if we had some general idea as to the nature of the seniors' contribution to the program, just for our information. Perhaps you might not have it handy, but you can submit it at a later time. I think it is a terribly interesting and worthwhile effort.

I am not nearly as familiar with this program as I am with others, and I would like to have some idea. I applaud the efforts of the juniors, as well. I think it is a marvelous undertaking. This is just, once again, where seniors are making an important contribution, and I am not sure that this contribution is fully recognized, and I would like to make sure that it is.

Mr. PARKE. I think there are several things on that score. One, the very practical reason that the retired and older citizen has the free time to come, as I mentioned, during the day when we have the greatest need for them. Of course, employed men and women can't come during that period.

Secondly, of course, they have similar interests, many of them, and are in the same age range as many of our patients. Just as Mr. Nezin out at the Washington VA Hospital—serving in Escort Service—gives the practical aid of taking a patient from a ward to a clinic, he, in addition, visits with the patient on the way, and makes a relaxing, conversational visit out of the trip.

At the Hines VA Hospital—to which I referred before—the older men come in and help the patients feed themselves, making a festive occasion out of the luncheon or the dinner. So, from our point of view, it is an extremely important contribution. We figure that perhaps 40 percent of our volunteers are 60 years of age and over.

Senator KENNEDY of Massachusetts. Thank you.

Mr. PARKE. In the medical program in the VA, the volunteer is carefully selected in the first place, and placed in an assignment that, to the extent possible, is in line with his interests and capabilities; and this, Senator, I think is as important as the other side of the coin.

What do they bring to the picture, and what do we bring to them? We realize that it is only if we give the volunteer a good experience that we can keep him in the program, so this is important to us.

He is oriented to the total medical program, and receives on-the-job instruction and training, staff supervision, and recognition for his service. Always, volunteer service is supplementary to that of the staff, and he receives no pay for this assistance. His service is a labor of love and dedication to a cause.

While the volunteer gives a great deal to the care and treatment of patients, he also gains. The older volunteer who has suffered an abrupt change from productivity to retirement tends to face decreased status in society and loss of certain rights that were inherent in his position. He faces the problem of maintaining status and the concept of self, and filling the void caused by the loss of his occupation.

In this respect, the VAVS program of citizen volunteer participation in the care and treatment of veteran patients provides the older citizen with the opportunity to be useful and to use his skills and talents in service to his fellow man. Older volunteers in this program are identified with a worthy cause and are performing needed and pur-

poseful services which they are proud to talk about. They know they are needed and wanted.

Senator KENNEDY of Massachusetts. If we may, I would appreciate the opportunity for Mr. Nezin just to speak briefly about his volunteer work in escort service at the VA hospital.

(The prepared statement of Mr. Parke follows:)

PREPARED STATEMENT OF JAMES H. PARKE, DIRECTOR, VOLUNTARY SERVICE STAFF, DEPARTMENT OF MEDICINE AND SURGERY, VETERANS ADMINISTRATION

Mr. chairman and members of the subcommittee, I appreciate this opportunity to present to this distinguished Committee comments regarding the participation of elderly volunteers in the Veterans Administration Voluntary Service program, which is commonly referred to as VAVS.

The VAVS plan, the blueprint for community volunteer participation in programs for sick and disabled veterans, was established in 1946. It was based primarily on the premise that the VA hospitals are an integral part of the community in which they are located and that the hospitalized veterans as part of that community are the responsibility of the entire citizen body.

Voluntary organizations, both national and local, participate through Advisory Committees in the planning, integration, and coordination of the program at both the national and local level. For instance, the VAVS National Advisory Committee, composed of representatives from 43 national welfare, service, and veterans organizations, works in partnership with the VA in the overall planning and operation of the program.

The program has experienced tremendous growth and development over the years. A monthly average of over 112,000 volunteers served about 9 million hours during the past fiscal year in behalf of veteran patients. Their volunteer service in hospitals, domiciliaries, outpatient clinics, day treatment centers, and in the community has made possible extension and expansion of services and programs and improved quality of care for veteran patients.

The retired and elderly volunteers have become the backbone of the VAVS program. Field station reports laud the volunteer service of their older volunteers. These volunteers have proven that they are capable of learning new tasks, conscientious, and dependable. They are admired and respected by staff and patients. The retired citizen is eagerly sought for the value of his contribution to the care and treatment of the patients and because he is available for service during the day when the need for volunteer assistance is greatest. Volunteer assistance by the older volunteers in the medical program is in direct and supportive services for patients. Some of these volunteer services are as follows:

1. *Companionship Therapy.* The older volunteers have demonstrated they have the time, patience, and the capacity to win the confidence of the patients through personal relationships. Prescribed companionship or friendship therapy by volunteers is getting remarkable results in motivating and stimulating patients to regain the limits of their potential for restoration and return to community living.

2. *Personal Services.* The older volunteer, with his understanding and patience, is providing valuable assistance to the patient by reading to and writing letters for him. In many instances the volunteer can converse with the patient in his native tongue. This often prompts the patient to share information with the volunteer that can be helpful to the doctor and nurse in the patient's treatment.

3. *Rehabilitation.* The volunteer is assisting patients to carry out medically prescribed rehabilitation programs. He provides the necessary encouragement for patients to try and try again, regardless of early failures and time factors, until they successfully accomplish their prescribed goals.

4. *Escort Service.* The volunteer helps the patient by escorting him to treatment and other areas in the hospital. This may involve walking with him or assisting him with his wheelchair or cart.

5. *Feeding.* Volunteers help patients primarily to feed themselves. This service is another means of providing patients prescribed companionship or friendship therapy.

6. *Receptionists.* The elderly volunteer with his appearance of maturity has proven to be outstanding as a ward receptionist. They have the time, patience, and experience to greet visitors and patients and to help them with their needs.

7. *Ward Nursing.* Nursing Service is a major utilizer of the assistance of volunteers. The volunteers serve as general non-technical assistants, performing many non-professional tasks of nurses thereby permitting the nurses to devote more time to their professional work.

8. *Group Activities.* Volunteers also actively participate in many social, entertainment, and educational activities sponsored and supported by their respective organizations. Small to large groups of patients participate, actively or passively, in such activities as ward parties, bingo, dances, live shows, sports, hobby clubs, picnics, off station events, etc., planned and conducted with the help of volunteers.

9. *Service in the Community.* Following the patient into the community following discharge from the hospital is considered a basic element in his total treatment as a whole man. Many of the older volunteers, picking up where hospitalization ends, helping the patient primarily with his social and economic needs, are giving readjustment and rehabilitation of patients another dimension beyond hospital walls. Volunteers are helping to locate suitable living quarters and secure employment for patients, providing escort service to church and other worthwhile activities, and visiting "shut ins." In so doing they are contributing significantly to the patients' rehabilitation in the community.

10. *Supportive Services.* Many of the older volunteers also serve patients indirectly through assignments which involve little or no contact with patients but to support their treatment and care. Some of these assignments include assistance in laboratories, statistical and technical work, Blood Program, and planning and conducting special events such as open houses and programs to which the public is invited.

The ever increasing need for volunteers in the VA has outpaced the supply. The increased need has been brought about in part by new advances and new and changing programs in patient care and treatment and a growing realization by staff that volunteers can make worthwhile contributions to their programs. In trying to meet the need for more volunteers, VA hospitals are facing increasing problems in the recruitment and retention of volunteers. The very success of the volunteer program in VA may well have contributed to our current problem. The increasing utilization of volunteers in other hospital systems has so taxed the available supply that VA, which pioneered in the planned and coordinated utilization of volunteers, now finds it difficult to secure enough volunteers for its own program. Recruitment of volunteers is done primarily by the voluntary organizations represented on the hospital VAVS Advisory Committee from their members.

Another major problem in the recruitment and retention of volunteers is transportation. Although the problem of transportation for volunteers is receiving continuing attention by hospitals, with varying degrees of success in its alleviation, it has become acute for the elderly volunteer in recent years. Many of these volunteers have served in the program for years and are now facing common problems that accompany advancing age such as regressing health, loss of stamina and energy, and the lack of confidence to drive, especially in heavy traffic and at night. Commercial transportation in many instances is inadequate for these volunteers, especially when it requires long walks to bus stops and across town transfers. Increased costs of living and commercial transportation on fixed incomes has also added to the transportation problem for the older volunteer.

Special arrangements with transportation companies for special rates for volunteers and revision of routes and shcedules, provision of some parking spaces for volunteers, organized car pools including transportation in cars of employees who drive to work, and limited use of appropriated funds if and when available are some of the ways and means by which the transportation problem of volunteers is being alleviated at hospitals. Renewed efforts will have to be made because the hospitals cannot afford to lose the services of the dedicated older volunteers with their wealth of experience and know-how.

In the VA medical program the volunteer is carefully selected and placed on an assignment that, to the extent possible, is in line with his interests and capabilities. He is oriented to the total program, receives on-the-job instruction and training, staff supervision, and recognition for his service. The volunteer's service is supplementary to that of staff and he receives no pay for his assistance. His service is a labor of love and dedication to a cause. In the VA the volunteer is recognized as a full fledged member of the hospital team and his services are considered to be indispensable in the care and treatment of veteran patients.

The volunteer gives a great deal to the care and treatment of patients. He also gains. The older person who has suffered an abrupt change from produc-

tivity to retirement faces decreased status in society and loss of certain rights that were inherent in his position. He faces the problem of maintaining status and a concept of self and filling the void caused by the loss of his occupation.

The White House Conference on Aging held in Washington, D.C., in 1961 helped the nation recognize that our aging citizens have a number of serious problems. The report of the Conference listed as one of the rights of the aging citizen, the right to be useful. It also listed as obligations of the aging person, to seek and develop potential avenues of service in the years after retirement and to make available the benefits of his experience and knowledge.

In this respect the VAVS program of citizen volunteer participation in the care and treatment of veteran patients provides the elderly citizen the opportunity to be useful and to use his skills and talents in service to his fellowman. Elderly volunteers in this program are identified with a worthy cause and are performing needed and purposeful services which they are proud to talk about. They know they are needed and wanted.

Through proper placement, training, and supervision the elderly volunteers are making significant contributions of service to a cause that gives them a sense of achievement, prestige, stature, and recognition. These are needs common to all persons that are being fulfilled as volunteers with considerably less effort and mental strain than as employees in the competitive commercial and labor fields. These volunteers may no longer be useful in the commercial world but they are useful in the VAVS program and are maintaining meaning and purpose in their lives. Voluntary Service is helping them make their later years a period of continued growth and development.

Supplemental Statement of Mr. Parke

Participation of Retired and Older Volunteers in the Veterans' Administration Voluntary Service Program

Older volunteers participate in approximately 25 different Services in the medical program of the Veterans Administration. Assistance by these volunteers is primarily in direct service for patients. Volunteer assistance is also provided in supportive and administrative or leadership services. Brief descriptions of some of these services follow:

Companionship Therapy

The older volunteers have demonstrated they have the time, patience, and capacity to win the confidence of patients through personal relationships. Prescribed companionship or friendship therapy by older volunteers is getting remarkable results in motivating and stimulating patients to realize their potential for restoration and return to community living.

Personal Services

The older volunteer, with his understanding and patience, is providing valuable assistance to the patient by reading to and writing letters for him. In many instances, the older volunteer can converse with the patient in his native tongue. This often prompts the patient to share information with the volunteer that can be helpful to the doctor and nurse in the patient's treatment.

Rehabilitation

The older volunteer is especially helpful in assisting older patients to carry out medically prescribed rehabilitation programs. The older volunteer, relying on his background of experience, provides the necessary encouragement for patients to try and try again, regardless of early failures and time factors, until they successfully accomplish their prescribed goals.

Escort Service

The older volunteer helps the patient by escorting him to treatment and other areas in the hospital. This may involve walking with him or assisting him with his wheelchair or cart. The older volunteers are able to establish good rapport with patients since many are in the same age bracket.

PATIENT FEEDING

Older volunteers help patients to feed themselves. This service is particularly helpful with older patients with whom the older volunteers have interests in common.

RECEPTIONISTS

The older volunteers with their maturity, experience, and ability to meet people comfortably have proved to be outstanding as ward receptionists in greeting visitors and patients and in helping them with their inquiries.

GROUP ACTIVITIES

The older volunteers also actively participate in many social, entertainment and educational activities sponsored and supported by their respective organizations—particularly in the daytime when other members of their organizations are employed. Small to large groups of patients participate, actively or passively, in such activities as ward parties, bingo, dances, live shows, sports, hobby clubs, picnics, off station events, etc., planned and conducted with the help of volunteers.

SERVICE IN THE COMMUNITY

Following the patient into the community after his discharge from the hospital is considered a basic element in his total treatment as a whole man. Many of the older volunteers, picking up where hospitalization ends, helping the patient primarily with his social and economic needs, are giving readjustment and rehabilitation of patients another dimension beyond hospital walls. Volunteers are helping to locate suitable living quarters and secure employment for patients, providing escort service to church and other worthwhile activities, and visiting the "shut ins." In so doing they are contributing significantly to the patients' rehabilitation in the community. This important service is time consuming. The older volunteers generally have more time available than the younger volunteers.

SUPPORTIVE SERVICES

Many of the older volunteers also serve patients indirectly through assignments which involve little or no contact with patients but do support their treatment and care. Some of these assignments include assistance in laboratories, statistical and technical work, Blood Program, and planning and conducting special events such as open houses and programs to which the public is invited.

ADMINISTRATIVE SERVICES

Older volunteers also serve in executive or leadership roles as representatives of their respective organizations. In this capacity they serve on hospital volunteer advisory committees assisting in the planning for the local hospital VAVS program and in providing leadership to the organization's program of volunteer service to veteran-patients. This leadership largely entails the promotion of interest in the VAVS program and recruitment of volunteers from the membership to serve in it.

STATEMENT OF ABRAHAM NEZIN

Mr. NEZIN. Mr. Chairman, I appreciate the opportunity of being here. I am a volunteer worker in the escort service at the VA hospital in Washington. I will be, God willing, 77 years of age in a few more weeks. My wife is a volunteer worker with me in the hospital. She does occupational therapy work there. She sews all sorts of bandages and appliances that are very expensive, if purchased on the outside of the hospital from a surgical firm.

I do my work there. I work with the hospital at least three times a week, and I spend quite a lot of my time there. Just recently, I told Mr. Parke I ran into a patient there. He was not a patient at the time. I ran into a person in the hospital there who was lost. He had a lot of papers on him and he did not know where to go.

I stopped him and I asked him whether I could be of any assistance to him, and he said, "Please do." I examined his papers and he had about four or five different places that he was assigned to go, and he did not know his way around. As you know, a veteran's hospital is a very, very large place, and even I have, being there over 2 years, I have gotten lost on occasion there, too.

I took him to the different places that he was assigned to, and on the way, as we passed the canteen, he asked me whether I had a cigarette on me, and I told him that I don't smoke. I bought a pack of cigarettes for him. And before I parted, he shook my hand. He shook my hand very warmly and he said, "Mister, they treat you like a human being here. I appreciate everything you have done for me."

Now, this work I feel is very rewarding and very gratifying, and I am willing to continue doing this just as long as God gives me my strength. That is about all I can say.

Senator KENNEDY of Massachusets. That is very effective testimony, and we appreciate it.

Mr. PARKE. Senator, I think that illustrates the type of thing, just as Mr. Nezin has said, that our volunteers bring to the patients in our hospitals. If there are any questions, we will be glad to endeavor to answer them, sir.

Senator KENNEDY of Massachusetts. Could you tell us whether you see any problems that would be suggested by this kind of activity in nonveteran hospitals? If we were to do this in nonveteran hospitals, you take great numbers of volunteers and have them work in veterans' hospitals, couldn't this very same idea be applied to nonveteran hospitals just as well?

Mr. PARKE. Volunteers in nonveteran hospitals?

Senator KENNEDY of Massachusetts. Yes.

Mr. PARKE. Oh, yes, sir; and it is being applied.

Senator KENNEDY of Massachusetts. It is?

Mr. PARKE. Yes.

Senator KENNEDY of Massachusetts. And the same kind of comments—I mean, I know you are not prepared to comment as spokesman for those particular agencies, but I mean, based upon your own experience, knowledge and understanding of what can be done in veterans' hospitals, would you not agree that these same kinds of programs could be used just as well?

Mr. PARKE. Yes, very definitely; and from one point of view, Senator, I think that I can speak. That is, that they are giving us a great deal of competition, because they are having the same programs.

Senator KENNEDY of Massachusetts. Thank you very much for this very helpful testimony. I have found it very interesting and informative myself.

Mr. PARKE. Thank you, Senator.

Senator KENNEDY of Massachusetts. Our next witness is Mrs. Roberta Brown of the Interdepartmental Committee on Aging of the District of Columbia.

We are delighted to have your appearance, Mrs. Brown. I welcome you back. I remember your other testimony before another committee, and we appreciate your coming here. If you would like to, we will have your statement in its entirety placed in the record, and if you would like to summarize it, I think you might do that.

STATEMENT OF MRS. ROBERTA BROWN, EXECUTIVE DIRECTOR, INTERDEPARTMENTAL COMMITTEE ON AGING, DISTRICT OF COLUMBIA

Mrs. BROWN. Thank you very much. I am glad to have this opportunity, and I would like to express the regret of Miss Winifred Thompson, who is the Director of Public Welfare in the District of Columbia, and Chairman of the Interdepartmental Committee on Aging, who was unable to be here today. She is concerned with another aspect of this situation, and is attending a meeting to work out some details on the Medicaid title XIX program for the District of Columbia, which is still unresolved.

The testimony that has been submitted for the record makes some points which I will refer to only briefly.

(The prepared statement of Miss Thompson follows:)

PREPARED STATEMENT OF MISS WINIFRED G. THOMPSON, CHAIRMAN, DISTRICT OF COLUMBIA INTERDEPARTMENTAL COMMITTEE ON AGING; AND DIRECTOR OF PUBLIC WELFARE

Mr. Chairman, I appreciate this opportunity to address the committee and to make some observations about the dearth of employment opportunities, and the existing obstacles to performing of useful services by older persons in this city.

There are several points that I would like to make, and I shall try to provide specific documentation to support them. I believe they will show that the bill under consideration, S. 276, would directly attack these problems and would channel benefits into the community that would serve all age groups and would buoy up the lives and outlook not only of older persons but of the community as a whole.

First of all, let me point out that there is a strong volunteer tradition in this community among young and old and it is shared by the visiting diplomatic corps, as well as by permanent or long-time residents here. Thousands of high school youngsters, college students, housewives, businessmen, and hundreds of retired persons serve as volunteers for private charitable organizations, church and fraternal groups, and public agencies. In the Department of Public Welfare alone, there were 3,744 registered volunteers who gave a total of 70,821 hours of service from April 1966 through March 1967 to help families and individuals in need. Perhaps 20% of the volunteer workers were 60 years or over.

These volunteers are in economic circumstances which provide for their everyday needs and permit them to meet the costs of carfare, lunches, and other out-of-pocket expenses which their volunteer schedules incur. Unfortunately, there are many older persons living on reduced incomes, who would like to be usefully occupied, but cannot stretch their limited budgets to cover such costs. We know, for example, that the average monthly social security payment to retirees over 62 is about $77.30 and some individuals are receiving as little as $35.20 here in the District of Columbia. The national average of payments, incidentally is $83.90, according to the local social security office.

Limitation on income for a large number of elderly persons is a matter of far more urgent personal concern than the fact that it prevents them from obtaining the psychological satisfactions attendent upon useful service. It is a matter of adequate personal sustenance. There are many who reject any suggestion that they might seek public assistance and persist in a job search that is as pathetic as it is futile.

A 95-year-old man only a few weeks ago presented himself on an afternoon when the temperature was in the 90's at the office of the U.S. Employment Service for the District of Columbia. He had been employed as a janitor and caretaker, living in the building occupied by the company which employed him until it re-located in another area. He had been referred to two job openings but had been turned down because of his age. After three months of futile efforts to find work, he reluctantly applied for public assistance to augment his $41.00 per month social security check. He would go to work tomorrow if he could find a job.

Another individual, who is the widow of a professional man and herself has had substantial professional responsibilities in Federal and State government, is 73 years old. Neither she nor her husband worked in jobs covered by social security, and because her work life was interrupted by a long period of devotion to household responsibilities, she has no pension. After a number of years as a widow, she exhausted her husband's estate. She has been an active volunteer in professional and fraternal organizations, but now is in need of employment to obtain financial support. This woman appears more youthful than her years, and has the ability to assume administrative responsibilities.

Mr. Chairman, I would like to mention some other individuals who could benefit and contribute to the kind of program which the bill under consideration would make possible. But, I would like to digress for a moment to mention a deficiency which works to the detriment of women with superior capacities and experience such as the one I just mentioned.

You, perhaps, are familiar with the 40-Plus organization which operates in a number of major cities to help men who are professionals and executives and who have been involuntarily retired or are seeking positions. Many firms, here and elsewhere, are unwilling to employ new employees over 40 years old (and this includes a prominent Washington newspaper). The 40-Plus club is a nonprofit group which has been successful in placing many highly qualified men. But there is no comparable service for women even though they considerably outnumber men in the upper decades of life.

There appears to be, furthermore, a greater prejudice against all older women workers than against older men workers which may have some bearing on the fact that the very poorest of the elderly poor are older women who live alone or with unrelated persons in dwellings such as rooming houses. In the District of Columbia, the burden of poverty falls most heavily upon Negro women in this category, a good many of whom worked as domestics, caring for the homes and the children of the more affluent white community, and were not covered by social security protection. Almost 84 percent of this group, according to the 1960 census, had incomes below the level of $1,999 per year, which is the census dividing line closest to the OEO poverty cut-off level for single persons, set at $1,800. A great many of these individuals, whose health is not seriously restricted, would welcome the chance to work part time or full time.

The Department of Public Welfare makes old age assistance payments to about 2,259 persons found qualified for that program. Our social workers report that a good many of them ask if there isn't some way they might find work.

Among them are:

A man in his 70's who was a carpenter;

A woman in her late 60's who was a stenographer in government service and would like to do some kind of telephone work;

Another woman 85, who worked until last year doing embroidery (her vision has failed somewhat, she could do other kinds of hand work, such as stuffing envelopes or colating);

Another woman in her 70's used to do day work and is still able to get around and could take a child to the library, for example;

A man in his 80's is so anxious to find work that he is constantly searching and has placed an ad in the newspaper, without success;

Another woman is the widow of a lawyer and is herself well educated. She is in her 70's, but could meet the public with ease as a receptionist;

A woman in her 80's who has worked in the government also would like to work, as would a healthy gentleman in his 60's who has a good appearance but has worked only in unskilled jobs.

Mr. Chairman, these are actual cases reported by one of our workers from one case load. I am sure that if S. 276 is enacted and a program is instituted to employ older persons it will be a very simple matter to make the program known to all recipients and that many will wish to take advantage of it.

My office has a good number of inquiries about employment from older persons in the community, who are not receiving public assistance. Calls of this nature are received by the Office of Services to Aged which is responsible for overall planning and coordination for programs for the aged in the District. These are frequently referred to the U.S. Employment Service for the District of Columbia which, incidentally, is about to launch a special job-finding and placement service for older workers. Referrals are also made to the Over 60 Counseling and Employment Service of Montgomery County. This is a nonprofit agency which has agreed to serve residents of the District of Columbia.

However the general experience has been that except for casual jobs, such as babysitting or cutting grass, which do not offer sustained employment nor sustained income, there are very few jobs to be found for older persons.

In fiscal 1967, the U.S. Employment Service for the District of Columbia has reported that 885 new applications for employment were received by persons 65 and over. There were 502 placements made during that period, but this figure would include placement of any individuals carried over on active status from the previous year.

The active file count made annually in May, showed 765 persons 65 and over registered with the uses as looking for work, in May of this year.

It is widely assumed that that figure is like the part of the iceberg visible above the waterlevel, because many older persons who register as as jobseekers become discouraged after repeated turndowns and allow their files to become inactive.

Evidence that there is a considerable number of elderly persons who would wish to enroll in a community service program is further substantiated by our local experience with the very successful Medicare Alert Program, and current inquiries about Project Find which is being inaugurated by the United Planning Organization here.

The latter project will employ about 32 older persons from 5 to 10 months to seek out elderly poor persons who need various services and help from the community. It will serve to focus attention in the neighborhood center programs upon the elderly who have been too long overlooked or given scant attention in the antipoverty program.

While Project Find may be expected to serve a meritorious purpose, it can be no more than a token effort because of its limited nature and the fact that funding has been provided for no more than a handful of projects of its kind throughout the country.

The proposed legislation would make it possible to tap the wealth of experience of the whole aged population in the community and would apply it to the needs of young and old and individuals and families without arbitrary restrictions related to income.

Mr. Chairman, it has been my purpose to present evidence that there are many older persons willing and anxious to work both for the satisfaction of rendering useful service and because of serious deficiency in income. Also, I have attempted to show that the dearth of employment opportunities is real and evident.

I would like to suggest, further, that this situation is of serious consequence to our communities and is a little understood symptom of the general malaise of our urban life.

The reasons why there are so few job openings available to older persons are complex and have been the subject of studies and reports that are well known to the committee, I am sure. Urbanization and resort to an almost totally cash economy are major factors.

As individuals move from childhood through adolescence, adulthood and latter life, they learn from observing the behavior of others who are their seniors what is expected of them in their own behavior as they advance in years. We may expect that unless useful and respected roles can be found for those who are elderly now, the prospect of retirement will become increasingly threatening and repugnant. Our youth, who are being asked to devote their first 25 years to study and military service, may expect to spend the next 25, working and raising families, and soon thereafter, on the basis of observation, to be cast aside for an equal number of years, as unwanted and un-needed in the mainstream of American life. The question might be asked whether this prospect does not have some bearing on the inclination of some to "drop out" and renounce the whole system.

With the availability of the Older Americans Community Service program it will be possible for a broad variety of community agencies to identify socially useful roles which could be filled competently by older persons. Their functions, particularly if they involved one-to-one relationships could go a long way toward restoring the intimacy which our increasingly impersonal society has lost.

Experimental efforts already reported could suggest some ways in which this could be accomplished and imagination and dedication could spur the necessary innovations to produce other ways.

For example, in New York City an "Eye Witness to History" program introduced older residents into the elementary and secondary schools where they

told about their own personal experiences and feelings during some of the momentous historical events recorded in the history texts. This, for some students, can provide the ingredient necessary to turn a dusty textbook into reality.

In some communities older persons have been recruited to give instruction in handicrafts for neighborhood groups, to give musical instruction or to visit shut-ins as friendly visitors.

In our own community, a preliminary check with some of our nonprofit agencies showed a ready interest in utilizing older persons through the proposed community service program. Responses suggested need for assistance in homemaker programs, recreation and informal education. For children and adults, referral services, follow-up and reaching out service in employment counseling, food service and nutrition programs, assistance to neighborhood credit unions, and aid to inexperienced mothers in home management and child care.

I am sure that this list could be expanded extensively. A community which is increasingly becoming aware that its future must be built upon the contributions of all its citizens during the critical period of transition which is presently transpiring, will grasp eagerly the helping hands of its elderly citizens.

Mrs. BROWN. I think that the testimony in the past few days—I have had a chance to hear some part of it, clearly documents the existence of a large number of elderly people in our country who are not only anxious and willing to provide services, but highly competent to provide many varied services which are greatly needed in our community.

I would like to call attention to the small section in the testimony that Miss Thompson has prepared, suggesting what the proposed program could mean in terms of continual relationships of one generation to another.

I think that we have a tendency to sort of segment-off the elderly and think about what their needs are, and what they can contribute in a very materialistc and direct way. But, it seems to me that the example that the elderly perform in role playing for younger people who are coming along, and learning what their roles are to be in their later life, is less obvious, and perhaps is a much more significant aspect which should receive our attention.

It is only this group that has been born in 1900, or earlier that has had the experience in the long history of mankind of any sizable numbers going on and continuing to survive through the later decades of life. There is a whole group of peers there, and the young people today who observe this group are going to have to pattern how they will behave in future years, on what they see around them now, and the attention that the community gives to this group, the way in which it receives their services and makes adaptations that are necessary to continue their lives in a satisfactory way.

There have been some statements given, by some of the people who gave testimony here, regarding the distinct character of volunteer service as we know it now, and I think this is a thing that certainly shouldn't passed over lightly. The kind of volunteering that we are familiar with, which does not involve compensation at all, is a very important contribution to this pluralistic society of ours, and adds to its richness. It seems to me however, that S. 276 would not in any way impede that kind of volunteer service, but would extend a similar benefit of experience to a whole group of people for whom it is out of reach now, simply because they cannot afford the out-of-pocket ex-

penses, and they cannot find the transportation. They cannot participate because they have been cut off as consumers in what is essentially a consumer society.

If this particular bill makes it possible to bring in a large group of people with very minimal incomes, to have the same kind of experiences as others who can reach in their pockets to pay for this opportunity, it will have gone a long way to equalize the benefits that do go only to those who can pay today.

I think I would only be redundant if I attempted to say anything further. This whole area has been pretty well covered. I suspect that if a note of levity might be tolerated, you, Senator Kennedy, might be in the position of the little girl who went to the library to take a book out to read and the librarian suggested a particular book. A few days later, the little girl came back, returned the book and said, "I have brought the book back, Miss Jones."

Miss Jones said, "Well, how did you like the book about penguins?" and the little girl replied, "Well, it is a very nice book, Miss Jones, but it is really more than I wanted to know about penguins."

I would hate to have this experience with committee members who must give their attention to so many varied concerns. I certainly would welcome the chance to answer any questions, and I would like to pay my respects to the high quality of testimony that has been already received by the committee from many very authoritative persons.

Senator KENNEDY. I want to thank you very much. I think that we have all been impressed by the part of your testimony which reflects what those in responsible positions in the District can really do with seniors, and I think this is really helpful and concrete examples. I think it strengthens our record on this.

It points out to those who are always asking what can really usefully be done, I think you have demonstrated this, pointing out areas where they can be and are utilized. I think you have been very, very effective.

I would just ask one question, and that is, whether you have any comments on the questions of the reorganization that has taken place in the Department of Health, Education, and Welfare. Are there any comments that you would like to make in regard to that?

Mrs. BROWN. I believe that the reorganization has taken place so recently that many of us are still unaware of what its implications may be. I think there is a great potential, however, for moving in the direction that it seems to me is likely to broaden out in the future. Essentially, the reorganization separates services from financial support programs, and it does this throughout the programs for which HEW is responsible.

I believe, myself, that this is the emphasis that will probably bring greater benefits to many, many more people. For example, the Department of Public Welfare, which has responsibilities for public assistance receipients, can now under the authorizing legislation in many places, only serve those people who prove to be eligible on the basis of limited income. Those who are ineligible for financial support are ineligible to receive services.

If a program of establishing standards for those older people who are clients of Public Welfare is made a responsibility of the Admin-

istration on Aging, it seems to me only another step or two until the day when services will be the prime focus of attention of the State agencies and the local agencies, and the financial support programs will be sufficiently separated from them so that you could go, no matter what your income was, if it was $10 above the minimum, or $25 above the minimum, you could go and say, "I need help," and the State or local agency would be in a position, having already developed an emphasis on these services, to help you.

I have the experience, myself, every week, of having phone calls from people in the community who really need help. They may need help in facing a housing crisis, and if they are clearly ineligible for Public Welfare financial support, then we are not authorized to extend services to them.

I am able frequently to refer them to other voluntary agencies in the community who can, and will, help them, but this is a limitation on the kind of service that a State-wide or a local agency can provide. and I see the reorganization separating financial support programs from the service programs and perhaps helping very much to strengthen the potential of service.

Senator KENNEDY of Massachusetts. If you have a chance to read Mary Switzer's testimony, if you have any additional comments, we would like to have them.

Mrs. BROWN. Thank you very much. Senator Kennedy, if I am not imposing on you, I would like to say that it seems to me that the specific bill here that is under consideration would be most valuable to the States, from my point of vantage, if it could be administered by whatever State agency is currently handling the title III program in the State. I think those agencies have a mechanism already there to utilize this kind of program, and I would hate to see the community service program submerged into another agency, where a whole new system of techniques would have to be established.

Senator KENNEDY of Massachusetts. Thank you.

Our final witnesses scheduled today are from the National Council of Jewish Women. I would like to commend the National Council in its effort to establish the pilot project of senior citizens throughout the country. I think that these projects really demonstrate the reservoir of talent and skills.

The retirement from gainful employment is not necessarily the retirement from life, so I want to thank you, Mrs. Weiser, for helping to prove this point. I want to welcome you here.

STATEMENT OF MRS. FRED WEISER, IRVINGTON, N.J., BOARD MEMBER, NEWARK SENIOR SERVICE CORPS CENTER, NATIONAL COUNCIL OF JEWISH WOMEN

Mrs. WEISER. Thank you for your comment on the National Council of Jewish Women's Senior Service Corps. This testimony was to have been presented, Mr. Chairman, by Mrs. William Cooper, but due to the change in the hearing date, she was unable to be here, and I am here in her stead.

I am Mrs. Fred Weiser, assistant treasurer of the National Council of Jewish Women, and one of the organizers and presently a member

of the Steering Committee of the Senior Service Corps of Essex County, N.J., which is sponsored by the Essex County section of the National Council of Jewish Women and the Council of Social Agencies of Newark.

We appreciate the opportunity to present testimony in support of S. 276, the National Community Service Corps Act of 1967. Our work with older people and our experience with our most recent program—the Senior Service Corps—lead us to believe that this proposal can have an important impact on the lives of senior citizens.

We wish to commend the sponsors of this bill and the Special Subcommittee on Aging for advancing public understanding of the needs of the elderly and proposing legislation to solve some of their most pressing problems.

Our experience with the National Council of Jewish Women's Senior Service Corps convinces us that this bill can be as important to the mental and emotional health of the elderly as Medicare is to their physical health. It is a major breakthrough in the concept of the role of the elderly in our society.

It will, we hope, alleviate one of the tragic afflictions of old age, the sense of having outlived one's usefulness, of being unneeded by anyone and of living meaninglessly in a vacuum. This affliction has led to the deterioration of increasing numbers among our citizenry and poses new and acute problems for the community, and may I say, not the least of those is the possibility that more and more older people may require institutionalization, unless we can decelerate, if not reverse, some of these processes, and it has been my limited experience that there aren't enough tax dollars or philanthropic dollars to build or maintain institutions that will properly care for the increasing number of older people, and I think that this bill with its potential, could help in decelerating this kind of deterioration.

The bill will give older people a place in society in which they can find social usefulness, personal dignity and function as vital human beings.

The proposed legislation also offers major benefits to society as a whole. It will promote the utilization of human resources at a time when there is a critical shortage of professional manpower in the country and a growing need for volunteer services. In addition to the traditional services required by institutions, health and welfare agencies and community organizations, the war on poverty requires literally an army of volunteers to meet the newly identified needs of economically and culturally deprived groups in our population. The skills and knowledge acquired over a lifetime of experience can once more be put to the use of communities desperately in need of them. At the same time, the bill enables older people to supplement inadequate fixed incomes which, in itself, represents a critical social problem.

Throughout its history, the National Council of Jewish Women pioneered in programs designed to get at the root of problems which afflict the older adult. In 1946, it initiated the golden age clubs, to prove that loneliness among the aged and retired is an unnecessary evil. As other needs became apparent through our local and national studies, we added direct services, such as "meals on wheels," special employment projects, friendly visiting, and educational program.

During the past decade we have consistently educated communities on the needs of the elderly and supported Federal legislation which would meet them. We take special pride in the role we played in the struggle for medical assistance to the aging under social security.

In recent years, a different kind of need became apparent. Compulsory early retirement created a new type of senior citizen; the vital elderly person who has a need to give, rather than receive. It became our task to give a kind of outlet for which no provision had yet been made in an organized way. To this end, we undertook the Council Senior Service Corps experiment. In previous testimony, we indicated that the Senior Service Corps is a national program which mobilizes senior citizens for volunteer services in their local communities.

Although there were pilots in operation—a Senior Service Corps in Brooklyn initiated in 1960, and Helpmate in Philadelphia in 1961, the pilot program was launched in 1963.

The pilot projects, 13 communities in the United States, have demonstrated, beyond any doubt, that:

1. Older people can and will make significant contributions to their communities for mutual benefit.

2. Meaningful jobs can be found for the older volunteer—from the unskilled to the professionally qualified.

3. Volunteer service promotes respect for older citizens, particularly on the part of younger people. The senior volunteers are seen as active people doing essential community work.

I would like to comment here that within increasing numbers of young people in our society questioning our values today, it would seem to me essential that we do everything possible to promote the image of the older person. The previous testimony emphasized its point, too, and I think that it is essential and part of the bill which has not been remarked about particularly by other persons who have testified.

Our limited pilot experiments have demonstrated that the Senior Service Corps concept is a workable one and that its benefits are manifold. This morning Mr. John Sweeney, the Executive Secretary of the Massachusetts Commission on Aging referred to the Worcester Senior Service Corps, and the fact that his Commission had offered them a grant. This is one of the many service corps that we now have a report from, and if I may just comment on it briefly, the report dated May 1, 1967, said in part:

> Although the Senior Service Corps project has not attracted hundreds of volunteers, there has been a steady growth over the four-year period. More significant, however, is the interest and loyalty which the volunteers feel for the "Corps" and for volunteer work. If the purpose of the program is to keep older people active in community life and to provide an avenue for personal growth and fulfillment, then the program is a success.

That the program is beneficial to the community is indicated in the following quote from a letter of the director of the Worcester County Center for the Blind, dated January 26, 1967:

> Here at the Center for the Blind we have the highest regard for the splendid work your Senior Service Corps is doing in the community and for our clients in particular. Their cooperation is excellent. In assigned duties on a regular basis we find them to be dedicated workers and very effective in their assistance to blind persons. We use their help regularly because they serve conscientiously both in service to our clients and in clerical work.

Probably contrary to popular belief, we feel maturity promotes a sense of responsibility and provides great judgment and a better understanding of people's problems. Also, older people have a sense of "needing to be needed" and have more time available to serve.

With the very sick and disabled clients your volunteers are especially helpful. They tend to show more understanding. The retired teachers you have made available are excellent tutors and readers for students and professional people. The older volunteer has more patience and are careful and considerate in handling and driving our clients to appointments. The screening, training and supervision given by our respective agencies also contributes more to the effectiveness of this program.

Working with the Age Center's volunteers has been most rewarding and we look forward to a continuing association and expanded program for the future.

Because this program has been a success, we hope that the bill will provide some means for encouraging voluntary services, as well as paid employment. As a volunteer organization, council believes that democracy requires the active voluntary participation of the citizenry, regardless of age. We also believe that older people should have the opportunity to volunteer their services if they are in a position to do so. The exclusion of such an opportunity automatically classified all our older citizens as needy, or to put it differently, assumes that only the needy person suffers from social isolation and discrimination because of age.

Further, our experience indicates that not all retired persons are seeking gainful employment. Many of them are not prepared to put in even 20 hours a week and require flexibility in the amount of time they are willing and able to contribute to an assignment. But they do want to do something useful. Dr. Paul Haun in the "Challenge of Work and Leisure" says:

I am personally convinced that in recent decades we have placed unwarranted emphasis on monetary rewards. Even today there are clear indications of the power of alternative incentives . . . Service to others and a sober idealism which finds deep personal satisfaction in the advancement of a cause continue as the driving forces . . .

We urge the subcommittee not to regard this legislation solely as an employment program for the older workers. During last year's hearings, the Secretary of Labor questioned the need for this legislation because it did not "encompass enough of either the problem or the prospect of meaningful employment of older workers."

Since the pending legislation is an amendment to the Older Americans Act, it should reflect the purposes of the original act. The Older Americans Act was passed by Congress for the purpose of meeting all the needs of all older Americans and not only the needs of the older worker.

In fact, there is a category of retiree who, I do not believe, has been mentioned today, nor do I believe in the testimony given yesterday. There is the retired housewife and the mother who has not actually been in the employment market at all, or at least for many years.

She, too, suffers the same kinds of isolation and lack of purpose because her children have grown, left her home; her housewifely duties are limited to much fewer hours in the day and these, too, are being served by the Senior Service Corps.

It is therefore appropriate for Congress to consider a proposal which will provide aid to those who wish to fulfill themselves through meaningful voluntary community service.

It might be asked, "Why does a voluntary service program need Federal funds?" The initial findings of our pilot projects are only a first step. This is one of the special functions that a voluntary organization is best able to perform—it can take the pioneering steps, make the first mistakes; and find out what to do and what not to do. However, to be of national scope, and to have impact in it throughout the country, it is essential that funds be provided for staff, for local administration and promotion, for resources of trained professional personnel to work with older adults and the agencies they serve.

We have also abundant documentation that even in a voluntary service program, transportation and out-of-pocket expense must be available to some of the volunteers. The need for additional funds is clearly emphasized in the following quote from the evaluation committee report of our Senior Service Corps in Essex County, N.J., dated April 1967—the Senior Service Corps in Essex County, of which I am a member of the steering committee says:

In the opinion of the Evaluation Committee the achievements of the Senior Service Corps would have increased significantly had there been:

1. Continuity of professional leadership
2. Additional professional staff time
3. Clerical staff.

We strongly support the National Senior Community Service Corps of 1967, because it is one desirable alternative to idleness after retirement. The passage of this act can be the first step in creating a new way of life in the later years. We believe that life is meaningful to the extent that each of us has his place among his fellowmen. Ultimately, we believe it is the sacred duty of a society to make it possible for each of us to live fully all our days.

In order to enable older people to break away from a world of hopelessness and human waste, we strongly urge the committee to issue a favorable report on the National Senior Community Service Corps Act of 1967, S. 276, with a provision for the support of Voluntary Service Corps. The recognition by the lawmakers of this land of the social usefulness of our Nation's elderly will be a source of pride for every older person.

Senator KENNEDY of Massachusetts. I understand that your work here has been principally on a pilot basis; is that correct?

Mrs. WEISER. The National Council of Jewish Women established 13 pilots in communities that vary in size throughout the country, and we have the experience of these pilots to substantiate what I have been saying.

Senator KENNEDY of Massachusetts. Will you be able to keep going on these pilot projects, do you believe?

Mrs. WEISER. If you are asking about funding——

Senator KENNEDY of Massachusetts. Yes.

Mrs. WEISER. It is not within the financial ability of the various Council sections to promote the Senior Service Corps without additional funds. The need for professional staff is obvious. I have had almost 3 years' experience in our Senior Service Corps in Essex County, N.J., Newark, and the Greater Newark area, and the need for professional staff, particularly in interviewing and placement in recruitment, is essential, we believe, to the success of the Senior Service Corps, and it would require more funding that we have capacity for.

On the other hand, I do believe that it is a national responsibility. The importance of offering older people this kind of opportunity and the potential for our country as a whole is so great that I see it as a national responsibility, both to assist voluntary and volunteer services, as well as paid employment.

Mr. ORIOL. Mrs. Weiser, I wonder if we might ask for just a few details on the operations of your particular service corps, Senior Service Corps?

Mrs. WEISER. Yes, of course.

Mr. ORIOL. About how many institutions or facilities are served by you, and what sort of work do the volunteers do?

Mrs. WEISER. Well, I will answer the first one. At the present time, we have supplied volunteers for 35, both private and public health and welfare agencies. There is a wide range of job, voluntary job, opportunities, and perhaps I can illustrate the range by giving you two extremes of service.

We have women who work as volunteers in children's services, where they perform simple tasks, like serving milk and cookies, in nursery school for retarded.

Mr. ORIOL. Would you give the age range of the volunteers?

Mrs. WEISER. Yes. The youngest is 60, because that is the bottom limit, and the oldest one I know of, and age sometimes isn't always accurate, is about 84, and I would say that the average is in the seventies, and the gentleman who is the oldest is a retired architect and contractor. He offers skilled services.

For example, he gave consultation to a church group in the core center city in Newark who needed to rebuild their church, and offered his services, and worked with them until they were able to take care of the reconstruction. He is presently offering consultative services to the day center for older people, also in the center core city of Newark, which is doing some reconstruction in order to be able to enlarge their facility.

This gentleman is 84, and I would also like to use him as an example of the fact that not all of our older citizens need, nor wish, to be paid on an hourly basis. I have some question about whether this gentleman would accept $1.50 an hour for his services. Obviously, their value is greater than this.

Mr. ORIOL. I believe you know that the National Council of Jewish Women has been very helpful in the course of this legislation, ever since it was first an idea, and we were very concerned with the point made very forcefully by the council at the beginning that this program should in no way endanger volunteer activities, but should instead encourage the development of them. I get a very clear indication from you that this program, under S. 276, if established, is coming along at a very welcome time for your corps.

Mr. WEISER. It is, indeed, if the legislation includes in clear and unmistakable language, a provision in support of voluntary services for only out-of-pocket expenses, but not part of paid employment. I was encouraged to hear Secretary Wirtz make this distinction, and we believe that it is essential that the distinction be made, and that it is understood that the legislation would provide support and promotion of volunteer services where the only reimbursement will be for out-of-pocket expenses, so that there isn't a confusion.

I must say that I don't agree with some of the previous witnesses. I think there could be a confusion, and there is a difference in our view between paid employment, at whatever rate, and the rate can become a problem when you see the range of job opportunities in volunteering, because after all, what rate do you pay an elderly lady who operates a machine that provides Braille books to the public schools, and one of our Senior Service Corps women does this. What rate do you pay her as opposed to the rate that you might pay the gentleman who has offered his services as a consultant architect and contractor?

I think there are great difficulties in this, and I would like to see a clear separation of the two kinds of services. And may I make another comment about on-the-job training.

Secretary Wirtz also referred to this. The technical on-the-job training for paid employment is one thing. However, our experience in Essex County, and in some of the other National Council of Jewish Women Senior Service Corps has been similar, is that some of our volunteers, after they have been out of the main stream and out of gainful employment for a number of years, are uncomfortable about applying for a job.

The volunteer experience is giving them both the comfort, the ability to see themselves, to see their self worth, and to understand that they can operate in the competitive field of gainful employment, and several of them have gone back into work, and where the on-the-job training of the volunteer experience has been their training.

I think that there is much that can be done with this, if we understand and separate out the differences between the technical occupational training for employment and the kind of informal training and experience that one gets as a volunteer, that can move the person into gainful employment.

Mr. ORIOL. Mrs. Weiser, Senator Williams has informed me that he had hoped to be here to speak to you and perhaps get a little more information about your work, but on behalf of Senator Kennedy and Senator Williams, and other members of the subcommittee, I would like to thank you for your representing the National Council so well here today. We do have a soft spot in our hearts for the Council, and they have given us wonderful guidance every inch of the way.

Mrs. WEISER. Thank you, and may I say that that information is always available to the Senators.

Mr. ORIOL. At this point we will insert in the record the prepared statement of Mrs. William Cooper.

PREPARED STATEMENT OF MRS. WILLIAM COOPER, NATIONAL COUNCIL OF JEWISH WOMEN, INC.

I am Mrs. William Cooper, member of the Program Development Committee and former Chairman of the Community Services Committee. The National Council of Jewish Women, an organization established in 1893, with a membership of over 100,000 members in all parts of the United States, has had concern for older adults since its inception. We appreciate the opportunity to present testimony in support of S. 276, the National Community Service Corps Act of 1967. Our work with older people and our experience with our most recent program—the Senior Service Corps—lead us to believe that this proposal can have an important impact on the lives of senior citizens.

We wish to commend the sponsors of this bill and the Special Subcommittee on Aging for advancing public understanding of the needs of the elderly and proposing legislation to solve some of their most pressing problems.

Our experience with the National Council of Jewish Women's Senior Service Corps convinces us that this bill can be as important to the mental and emotional health of the elderly as Medicare is to their physical health. It is a major breakthrough in the concept of the role of the elderly in our society. It will alleviate one of the tragic afflictions of old age the sense of having outlived one's usefullness, of being unneeded by any one and of living meaninglessly in a vacuum. This affliction has led to the deterioration of increasing numbers among our citizenry and poses new and acute problems to the community. The bill will give older people a place in society in which they can find social usefulness, personal dignity and function as vital human beings.

The proposed legislation also offers major benefits to society as a whole. It will promote the utilization of human resources at a time when there is a critical shortage of professional manpower in the country and a growing need for volunteer services. In addition to the traditional services required by institutions, health and welfare agencies and community organizations, the war on poverty requires literally an army of volunteers to meet the newly identified needs of economically and culturally deprived groups in our population. The skills and knowledge acquired over a lifetime of experience can once more be put to the use of communities desperately in need of them. At the same time, the bill enables older people to supplement inadequate fixed incomes which, in itself, represents a critical social problem.

Throughout its history, the National Council of Jewish Women pioneered in programs designed to get at the root of problems which afflict the older adult. In 1946, it initiated the golden age clubs, to prove that loneliness among the aged and retired, is an unnecessary evil. As other needs became apparent through our local and national studies, we added direct services, such as "meals on wheels", special employment projects, friendly visiting and educational programs. During the past decade we have consistently educated communities on the needs of the elderly and supported federal legislation which would meet them. We take special pride in the role we played in the struggle for medical assistance to the aging under Social Security.

In recent years a different kind of need became apparent. Compulsory early retirement created a new type of senior citizen; the vital elderly person who has a need to give, rather than receive. It became our task to give a kind of outlet for which no provision had yet been made in an organized way. To this end we undertook the Council Senior Service Corps experiment. In previous testimony we indicated that the Senior Service Corps is a national program which mobilizes senior citizens for volunteer services in their local communities. Although there were pilots in operation—a Senior Service Corps in Brooklyn initiated in 1960, and Helpmate in Philadelphia in 1961, the pilot program was launched in 1963.

The pilot projects have demonstrated, beyond any doubt, that:

1. older people can and will make significant contributions to their communities for mutual benefit.
2. meaningful jobs can be found for the older volunteer—from the unskilled to the professionally qualified.
3. volunteer service promotes respect for older citizens, particularly on the part of younger people. The senior volunteers are seen as active people doing essential community work.

Our limited pilot experiments have demonstrated that the Senior Service Corps concept is a workable one and that its benefits are manifold. I should like to quote from the Annual Report of the Senior Service Corps Project sponsored by the Worcester, Mass. Section of the National Council of Jewish Women, dated May 1, 1967. The report said in part:

"Although the Senior Service Corps project has not attracted hundreds of volunteers, there has been a steady growth over the four year period. More significant, however, is the interest and loyalty which the volunteers feel for the "Corps" and for volunteer work. If the purpose of the program is to keep older people active in community life and to provide an avenue for personal growth and fulfillment, then the program is a success."

That the program is beneficial to the community is indicated in the following quote from a letter of the Director of the Worcester County Center for the Blind, dated January 26, 1967:

"Here at the Center for the Blind we have the highest regard for the splendid work your Senior Service Corps is doing in the community and for our clients in particular. Their cooperation is excellent. In assigned duties on a regular basis we find them to be dedicated workers and very effective in their assistance to blind persons. We use their help regularly because they serve conscientiously both in service to our clients and in clerical work."

"Probably contrary to popular belief, we feel maturity promotes a sense of responsibility and provides great judgment and a better understanding of people's problems. Also, older people have a sense of 'needing to be needed' and have more time available to serve."

"With the very sick and disabled clients your volunteers are especially helpful. They tend to show more understanding. The retired teachers you have made available are excellent tutors and readers for students and professional people. The older volunteer has more patience and are careful and considerate in handling and driving our clients to appointments. The screening, training and supervision given by our respective agencies also contributes more to the effectiveness of this program.

"Working with the Age Center's volunteers has been most rewarding and we look forward to a continuing association and expanded program for the future."

Because this program has been meaningful, we hope that the bill will provide some means for encouraging voluntary services, as well as paid employment. As a volunteer organization, Council believes that democracy requires the active voluntary participation of the citizenry, regardless of age. We also believe that older people should have the opportunity to volunteer their services if they are in a position to do so. The exclusion of such an opportunity automatically classifies all our older citizens as needy.

Further, our experience indicates that not all retired persons are seeking gainful employment. Many of them are not prepared to put in even 20 hours a week and require flexibility in the amount of time they are willing and able to contribute to an assignment. But they do want to do something useful. Dr. Paul Haun in the "Challenge of Work and Leisure" says, "I am personally convinced that in recent decades we have placed unwarranted emphasis on monetary rewards. Even today there are clear indications of the power of alternative incentives . . . Service to others and a sober idealism which finds deep personal satisfaction in the advancement of a cause continue as the driving forces. . . ."

We urge the Committee not to regard this legislation solely as an employment program for the older workers. During last year's hearings the Secretary of Labor questioned the need for this legislation because it did not "encompass enough of either the problem for the prospect of meaningful employment of older workers". Since the pending legislation is an amendment to the Older Americans Act it should reflect the purposes of the original Act. The Older Americans Act was passed by Congress for the purpose of meeting all the needs of all older Americans and not only the needs of the older worker. It is, therefore, appropriate for Congress to consider a proposal which will provide aid to those who wish to fulfill themselves through meaningful voluntary community service.

It might be asked, why does a voluntary service program need Federal funds? The initial findings of our pilot projects are only a first step. This is one of the special functions that a voluntary organization is best able to perform—it can take the pioneering steps, make the first mistakes; and find out what to do and what not to do. However, to be of national scope, our pilot project must be expanded and multiplied within their communities and throughout the country on a scale beyond the financial scope of our organization. The operation of this program, limited as it has been, has required National Staff and guidance; cost of local administration and promotion; and equally indispensable, the resources of local trained professional personnel to work with the older adults and the agencies they serve. We have also abundant documentation that even in a voluntary service program, transportation and out-of-pocket expense must be available to some of the volunteers. The need for additional funds is clearly emphasized in the following quote from the Evaluation Committee report of our Senior Service Corps in Essex County, N.J. (April 1967):

"In the opinion of the Evaluation Committee the achievements of the Senior Service Corps would have increased significantly had there been:

"1. Continuity of professional leadership.

"2. Additional professional staff time.

"3. Clerical staff."

We strongly support the National Senior Community Service Corps of 1967 because it is one desirable alternative to idleness after retirement. The passage of this Act can be the first step in creating a new way of life in the later years. We believe that life is meaningful to the extent that each of us has his place among his fellowmen. Ultimately, we believe it is the sacred duty of a society to make it possible for each of us to live fully all our days.

In order to enable older people to break away from a world of hopelessness and human waste, we strongly urge the Committee to issue a favorable report on the National Senior Community Service Corps Act of 1967 (S. 276) with a provision for the support of Voluntary Service Corps. The recognition by the lawmakers of this land of the social usefulness of our nation's elderly will be a source of pride for every older person.

Mr. ORIOL. Senator Kennedy informed me that Mrs. Gertrude Pratt of the Roxbury Federation of Senior Citizens, of Boston, Mass., is here, and I am happy to welcome her, especially since Mrs. Pratt once permitted me to speak to her in her home about a multitude of subjects.

I see that Mr. Manning is with you.

STATEMENT OF MRS. GERTRUDE PRATT, ROXBURY FEDERATION OF SENIOR CITIZENS; ACCOMPANIED BY FRANK J. MANNING, BOSTON CENTRE FOR OLDER AMERICANS

Mrs. PRATT. I am sorry I did not get a chance to write my speech, but I did not know I was coming until late Friday. This is the way it has always been with me. I never know until the last minute where I am going to be, but I will have it typed out and I will send it to you.

Many men and women are forced into retirement who can still do a qualified job. These people are lost without anything to do. They feel forgotten and they lose their independence and their dignity. They meet with many problems, such as an inadequate living expense, and many changes that have to be made. They then start brooding as to what is to become of them, especially if they are alone. Some of them, as I say, crawl into a shell, and it is hard to try to get them out. We have quite a few of them.

We have to let them know that someone cares, and I try to help them. Something like the Senior Service Corps would be a marvelous thing and it is urgently needed in all communities, to try and do something for these unfortunate people.

We in Massachusetts are fortunate to have the Commonwealth Service Corps. We have at the Roxbury Federation about 20 people from the Commonwealth Service Corps working for the Roxbury Federation. We have individual counseling, community improvements, home aids, group activities, budget service, shopping, trips, near and far, group discussions, meals on wheels, transportation where needed, friendly visitors, information and referral, adult education, camping, fundraising such as dinners, bazaars, and recreation.

We have taken trips to Washington, Rhode Island, and Connecticut. To Rhode Island and Connecticut, we have gone to see how their programs work. We have gotten police protection for Orchard Park, hobby exhibitions, and written and passed State laws. We lobby at the State House, and on different bills. Many of these people have a lot to offer and are always willing to help.

My work is to get these people out of their homes and help them. I, myself, am employed by the Commonwealth Service Corps and very

happy in my work. As I tell everybody, I am 72 years old, and now I am saving for my old age.

A lot of people ask how it feels to grow old. I don't know, because I haven't felt myself grow old. I grew up with my family, and when I was first asked to come to work for the Senior Citizens, with Mr. Lederman and Mr. Hershey, I said, "I can't be bothered with them old biddies," and I was over 60 then myself.

Then, when Mr. Lederman came to me again, I said, "All right, I would come. I will try to do what I can." So I did go.

When I saw these people sitting there, it seemed to me as though they felt, "Well, I am old, what can I do?" That was just my opinion. So after I got working with them for awhile, we started to have birthday parties at the end of the month, everybody's birthday that was in that month.

I got up and I started to dance. I told the women to get up, and none of them would get up, so I just went and grabbed one.

Since then, we just have a happy group. We are a mixed group. I love to work with the mixed groups. But there are many, many problems.

I am supposed to be only working part time, but I put in 40 to 45 hours a week, and sometime more. If I can make these people happy to take them on a trip on Saturday, as we did last Saturday, we took them to Ecaville. At Christmas time we took them down there to see the lights. They wanted to go now to see what it was like going through the cranberry bogs and the little train. So I took them down there Saturday. So my time is their time, not my time.

A couple of weeks ago, I was testifying at the Statehouse. I was walking through the back aisle and all of a sudden I heard, "You have done a good job, Gert." Well, I looked up and here is my youngest son sitting up there, 41 years old. So after he came down to me, I was talking to Senator Harman and I said, "Paul, why did you call me 'Gert'?" He said, "Because you are younger than I am."

Mr. ORIOL. Mrs. Pratt, you are giving us proof of something that we on the Committee on Aging are learning so well, that our elderly are getting younger all the time. You and your energy here really prove that point.

On this program, I visited Roxbury and gave the program a close inspection. It seems to me that its basic motive is to get the elderly out to meet other elderly. There is more communication between one old person and another, and it really seems to work in this Roxbury area.

Mrs. PRATT. It certainly does.

Mr. ORIOL. I think another reason it works is because the social worker there, is his name Barry Leff?

Mrs. PRATT. Jack Leff.

Mr. ORIOL. He told me the secret of his success. He said, "I do what they tell me to do," meaning you and the others who are running that program, so he really seems to have acquired much wisdom on the subject.

Mrs. PRATT. You know, Mr. Oriol, I wanted to take a course at Northeastern last fall, so I spoke to Mr. Leff about it. He said, "Absolutely not." I said, "Why?" He said, "That would be throwing money away."

I said, "What do you mean?" He said, "Look, you stay the way you are, because over there it is just book learning. You have the practical experience," and he said, "You would just as soon get up and tell them it is not done that way, it is done this way."

Mr. ORIOL. You probably would have, wouldn't you?

Mrs. PRATT. He knows that I would, and you know.

Mr. ORIOL. You probably would improve the course.

Mrs. PRATT. I am too wrapped up in my work. That is what my children say, and my son has a beautiful cottage down at Paddocks Island. You probably know where that is. Before I got into this work, I used to go down there the first of June, and I never would come back home until October. I have only been down there twice, and that was on weekends, this summer, but I took the elderly for 2 weeks up to Camp Bennington. That is up in New Hampshire. That is the Roxbury federation camp. Of course, there wasn't much enjoyment for myself, but as long as these people enjoy it themselves, the way I feel, I can lay down at night and in 10 minutes I am asleep.

I feel as though this work is just keeping me going, and I only thank God every night that He gives me the strength to do it, and to keep me for a few more years, so that I can take and finish up what I have tried, and what I want to do.

Mr. ORIOL. Thank you.

Mrs. PRATT. That is all I want.

Mr. ORIOL. Mr. Manning, do you have something you wish to add?

Mr. MANNING. Yes, gentlemen. I can testify to the fact that my colleague, Mrs. Pratt, has been a mighty force not only in Roxbury but throughout that area for the poor people, of all races and all status.

The politicians know her and they reckon with her. There is a famous national congressional figure who has one of the best techniques in the world for giving a casual greeting, and the person finds himself in the hallway before he knows what happened. This happened to Mrs. Pratt twice, and on the third time she said, "This time we talk," and they did.

Regarding the Boston Centre, it was originally my intention to submit a paper for the record, and to let it go at that. However, before I left Boston, I had a meeting with about 150 people, and later a meeting with our legislative committee, at which this bill was discussed at great length, and as they do in Roxbury, we too are guided very largely by what the people themselves want.

We do have two young administrators, a director, and an assistant director, who are qualified, trained professionals in the social field, and we work very closely with them. We have, not only unity, but we have harmony based on a good working relationship where one group considers the others as partners, not merely as problems to be handled.

I have seen the concept of volunteerism that is embodied in this bill. I have seen it at work in the field. I have been a part of it, and aside from all technicalities as to who is going to run it, and whether or not the $1,500 fee is right, I do know and the people in the field that I work with are convinced, that this is a double-barreled thrust, at two of the most basic problems facing the old people in this country today which are income and something useful to do.

How often have I heard the expression, "on the shelf, just not wanted; my life is finished." We have found, gentlemen, located as we are in the shadow of the great Prudential Complex in the heart of what we call New Boston, we have found appalling cases of poverty and isolation. This is not something we read. I have seen the volunteer principle work in our friendly visiting program, a reaching out.

We know that those people will not come to us. Nobody has asked them to do anything for years, and nobody has offered to help them for years, and when I read in the paper this morning that the administration let it be known that it is opposed to this bill, for economic and budgetary reasons, I want you to know that I felt really indignant, and I am sure the people back home will.

I wish I could find the answer to why, after appropriating billions in every direction, certain people pale and begin to question, "Where are we going to get the money?" It is never raised on other things, but when it comes to the core of the problems facing the elderly and the poor, that is the inevitable question.

I heard it 40 years ago when as a witness in my native city of Newark, N.J., I appeared before a State legislative committee appealing for a State system of old-age pensions. I heard it then; I have heard it ever since, and I have heard it now, and every time there was a major piece of legislation for the needy "Where are we going to get the money," and "This is going to ruin the country."

Well, gentlemen, I regard this bill in its present form, with some possible improvements as I said as a double thrust, two of the basic problems facing the aged, and I would like to go on record as expressing the hope that it will not be thrown in with other programs, that it will keep its separate and distinct being as one of the few instruments that is oriented directly toward the problems of the older citizens in this country.

Now, I could go on and give you several instances in the recreational field, in the civic field. For example, we are not herding old people together. They are mixing now in the community more than they ever did.

We have a Committee on Interorganization Cooperation which, for example, is at present cooperating with the League of Women Voters in setting up tables in our areas, and providing the voters with information. We are involved in municipal elections with other organizations, not endorsing candidates, but submitting position status, and spreading the record so that our people will have something to base their judgment on when they vote.

In the housing field, we have a Housing Research Committee that has done yeoman work in calling attention to some of the deficiencies in our housing program throughout the city, and as to whether or not we are having an impact on the community, and as to whether or not our work is worthwhile, a random poll was taken among 105 persons all over the area, that we served, and of the 105, 100 knew of our existence.

They did not all know our full name. They said, "That place at 162 Huntington Avenue where they help people." And that was the general thing.

So I feel that this union of professional and nonprofessional workers should be encouraged on a national basis and will be a tremendous factor in reducing the incidence of mental and physical illnesses.

(The prepared statement of Mr. Manning follows:)

PREPARED STATEMENT OF FRANK J. MANNING, WORKER, BOSTON CENTRE FOR OLDER AMERICANS, BOSTON, MASS.

Mr. Chairman and Members of the Committee, it is a privilege to appear before this distinguished Committee for the purpose of supporting S. 276—A bill to establish An Older Americans Community Service Program. My only qualification for being here is that as a worker for the Boston Centre for Older Americans, it has been my privilege to become deeply involved in the problems of our older citizens. It was my intention to mail this statement for the record but members of our Legislative Committee insisted that I make an appearance here. Their interest in this legislation is very real and intense.

This is not a new experience for me. Almost forty years ago I appeared as a witness before a Committee of the State Legislature in my native city of Newark, N.J. The legislation under consideration was a bill to establish an Old-Age Pension Assistance Program for the State of New Jersey. Incidentally, at that time the United States and the Republic of China were the only two large countries in the world which failed to provide old-age pensions. This experience made a deep impression on me because the older people present at the hearing took me to their hearts and I knew then there was a real need for the legislation.

We have come a long way since then but there are many gaps in our social legislation to be filled in. The underlying philosophy of 276 is humane, enlightened and deals with a serious gap in our programs for the aged. This problem of preserving the dignity and independence of older citizens is not peculiar to our society or to our time. It is an ancient one and has been dealt with in various ways by succeeding generations. There is an interesting dialogue in *Plato's Republic* in which the problem of old age is a topic. Glaucos makes this observation to Socrates: "there was a good time once, but now it is gone and life is no longer life." However, the conclusion is reached that the trials and tribulations attributed to old age can be controlled and are not inevitable. The historian, Toynbee, puts it this way: "The cultural level of any society and its *durability* can be judged by the care and respect with which it treats its older citizens."

In our time we have made a beginning toward recognizing and acting upon the problems of the elderly. Our contemporary picture in this regard is not a happy one but it is not altogether bleak. Efforts have been made by many Congressional Committees, Presidential Commissions, Social Service Organizations and others to get at the root of this question and to find solutions. Unfortunately, all too often the retired people were "planned for"—not "planned with." It made me happy to note that this legislation does provide for maximum participation by the elderly themselves. After all, the best qualified body to speak for these people is the elderly themselves. It is a tribute to this distinguished Committee that they recognized the need for such participation. We are adults—not "deteriorated children" and do resent it when this fact is ignored.

It is sad but true that the real picture of want and despair among several millions of our older citizens has not emerged clearly. It may be that the problem is of such depth that it defies the human imagination. Human sensitivity and human imagination are limited. It may be that we need to dwell more on the specific instance. For example, the plight of a child trapped in a well, while scores of men and women toil around-the-clock to effect her rescue, is easily comprehended. The eyes of the world become focused on the scene of this human drama and its emotions are stirred.

By the same reasoning, it is not too difficult to understand the plight of a person—in the sunset of his life—struggling to meet ends on $138.00 per month. Living, as he often does, in a dilapidated lodging house, with the feeling that the full life has evaded him and that there is no longer a place for him at the table of life. He is crushed mentally and physically and is convinced that he is no longer useful—"on the shelf" "just not wanted". Another blow falls heavily on this person, as it often does, when he receives an eviction notice because his house will soon be razed. He has another worry. Where am I going to live? Sometimes that which we call "Progress" leaves the people behind because the human element did not enter into the advance planning.

Is it any wonder that the thoughts of this person are dominated by thoughts of survival—plain, unadorned, stark survival for himself. It's the jungle all over again, because he has to concern himself with the harsh reality of the struggle for the very elemental things of life. In many instances he has little or no companionship, and aging becomes a period of lost hope and resignation. In many cases his family ties remain only as a memory and he faces journey's end—with no human hand to clasp his.

In the specific instance under discussion it is urgent that society help this person. He needs to know that we care; he needs a minimum income to free him from the lash of poverty; a sense of involvement in his community and association with his fellows. At the Centre, we have found that a miraculous thing happens when we have been successful in our efforts to cope with this problem. When he discovers there is something significant for him to do and begins to enjoy the human association which accompanies this discovery, survival ceases to be just a personal thing. His own survival becomes linked to the survival of his companions and they begin to help each other in this quest. Moreover, another important element is added. The question arises: Survival for what? It is only when men begin to deal with this question that we can build a true culture and a lasting society.

It is our conviction that the proposed legislation is good, and my experience at the Centre also leads me to believe that it is practical and will work. It is a good bill because it constitutes a double-barreled thrust at two of the basic problems of the aging: It would supplement his income and relieve him to a great extent from the harsh task of struggling for the necessities of life. It is practical and necessary because of the vast amount of community work to be accomplished and because we have seen the volunteer concept it embodies work in a highly successful manner through the medium of the Commonwealth Service Corps of Massachusetts.

It works in the area of friendly visiting. In this connection I now quote one of my fellow corpsmen. Mrs. M. Plotkin wrote: "It is a source of satisfaction to me that after twenty-five years of being a housewife and mother that I have been able to step into a new and worthwhile activity which helps the elderly. I am a nonprofessional but I feel confident that I possess a level head and a sympathetic insight so that I can help out in many cases with problems that do not require a high degree of professionalism. And when the incident arises where professional help is needed, I have only to call on the services of the Director or Assistant Director at the Centre.

"I have been principally engaged in a Friendly Visitor Program in the Back Bay renewal area of Boston where there are hundreds of elderly living alone in furnished rooms and small apartments. In many cases, the people visited are completely without family ties or friends which makes them dependent on the community or neighbors. We attempt to reach out in an effort to fill some of the gaps in their lives. This help can sometimes be in gaining additional income or finding new quarters in an over-crowded and over-priced rental area. Some times it is a friendly visit to some one very much alone.

"One of the most satisfying aspects of this work is that I have been able to enlist the help of other individuals and groups in my efforts to aid these lonely and neglected people."

With the help that we can get from others in carrying out the mission of our Friendly Visiting Program we have been able to be of assistance to the homebound in numerous ways. This help, such as running errands, helping with household chores, is more of a family thing and supplements the social service aspect of this problem. Those who are healthy, but who have been isolated or pushed aside and who feel that the community no longer wants them, can often be induced to come to the Centre and become valued members of the neighborhood. The visited often become friendly visitors themselves or help in maintaining our lending Library or find other useful and rewarding work on one of our civic committees.

The volunteer concept also works in the Area of Information and Referral because it has been demonstrated that volunteers, after training and with supervision, can and do play an important role in guiding people with problems to the appropriate agencies. They also provide accurate and reliable information on medical aid available to the needy and where and how to obtain that aid. They also know where to refer persons with employment problems, legal questions and help with the often mystifying and complex problem of doing the paperwork in connection with Medicare. These are but a few of the problems.

It also work in the Area of Hospitality, companionship and mutual help. Our Drop-in Lounge, where there is always a cup of coffee and a welcome greeting has become a bustling place where the elderly people of the area gather in friendship. Our volunteers talk over their problems with them and try to create a feeling of family attachment. This is especially important in instances where people live alone and have been isolated for some time.

This Volunteer concept works in the Area of Education: We have been successful in arousing the interest of many ex-teachers and professionals in the idea of organizing educational sessions and classes for our members and friends. One such class in Art proved highly successful and many of those participating in it expressed gratification about the new facet of expression which they had acquired as a result of this effort. We are now in process of expanding this program and hope to inaugurate several classes in adult education as well as a class in Current Events. In addition to our own efforts in this field, we also spread information on available adult education facilities in the city.

It works in the area of civic activity and betterment. In this regard, the successful history of our Senior Citizens Committee on Public Safety is well known and respected in our community. Representatives of this group recently conferred with the Mayor of Boston and called his attention rather forcefully that many of our streets are not safe and as a result we dare not call meetings at night or venture out into certain areas because of the ever-present threats of the mugger and the purse-snatcher. One immediate result of this visit was the deployment of extra foot patrolmen in our neighborhood; something we had not seen for a long time. The problem of safe streets has not been solved but a beginning has been made and it is activity like this which makes our older people a valued asset.

It works in the area of Public Affairs and Government and in promoting active, alert citizenship to make Democracy work. Our Legislative Committee now has about 50 members who are becoming civic leaders in their own areas. For example, this group recently has been studying the Social Security Amendments for 1967. They asked for and promptly received from several legislators, including some members of this distinguished Committee, what action would be taken by them in connection with this legislation. These statements were carefully analyzed and read to our members. After thorough consideration and debate, in which all known alternatives were given consideration, a public meeting of our members and friends passed several resolutions to improve Social Security and instructed me to make these known while I am in Washington. I carefully outlined the procedure followed in this instance to demonstrate that the elderly themselves are making the decisions.

This Legislative Committee is in process of establishing procedures with respect to our State and Municipal affairs. Trained observers will be sent to Beacon Hill for the purpose of attending and observing the various Legislative Committees of our Legislature at work. These observers will become acquainted with the chairmen and members of such subcommittees and thus will establish a badly-needed communications between the people and the legislators and will also be informed on the status of important legislation. They will report back to the members and ina sense become community leaders. Our voice will be heard at the State Capitol on important legislative matters whenever we think it necessary.

On the various subcommittees of our Legislative Committee will fall the task of finding among our members ex-teachers, accountants, professional people of various background who can establish a Research Bureau to keep us informed on the many complex urban problems. A recent activity was the sending of questionnaires to the 11 candidates for the office of Mayor of Boston. Their replies will be widely publicized and establish some basis for intelligent application of the voting process.

Another example of the successful application of the Volunteer concept can be found in the organization and program of our Housing Research Committee. Before commenting on the work of this group, I should like to quote from the comments of one of my fellow-corpsmen, who staffs this particular Committee. He wrote as follows:

"Having joined BCOA near its inception as an unpaid Volunteer and latterly as a paid volunteer through the Commonwealth Service Corps of Massachusetts, I have been ideally situated to observe the profound change our operation has had on the thinking and attitude of the individuals in our area.

"From an attitude of belligerent discouragement people are gradually changing to hopeful activity. It would seem, from interviews, that the general consensus on the part of the elderly is: That society has cast them off. Many of them although quite fit mentally and physically were told at an arbitrary age that their services were no longer required. And even though this was accomplished in a diplomatic way, the retired having ample time for reflection are sooner or later forced to the conclusion that they are 'obsolete'; and in our society the obsolete is disposed of. Small wonder that health, both mental and physical, is often impaired shortly after retirement.

"Through community activity we at BCOA have been able to reinvolve many individuals once again in meaningful activity. A Senior Citizens Service Corps would be the ideal agency to further this work, and to demonstrate to the still skeptical aged that society really has a place for them." (Arthur J. Kints)

I interrupted my recital of the activities of the Housing Committee to insert the foregoing comments because it seemed to me to be a significant statement from the person who staffs this Committee and who has wide contacts among our older citizens.

The progress of Public Housing, as well as leased housing, has been painfully slow in our city. An example of this can be found in the fact that the Boston City Council, after a seven-month delay after the policy statement and approval reached them, authorized the construction of 1,000 housing units in 1961 and an additional 1,000 units in 1964. Actual construction has been negligible and most of this proposed construction is still on the planning boards. Our Committee is deeply concerned about this problem as it touches their own lives and many of their neighbors. They are finding answers to the inexcusable delay in providing housing for poor people, young and old, and intend to make these answers known. They are, in a sense, acting as fact-finders and unofficial "expediters." The most carefully conceived programs are worth little if not freed from excessive red tape and also from delay and inefficiency at the local level. We intend to do our part in finding ways to cut through this red tape and to get effective action locally.

The Corpsmen program also works in the field of Recreation. Mrs. Black, our Corpsman, who organizes bus trips and various social functions tells us that she finds this activity to be an answer to the recreational needs of hundreds of people in the area we serve. She also tells me that it is a job which has brought her a sense of satisfaction. In addition to our own recreational activities, we keep our members informed on other recreational facilities.

It should be borne in mind that the individual activities and group programs mentioned in this paper are planned and executed by the elderly themselves. Each of these committees has the service of corpsmen upon whom they can depend to do the follow-up work on a regular working schedule. Without the sustained efforts of the Corpsmen to provide the direction and continuity required to make our efforts effective, we could not possibly operate the many varied programs at our Centre.

Our Corpsmen meet twice a week—at a staff meeting—with our professional staff. In addition to this weekly meeting, each corpsman has a weekly session with our Director and Assistant Director at which their work is discussed, professional advice given and further programs and activities outlined. Thus, we have achieved a working relationship between professionals and nonprofessionals who work together as partners and not in an arrangement where one group regards the others as "problems."

This concludes the enumeration of volunteer activities which can be attempted within the limits of this statement. It is attempted here to paint a rather large picture on a small convas. The members of the Committee are ware, of course, our volunteers in Massachusetts are engaged in many tasks in many fields: At the migrant farm centers; at settlement houses at Area Development Centers and numerous other places where the action is.

One important bonus which would accrue from the enactment of S. 276 would be a reawakening of active citizenship. It has been my experience that the diligent efforts of a group of corpsmen in a community can be a tremendous factor in creating a stream of volunteer efforts in all phases of community life—a stream that will flow into our social system and greatly enrich it.

In sum, it is our conviction, based on experience, that the proposed legislation would be of enormous importance to our older citizens and to the nation as a whole.

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In common with most Americans I had great plans for my retirement and never doubted that it would find me prepared spiritually, psychologically and financially. But human hopes and plans are fragile things and can be easily shattered by the impact of human events. When a person is cut adrift and the realization comes that there is little to do and no place to go, it can have a devasating effect on his life. Now I am proud to be a member of the Commonwealth Service Corps in Massachusetts and to be associated with the fine social workers and volunteers of the Boston Centre. It is now my privilege to enjoy a luxury denied to me when I had more money and less time. I can now spend my days working with others for our mutual betterment and I think there is no better way to close out one's life.

I am here to appeal to the Congress of the United States to give a similar opportunity to thousands of other citizens. Give them this needed chance to find a new sense of independence. Help them get "off the shelf" and to become respected and valued members of their communities.

At times we all question why it is that the lofty ethics preached from hundreds of pulpits, forums and taught at schools do not seem to reach us and to affect our lives.

We are, I'm afraid, overlooking a basic fact. Human brotherhood must have an economic basis as well as an ethical inspiration. Neither one is enough in itself. Both are necessary to a complete society. As long as the minimum needs of life are denied to millions of our citizens, these ethics become meaningless. We must create a favorable climate for the realization of these ethics by at least removing the harsh, corroding necessity to live with poverty and degradation.

This legislation will be an important contribution to this end and will also serve as a symbol of your recognition of our needs and the fact that the Congress of the United States does care.

Finally, let it be noted that we older citizens have not adopted the style of the times by closing our arguments with threats. We prefer to let our case stand on its merits. However, this does not mean that we are complacent or indifferent and we intend to show that the democratic process does work when fully used.

Mr. Chairman and Members of the Committee, the older people are back in the ballgame and I promise you that from now on it will be a more interesting game.

Mr. ORIOL. Mr. Manning, thank you for a very powerful statement, and I think you will be interested to know that in the concluding statement that Senator Kennedy had prepared for delivery, if he had to do it, were references to the two major issues you discussed, the matter of priorities and programs that affect the elderly, and the matter of potential effects of the reorganization.

Mr. MANNING. What I am disturbed about is the possibility that if it is thrown in with a lot of legislation and not on a new appropriation, but depending on money already appropriated, the question arises in my mind what priority it will get. You know our future is not quite as long as our past, and we need some pretty intelligent action right now.

There are about 20 million people, old people, in the country, and a pretty good percentage of them, more than a fifth, are living in actual poverty, and many others quite close to it. And naturally, we look to programs like this, which can be put into operation.

Mr. ORIOL. Mr. Norman has a question.

Mr. NORMAN. I would like to ask both of the witnesses if they believe this program might save some money, so that it could at least partially pay for itself, and if so, how it might save some money. You were saying, I believe, that it might improve the mental health of some of the elderly people.

Mr. MANNING. Yes, I know that it has.

Mr. NORMAN. Can it save money by keeping some elderly people out of mental institutions, for example?

Mr. MANNING. Yes, and I think a good deal of our work begins where the social worker leaves off, and that involves numerous duties which the professional would not have time for—for example, a friendly visiting program enables many people to continue living a life of independence with the help that we are giving them, rather than going to some institution or nursing home several years before they want to go.

For example, the lodging house, as such, so far as our housing programs are concerned, doesn't seem to exist. There is no provision for them, for rehabilitation, or anything, and yet thousands of old people live in them and they don't want to leave them. It is all right to have a bell that you can ring when you are in trouble, you know, but it is nice to be able to stick your head out the door and say, "Hey, Charlie, give me a hand."

Now, their association and friendship ties are with these people in the lodging house and they want to stay there. In my opinion, the housing program should have a program of incentives for rehabilitation of many of these lodging houses.

Not only that, but I suppose, for example, a person who is getting $100 on Social Security, and is now getting $40 of supplementary aid, I am sure that with an assignment like that, he would be very happy to drop that aid like a hot potato. I mean, the type of people that would come into the volunteer movement, you know.

Mr. NORMAN. So you think it could save money on old age assistance by people who now qualify for old age assistance not needing this type of assistance?

Mr. MANNING. Yes, not wanting this assistance.

Mr. NORMAN. And probably preferring to earn their own way, rather than taking what they consider to be welfare aid.

Mr. MANNING. That is correct, Mr. Norman, and I believe as we go along, we can prove that in many ways, and I would be very happy to find out more about it when I get back home and look into it a little bit more.

Mr. NORMAN. Do you have any examples or can you give any instances where you actually have helped to keep people out of mental institutions?

Mr. MANNING. Oh, yes. I believe we could satisfy a case worker in several instances. Our information is confidential and we could give it only to a professional source, of course.

Mr. NORMAN. We would not need any names or anything like that.

Mr. MANNING. No. Our policy is not to divulge names.

Mr. NORMAN. But you do definitely know of cases where you have kept people out of mental institutions by the services rendered to them?

Mr. MANNING. Yes. Now, for example, a very elderly woman came in one day and we were holding apparently an intelligent conversation, and suddenly she showed signs of mental aberrations. Well, naturally, we are not psychiatrists, and we do not undertake any professional work, but we do know where to send them, and we have developed a technique for doing it, you know, so that the person doesn't immediately think we are enemies, and so forth.

We have a few women who are experts at that, and they guide them to the right place, and in this particular case that woman was

definitely headed for an institution, but you see, sometimes the clasp of the human hand is more powerful than all the medicine that one big warehouse could hold. I am convinced of that.

I am not now posing questions of mind over matter. We must take care of material things in material ways, but along with it, the human hand, guided by the human heart, in situations that we are dealing with can be a powerful supplement. The social worker has a role, but when her role is finished and we have to take over and try to create a family attachment by doing as Mrs. Pratt said, for example, at the end of the month, reminding them of their old family ties, you know, these birthday parties, these things that are institutions, the things that form the memories in later years of your life, such as the foster grandparent idea.

If there is not an emotional attachment between the child and the foster parent, then the whole thing collapses, because that is the whole purpose of it. The problems of personality that can be taken care of by professionals, and social workers, but that family attachment among the young and the old is one of the most important tonics for this country today, and we have lost that.

We have lost that sense of identity with people. The human sensitivity is very limited, I have found, and when I saw these conditions in the shadow of that Prudential complex, I knew what I was going to do the rest of my life, and I am glad I got the opportunity, and I only hope that the Congress of the United States will give thousands of others a similar opportunity.

This could be a symbol of your recognition of our needs, just as the defeat of the rat bill amid howls of laughter was a symbol of their callousness and indifference. This could have an opposite effect.

Mr. NORMAN. Thank you very much. You have certainly given eloquent and helpful testimony.

Mr. MANNING. It was a privilege, sir, to speak for the people I represent.

Mr. ORIOL. Mr. Manning, may I just ask one question as to the Boston Centre for Older Americans.

Mr. MANNING. Yes.

Mr. ORIOL. What is your funding?

Mr. MANNING. Well, originally, a 3-year grant by the Aging Administration of $90,000, which has been matched by churches and local sources.

Mr. ORIOL. So you have wide-spread support?

Mr. MANNING. Yes; we do. We have a very limited budget. We have nine corpsmen, including myself at the present time, and I can think of 25 or 30 right at this minute who would fit beautifully into such a program as your bill embodies, but the Commonwealth Service Corps which of course, has workers in many fields, among them migrant farmworkers and in mental institutions, wherever the action is today, can only absorb a limited number of the available corpsmen:

I don't want to take any more time, except for a moment to deal with the problem that was raised here. What is a volunteer?

For years I was associated with the USO as an administrative secretary in the Los Angeles area, and I dealt with large bodies of volunteers.

Now, these volunteers were in two groups. One was a planning council composed of people of means, the wife of the largest dairy owner, a banker, and many other leading citizens. This was a voluntary executive steering committee.

There were scores of young ladies who volunteered their services to dance with the soldiers, and a few of the older women who played the role of "Mom" at the coffee counter.

Now, that type of volunteerism has been going on in this country for years, and will continue to go on, regardless of this program. But we are, here, I think dealing with a new concept of volunteerism, going deep into the heart of the poverty stricken areas of our country and building centers around which the hopes and the aspirations and the standard of living of these people can be raised.

I don't know whether I am making myself clear or not, but what I am attempting to say is that this is not a blow to the traditional concept of volunteerism in America.

Why are the hospitals and everybody crying for volunteers? It isn't that this person is greedy and just wants to reach out and grab $125 or $80 a month, but it is something he needs. He has got to have it.

Do you know what a difference it makes to a person if you can't buy a new coat when the other one is faded and gone? Do you know what it means when the heel of your shoe is run down and you don't have the money to repair it? He isn't going to go out, if he is proud, and mix with volunteer groups and mix with the community. This thing would be a Godsend to them, gentlemen, take my word for it.

Mr. ORIOL. Mr. Manning, I would like to thank you again for a very moving statement. I will also conclude with just the observation that when you were speaking about some of the mental health by-products of service, I was reminded very much of the testimony given by one of the most eminent psychiatrists in the Nation yesterday at our hearing, Dr. Busse. The similarities between your observations and his were remarkable.

Mr. MANNING. I am delighted to hear that.

Mr. ORIOL. Thank you once again. Senator Harrison Williams, chief sponsor of S. 276, has submitted a statement for the record. Without objection it will be inserted at this point.

STATEMENT OF HON. HARRISON A. WILLIAMS, JR., A U.S. SENATOR FROM THE STATE OF NEW JERSEY

Senator WILLIAMS. Mr. Chairman, your opening statement has already given a good summary of the history, need for, and purposes of Senate bill 276. As chief sponsor of that bill, I could not ask for a better beginning to this hearing, and I will take time now only to make a few other points about the legislation before us.

First, I would like to say, as emphatically as I can, that S. 276 has a dual intent.

It is intended to encourage local sponsors to organize entirely new service programs enlisting the services of older Americans, and it is intended to support existing private or public service programs that are already serving community needs by mobilizing the talents and energies of the elderly.

To achieve both purposes, the program would work in the following way:

On the local level, potential sponsors of service programs—and the sponsors could be public agencies or nonprofit private organizations—would study the service needs of their communities, and they would undoubtedly find that there is much that could and should be done.

The Senate Special Committee on Aging, for example, has said that obvious needs are legion. They include:

Aides, receptionists, and visitors in hospitals and nursing homes, especially in those for the long-term ill.

Aides in health screening programs and to the aged and others returning to the community from mental hospitals.

Assistants in day care centers for children and for the aged.

Classroom assistants in schoolrooms, particularly to help potential school dropouts.

Teachers of functionally illiterate adults.

Workers in central meal services for older people and information-referral centers.

Companions and visitors to homebound elderly persons, assistants in libraries extending their services to older people.

Organizers and workers in community improvement programs.

And as the president of the National Association of State Units on Aging has pointed out:

When a source of help becomes known, unimagined possibilities for services evolve.

Once the high-priority needs of a community have been identified, the potential sponsor would be in a position to plan the organization of a work force, which would be open to persons of age 60 and over.

The sponsor may decide that a small force of older persons should be given short-term training and be paid a modest sum. The bill makes it possible to pay up to $1,500 a year for each participant. This amount would keep all individuals within the present social security maximum, yet allow sponsors the flexibility to pay varying rates of pay, if circumstances warrant.

ASSISTANCE TO PRIVATE ORGANIZATIONS

In some communities, a private organization may well be the logical sponsor of a service program. Several senior citizen corps programs are, in fact, already underway in cities of widely varying populations. Directors of such programs have discovered that their very worthy activities often face a fundamental difficulty—the participants find that it costs them money to give service. Busfare, for example, can be a burden to a person who lives on a tight budget. Perhaps clothing requirements and other expenses can cause problems.

Private organizations often find, too, that the directors of such programs begin on a part-time basis but often find themselves working around the clock. Even a small infusion of funds would help keep such programs going and growing; but usually there is no help to be found.

The bill introduced today would make it possible to provide some help for private organizations when their objectives meet the specifications of the older Americans community service program.

Sponsors, public or private, would sumbit their proposals to the State agency responsible for formulating State plans for the elderly

as provided in the Older Americans Act of 1965. Upon approval by the designated State agency, the proposal would be submited to the Administration on Aging in HEW.

Among the criteria to be considered by the AOA in considering proposals are the following:

First. There must be close coordination, wherever appropriate, with the Department of Labor, the Office of Economic Opportunity, and all other relevant Federal and State programs, and there must be efficient use of the experience and programs of these agencies.

Second. The program must include whatever short-term training—and no long-range job training projects are contemplated here—necessary for effective use of skills and talents of participants.

Third. The programs would be developed, conducted, and administered with maximum feasible participation of persons of age 60 or over.

Nine million dollars would be authorized for the first fiscal year and $15 million for the second. Local sponsors would have to make a 10-percent matching payment in the second year.

STATEMENTS IN SUPPORT

Mr. Chairman, I now turn over for the hearing record many letters or statements I have received within recent weeks in support of S. 276. I will not give lengthy excerpts, but I would like to give two quotations that, to my mind, are eloquent and pertinent.

One is from the director of a Foster Grandparent program in Bexar County, Texas. That program, as you know, puts the elderly to work in institutions for the young. Only 38 foster grandparents are now employed in the Bexar County project, but the directors have received almost 600 applications or telephone calls from prospective participants. I think that the experience with this program effectively answers any doubters who may think that service programs hold no attraction for the elderly. More than that, the success of this program unleashes the imagination. It suggests new ways in which to meet community needs with the energies, enthusiasm, and experiences of Older Americans. Let me read this one excerpt from Bexar County:

> We have considered expanding our program to provide homemaker services in the homes of the poverty groups where these services are needed but the families are not financially able to purchase these services; or providing foster home care by the foster grandparents in their own homes; or providing a hospital-bound teaching program by qualified foster grandparents (many of our applicants are retired teachers or have some college training and such a program has been approved by all the School Districts in our community; and providing a companionship program of the elderly-to-the-elderly in which Americans would be employed to visit, write letters and do some minor chores for other elderly citizens who are not able to do these things for themselves.

And, very significantly, this final paragraph:

> Exploration with some of the other agencies in this community revealed that they could use some older Americans as foster grandparents in children's institutions, as social work aides, and to do some administrative work such as clerical work.

I sense an enthusiasm here that would have died on the vine if we had continued merely to talk, and not act, on a Foster Grandparent pro-

gram. The same kind of enthusiasm, but on a much larger scale, could be expected once a genuine national Older Americans Community Service Program were organized.

The other quotation is from the Georgia State Commission on Aging. I think the letter makes several important points, and I will read from it:

> An important element of S. 276 is the provision for participation without regard to economic status. This would open the door to many middle or upper income retired persons who may be willing and able to contribute their skills and interest with or without remuneration. In this sense, the Older Americans Act plan would serve purposes beyond that of the Office of Economic Opportunity but without excluding participants below the so-called poverty level.
>
> Another advantage is that service needs of a community would be a determining factor in developing a program rather than primary emphasis on employment of people for essential income. The former need not minimize the latter purpose but would, in our opinion, add a degree of dignity which is most important to a majority of retired people.

To give service with dignity—I think that many older Americans are looking for just such an opportunity, and I believe that the bill before this subcommittee—perhaps with necessary modifications—could help them to do just that.

REACTION TO TESTIMONY

Mr. Chairman, I have reviewed several of the statements made by the knowledgeable witnesses invited by you to this hearing, and I believe that their testimony has made a compelling case for prompt action on the bill now before your subcommittee.

You have heard from directors of existing projects, and each one has said that he has no doubt that the older Americans community service program would attract enthusiastic, experienced men and women eager to give service to others.

You have heard from national organizations that clearly see the potential usefulness of the program in providing services that do not exist because there aren't enough hands or minds enlisted to give such service.

You have heard a professor and the elderly themselves tell you that worthwhile activity promotes physical and mental health for elderly participants.

I was impressed—as I read over the testimony of the volunteers who testified—with the fact that they felt that they, not the people they serve, are the chief beneficiaries of the program. A few years ago, while on a field trip study of the need for a "domestic Peace Corps"—or VISTA, as it later became—I received much the same message from a volunteer at a hospital for the mentally disturbed. She had to travel many miles each day by bus, and she worked hard for the youngsters at the hospital. But to her the major reward was that the children eagerly awaited her arrival. She was needed by others.

COMMENTS ON JURISDICTION

It has been my firm conviction that the older American community service program should be administered through the Department of Health, Education, and Welfare.

I believe that many witnesses at hearings last year and again in 1967 made compelling arguments in support of that conviction.

Secretary Wirtz, however, has made a case for a program that, as I see it, would seek close cooperation between the Department of Labor and HEW. I feel as you do, Mr. Chairman, that the subcommittee must have additional details on the proposal, and that we must be assured that the program we seek will remain identifible and effective in both serving and enlisting the elderly. I hope that additional discussion of the Secretary's proposal will be possible before the subcommittee meets in executive session.

REORGANIZATION PLAN

The hearing has performed a service by providing the first public discussion of the reorganization plan announced by Secretary Gardner on August 15. I have written the Secretary for replies to several questions, and I understand that my letter and his reply appear elsewhere in this transcript.[1]

I will not summarize the major points of the inquiry and the response, but I would like to make one suggestion. I believe that the Department of Health, Education, and Welfare should provide a forum for extensive discussion of the reorganization plan. Perhaps a conference here in Washington would be helpful to leaders in the field of aging. Perhaps, too, such a conference would clear the air of misunderstandings or misgivings on the part of those who feel that the reorganization might well undermine the intent of Congress when it voted on the older Americans Act of 1965.

It is a great pleasure to thank Senator Kennedy for his keen interest in S. 276 and also for his effectiveness in amassing such persuasive testimony in support of the bill during this hearing.

Mr. ORIOL. As I mentioned earlier, Senator Kennedy has prepared a concluding statement for this record.

STATEMENT OF HON. EDWARD M. KENNEDY, A U.S. SENATOR FROM THE STATE OF MASSACHUSETTS

Mr. KENNEDY of Massachusetts. Two days of testimony have given this subcommittee weighty evidence about the practical idealism and the potential usefulness of the program advanced in S. 276.

We have heard from two departments of our executive branch. The Secretary of Labor has made a responsive and enthusiastic proposal offering immediate—or practically immediate—implementation of a program similar to that described in S. 276. I am glad to have his thoughts, and he can be sure that his suggestion will have the most careful consideration in subcommittee deliberations.

I must admit to one reservation at this time, however. We in Congress have already seen that programs for the elderly quite often are given low priority when they are merged into broader programs. The subcommittee will seek assurance that this would not be the case in the program suggested by Secretary Wirtz.

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[1] See pp. 17–21.

The Department of Health, Education, and Welfare has provided statements suggesting that S. 276 should be postponed until programs of greater priority are implemented. Increases in social security benefits were given as an example.

Increases in retirement income are certainly of high priority, but does this mean that the Congress should delay action on S. 276 until the day that all Americans receive truly adequate social security? That day will be long in coming. And, as a witness once told the Committee on Aging, the future for many of our elderly is now. Their waiting time is limited.

On the subject of priorities, I recognize that $9 million and $15 million—the appropriations requested in this bill for the first 2 years—are large sums of money. But in comparison to the costs of a few miles of superhighway or the price we now pay for a jet bomber, the sums are not excessive.

I am suggesting that our priorities should not be rigid to the point of excluding a modest investment that will yield rich dividends.

As I review the major points made by our witnesses, I am impressed by three major conclusions:

1. The older Americans community service program could contribute much to the emotional well-being of many of our aging and aged population. As Secretary Wirtz said this morning:

> S. 276 marks the recognition that beyond "social security" there is the need in people's later lives for continuing "social opportunity" to be useful.

2. The range of opportunities for service by older Americans is vast. Present programs have only begun to tap the talents of our seniors; the existence of a truly national program would unleash enthusiasm and innovative thinking on a scale far beyond present efforts.

3. The subcommittee has received ample evidence that many elderly Americans will participate in service programs when those programs are sensible and well organized. We have heard directly from the elderly participants. We have even enjoyed their music. It is easy to respect such elders, and to enjoy them, too.

Finally, the hearing has provided the first public discussion of the reorganization plan announced by Secretary Gardner on August 15. We have received much persuasive testimony to the effect that this reorganization was implemented without adequate consultation with the Congress or with experts in the field of aging.

We have also received Mrs. Switzer's statement which gives an eloquent description of the benefits expected from the reorganization. It is not easy to challenge such worthy intentions, but here again I have a lingering misgiving. We have seen in the past that programs for the elderly can disappear or weaken when they are merged with others.

One thing is certain: the reorganization will receive sustained and—when necessary—critical attention from the Congress.

Mr. ORIOL. This hearing is now adjourned, with the thanks once again to everyone for helping.

(Whereupon, at 3:40 p.m., the subcommittee adjourned, subject to the call of the chair.)

APPENDIX

Letters and statements appearing in this appendix respond to letters sent by Senator Edward M. Kennedy, subcommittee chairman; and Senator Harrison A. Williams, Jr., chief sponsor of S. 276 and chairman of the Senate Special Committee on Aging, prior to hearings on that bill. Replies were received from national organizations, directors of Foster Grandparent programs, directors of State agencies on aging, and others.

STATE COMMISSION ON AGING,
Atlanta, Ga., August 10, 1967.

DEAR SENATOR WILLIAMS: In response to your July 26th letter to Dr. John T. Mauldin, Chairman, George Commission on Aging, may I first advise that Dr. Mauldin has resigned as Chairman and has been replaced by Mr. Hug Gaston, Albany, Georgia. Please direct future correspondence to Mr. Gaston or to me at the Commission office address as you now carry it.

Since there will not be a meeting of the Commission prior to the scheduled dates for hearings on S. 276, the Older Americans Community Service Program, comments and reports reflected here will be those of staff members. I have no question but that members of the Commission would be in accord with our comments. I am including comments and information on the two listed items in your letter and attaching a list of Title III projects with volunteer service components. This will include a description of each, but I will not be able to secure comments from the grantees in time to include them.

Item No. 1. How the bill could be of service in our State

The changes you have made in the bill appear to strengthen it, from our point of view. The title change, alone, carries considerable significance in that it emphasizes "community service" rather than an organized "National Corps" for services. An important element of the bill is the provision for participation without regard to economic status. The would open the door to many middle or upper income retired persons who may be willing and able to contribute their skills and interests with or without remuneration. In this sense, the Older Americans Act plan would serve purposes beyond those of the Office of Economic Opportunity but without excluding participants below the so-called poverty level.

Another advantage is that service needs of a community would be a determining factor in developing a program rather than primary emphasis on employment of people for essential income. The former need not minimize the latter purpose but would, in our opinion, add a degree of dignity which is most important to a majority of retired people.

The potentials of this proposed program could strengthen many of our Title III projects and offer opportunities to many more local communities where Title III funds cannot be offered or utilized because of shortage of grant funds or inability to provide matching resources.

The State Commission on Aging, which was designed by the Governor and authorized by the Secretary, Department of Health, Education, and Welfare, to administer provisions of Title III, is prepared to add the proposed new program to its present work load if administrative funds are adequate. In so doing, it would consider the added program an asset in the efforts of this agency to meet community needs and the human and economic needs of its older citizens.

Perhaps the only negative note we have to offer is that the rather limited funds requested for the first and second years would restrict the Administration on Aging and State agencies in demonstrating values of such a program in many locations. This comment should not be construed as a criticism but rather as an indication of interest in adding this new element to the many resources now offered through The Older Americans Act.

Item No. 2. Suggestions for making it more directly helpful to the Georgia program

1. Interpretation of the Bill to more clearly identify—

(*a*) Administrative and supervisory responsibility of the program by the designated State agency; would this include approval and funding authority of sponsor proposals in the same sense that Title III projects are administered?

(*b*) Whether or not funds for administrative purposes, on State and community-sponsor levels, as well as for programs, per se, are to be provided.

(*c*) Relationships to existing and potential Title III projects—separate and apart or supplemental to? Would there be a question of matching federal funds if Title III grantee became a program applicant?

The attached listing of Title III projects will give examples of volunteer service components which relate somewhat to the listed service needs described in your Floor Statement. They may also imply expansion of current services and opportunities for added ones if adequate funds were available through new funding sources.

Of prime importance to us at this time, however, are the many program potentials beyond Title III project communities where existing public or voluntary organizations would be interested in sponsoring some type of service to involve and benefit older persons within the province of this new program.

Our interest and support are with you and your excellent Committee on Aging as you continue to explore and develop new and needed legislative resources.

Sincerely,

Mrs. Elsie C. Alvis,
Executive Director.

Title III Projects With Volunteer Service Components—Georgia

1. *Savannah-Chatham County (Senior Citizens), Inc.*—This project provides multi-services in many areas for a large number of older residents. Two recent ones made possible through Title III funding are a Volunteer Friendly Visiting Service and a Meals on Wheels program.

The former utilizes the services of from 35 to 40 visitors, with a goal of 4,320 visits per year to shut-ins and nursing homes. An incentive to recruitment of visitors, with special emphasis on older and retired persons, is the payment of $1.00 per visit to compensate for transportation and cost of meals. A few of the "visitors" have chosen to continue without this reimbursement but the majority have accepted it, especially those with limited incomes.

The "Meals on Wheels" program utilizes the services of an average of eight volunteers for delivery of meals three times per week each to a current maximum of 40 recipients. This program is new and is really going through a testing period prior to any effort to expand it. The drivers are paid 35 cents per delivery stop to partially reimburse them for travel cost. A few are from the older driver group who have cars for such usage. An expanded program might well involve more retired drivers.

2. *Conferences of Retired Professionals and Executives, University of Georgia, Sponsor.*—This Title III one-year project has made it possible to bring together approximately 100 retired people in the designated categories in three conference settings to explore problems of retirees; to determine interests in updating knowledge and skills; and to consider activities now open (or could be opened) to retired persons which could include jobs for pay, volunteer assignments or individual pursuits for which some intellectual discipline is required.

The results so far indicate that retirees on top levels have involved themselves in "activities" which range from merely keeping busy to continuing to pursue volunteer or part-paid careers in fields related to their former professions and interests or in new directions. The majority of those who attended the conferences indicated a desire to become involved in worthwhile community services, and to continue participation in meetings with their peers. In one North Georgia community, the conference group has organized itself into a "Community Achievement Council" with specific objectives for community betterment.

Other conferees are continuing in volunteer roles in furthering the purpose of the Title III project. Three key leaders are being paid a nominal fee, from project funds, for their help in promoting and conducting the conferences.

3. *Albany-Dougherty County Council on Aging.*—This Title III project is now in its second year with encouraging elements of volunteer participation and part-time employment of a retired office assistant. Functioning primarily as an Information and Referral Center, the program was slanted more toward provision of service to older citizens, and it is now involved in recruiting and placing "patient sitters" for the local hospital. An informal employment service is also offered for placing part-time older workers on appropriate jobs. There is need to expand their limited Volunteer Friendly Visiting Service to include older visitors if an incentive of partial compensation could be offered.

4. *Carroll County Older Citizens Committee.*—This Title III project, now in its second year, has moved steadily into Services and opportunities for older citizen participation. The Central Committee has strong representation of older people and subcommittees in the majority of the 30 "Communities" within the county are comprised largely of older people, both Negro and white. They have

conducted a visitation and survey of several hundred older residents to explain the purposes of the project and identify interests and needs of the aging and plan and participate in neighborhood and church, social and educational events on a continuing basis.

Recently the Committee has acquired a Center for a wide range of programs and activities. Information and Referral Service, an employment service in cooperation with the local Labor Department Employment Office, a volunteer transportation corps comprised largely of older drivers and other related services are functioning and growing. The office assistant is a retired teacher who gives full-time but is paid for part-time.

5. *Athens Community Council on Aging.*—This Title III project was officially started on May 1, 1967, as a three-year project in a multi-county region. Their plans provide for older volunteer participation on Council level; on sub-committees in contiguous counties (as they are organized) and in multi-service programs. Experience in Medicare Alert has identified many older leaders, as well a service needs, to a marked degree. An ongoing Volunteer Friendly Visiting program, originally sponsored by churches, has been identified with Council responsibilities. It is too early to assess and identify all the potential volunteer elements of this project other than to say they are practically unlimited.

6. *Golden Age Employment Service (Atlanta Section, National Council of Jewish Women).*—This three-year Title III project provides free employment counseling and placement for men and women in the 50-year-and-above age range. With the exception of a limited paid staff, it is administered and operated by volunteers. This component includes interviewers, an on-the-job planning and policy committee and Employer Contact Committee with a membership of both retired and active business and professional men. The agency is equipped to expand its volunteer component into new and untried areas as opportunities arise.

7. *Senior Citizens Services of the Metropolitan Area.*—This multi-service agency is only partially funded through a Title III grant and this portion relates to expansion and development of services in the five-county area, primarily the less urbanized sections. Other responsibilities of the agency relate to supervision of multi-service centers in public housing high-rise apartments where volunteers and part-time paid older people are involved to a considerable degree. The agency also supervises the Foster Grandparent Program which employs from 35 to 40 older workers on a part-time basis. As new services and programs are developed, the "Volunteer" element and involvement of older persons will be increased.

8. Title III Projects in Alma-Bacon County and Columbus-Muscogee County are so recently approved that no attempt will be made to report on them; however, both have volunteer element potentials which will be emphasized as programs are developed.

THE UNITED FUND 67,
Miami, Fla., August 21, 1967.

DEAR SENATOR KENNEDY: We wish to acknowledge receipt of your letter relative to Senate Bill S276 (The Older American Community Service Program).

We of course reaffirm our original views relative to the urgent need for legislation such as proposed by S276. However, we would like to make you mindful of the hardships already imposed upon local communities by the 20 percent matching requirement of the Poverty Program.

Thank you for the opportunity to submit our views and we extend our best wishes to your endeavor.

Cordially,

WILLIAM ARAMONY,
Executive Vice President.

AMERICAN PSYCHIATRIC ASSOCIATION,
Washington, D.C., August 7, 1967.

Re S. 276.
Hon. EDWARD M. KENNEDY,
Chairman, Special Subcommittee on Aging,
U.S. Senate, Washington, D.C.

DEAR SENATOR KENNEDY: The American Psychiatric Association reaffirms its support of the principle of providing gainful employment for persons over the

age of 65 to help maintain an active purpose in life. Those without purpose and goals often withdraw into themselves and disengage, causing disturbances to both physical and mental health.

Sincerely yours,

WALTER E. BARTON, M.D.,
Medical Director.

GOVERNMENT OF THE VIRGIN ISLANDS OF THE UNITED STATES,
INSULAR DEPARTMENT OF SOCIAL WELFARE,
Charlotte Amalie, St. Thomas, V.I., August 10, 1967.

DEAR SENATOR WILLIAMS: This is in reply to your letter of July 26, 1967 on S. 276, the Older Americans Community Service Program.

Our Department of Social Welfare operates two custodial care homes for the elderly and two residential shelters. One each is located on St. Croix and on St. Thomas. Each of the custodial care homes provides infirmary care which is now being expanded to provide Nursing Home Care to persons eligible for such care under Title XIX—Medicaid.

We are planning with the Virgin Islands Housing Authority for construction of an aided self-care Home for the Elderly and hope to begin construction of this project in the near future.

It is our aim to bring services to all of these facilities, such as health clinics, group activities, club programs, etc. S. 276 could help greatly in assisting to finance projects, provide staff including older Americans and train leaders for the various activities and programs.

The Virgin Islands populations is estimated to be 50,870. Approximately 6,000 are over 60 years of age (2,200 between 60–65 years; 3,800, 65 and over). The Commission on Aging is being recognized and will be responsible for developing and initiating projects to benefit the elderly. It will recommend programs and projects to public agencies and initiate legislation to improve conditions, assist, and enrich the lives, of our eldery citizens. Our Department is greatly interested in the programs envisioned in S. 276 for they parallel in many ways ideas we are trying to find ways of financing.

S. 276 will be of service of the Virgin Islands by enabling us to select, train, and pay older citizens to give leadership to services and programs needed but not now available. Many of the elderly people with whom we work have expressed interest in sewing, arts, crafts, gardening, and painting. Some are interested in children and could be helpful in our Day Care program. Some could be good daytime foster parents to young children of working mothers. These community programs enrich the lives of the elderly participants as well as the children with whom they work.

The Virgin Islands strongly favors this legislation and we hope that it will be approved by the Congress. The programs made possible by this bill will amply demonstrate the many ways in which the elderly can remain, or become even more productive, in the main stream of life.

Sincerely,

MACON M. BERRYMAN,
ACSW; *Commissioner.*

AMERICAN FEDERATION OF LABOR & CONGRESS
OF INDUSTRIAL ORGANIZATIONS,
Washington, D.C., August 17, 1967.

Hon. EDWARD M. KENNEDY,
United States Senate,
Washington, D.C.

DEAR SENATOR KENNEDY: Thank you for your letter of August 7, 1967, requesting our views on Senate Bill, S. 276 to establish an Older Americans Community Services Program.

The AFL–CIO testimony given to the Special Senate Subcommittee on Aging last year generally reflects our viewpoint on this legislation. Though I note with satisfaction that S. 276 increases substantially the $2,000,000 appropriation authorized in the bill of last year, the $9,000,000 for fiscal 1967 and the $15,000,000 for fiscal 1968 are still inadequate.

In general, the AFL–CIO wholeheartedly supports this kind of legislation, but I would like to reemphasize some of our concerns:

The minimum age for participation in the program should be 55 instead of 60.

Provision should be made so that local community initiative can be tapped even though there is disinterest at the state level. A large number of states do not have participating state agencies under the terms of the Older Americans Act of 1965.

Prevailing rates should be substituted (where higher than the federal minimum) for the requirement in the bill of "appropriate and reasonable" pay.

Though there are protections against displacement of the regular labor force, provision should also be made so that there is no reduction in normal new hiring of regular employees as a result of the program.

There should be a National Advisory Committee to make recommendations concerning effective implementation of the program.

With these modifications, the AFL–CIO would unqualifiedly support the establishment of a Senior Citizen Service Corps.

The number of retired persons and their life expectancy have been increasing and will continue to increase in the future. The time will soon arrive when the average person will spend nearly as much time in retirement as he does in working. It is imperative that the reservoir of talent represented by this growing group of elderly people not be lost to our nation. Please be assured that the AFL–CIO will render every assistance to your efforts to utilize the skills of our senior citizens and to create a more significant way of life for them.[1]

Sincerely yours,

ANDREW J. BIEMILLER,
Director, Department of Legislation.

STATE OF COLORADO,
DEPARTMENT OF PUBLIC WELFARE,
Denver, Colo., August 16, 1967.

DEAR SENATOR WILLIAMS: I am delighted to know that you have re-introduced your bill of last year known as the Senior Service Corps bill.

It is estimated that there are nearly 250,000 people in the State of Colorado over the age of 60. Many of these people are living on reduced incomes as a result of early retirement, forced or otherwise, and replacement by automation. There are 40,000 Coloradoans receiving the Old Age Pension which, though one of the most liberal in the country ($121 a month now—going to $122 a month shortly), is still below the national poverty level. In addition, there are many other thousands who are receiving Social Security benefits which are only slightly more than the Old Age Pension.

The Metropolitan Council for Community Service in cooperation with the Graduate School of Social Work of the University of Denver recently completed a survey of the over 65 population in the Capitol Hill section of Denver. Twenty per cent of the respondents in this survey stated they would like to work either full time or part time. Fifteen per cent of the respondents indicated they would be willing to volunteer their services on worthwhile projects. Figuring a high degree of overlapping, it probably is safe to say that one out of every four persons over 65 would, if given the opportunity, be willing to work on a volunteer or part-time paid employment basis. When you add to these those older people who are in the 60 to 64 age group, you arrive at a tremendous potential for programs of employment.

I am taking the liberty of enclosing a memorandum from my staff to the Administration on Aging. This covers many of the areas raised in your letter. Demographic studies show Colorado with some counties where there is only one older person for every 56 square miles, to the other extreme of the metropolitan center where there are over 30,000 in a 50 square mile area. We have found older people living in the heart of the city can be just as lonely and isolated as the person living in a cabin on a mountain meadow.

It is not necessary for us to repeat all of the needs of older people in this state. They are in most cases identical with those of their counterparts throughout the country. In order to meet some of these needs we are establishing meals-on-wheels programs, transportation services, information and referral services,

[1] Statement from Walter P. Reuther, president, UAW, p. 317.

telephone reassurance services, friendly visitors, and multi-purpose senior centers. In those areas where we have been able to establish a center program, we are endeavoring to make these the focal point for all senior activities. In all of these programs we are relying extensively on seniors to volunteer their services to work with and assist other seniors in improving their latter years. We find no difference in senior volunteers from other age level volunteers. It takes an extremely interested and dedicated person to continue to volunteer services for two or three hours a day, five days a week, for an indefinite time period. After the first excitement has worn off, we find they frequently lose interest and are more and more hesitant to continue their activities on a volunteer basis. The result is that program and activity directors find themselves relying more and more on less and less people to provide the services necessary to improve conditions for older people.

If, however, funds can be made available through a proposal such as your Older Americans Community Service Program, then I think we can be assured of continued interest on the part of the older persons involved in providing the services. In most cases the older people we have talked to are not interested in 40-hour-a-week jobs.

More demands are generated every day for the United Way dollar and it appears that there are just not enough voluntary dollars to meet all of the current needs. To develop such a program as you envision will not only help older persons and those agencies providing services to them, but will assist other private agencies by minimizing the drain on their resources.

You also requested information about the Adams County Technical Investigation of Need (ACTION) and the Metropolitan Council for Community Service (SASO) projects. Both of these projects used older people to elicit information about their needs and desires, and the ability of older people to be of service to the community. I am informed by my staff that you have received the preliminary report on the SASO project. Final reports on the ACTION program and the SASO project will be forwarded to you as soon as they are received in our office. This should be within the next 30 days. I am enclosing abstracts of both of these projects for your information. I regret that because of vacation schedules I have not been able to get comments from the sponsors of these projects or of the possible usefulness of S. 276 to their purposes. I am sure they would concur in our belief that it would not have been possible for these projects to have been as successful as they have without using older persons to establish the raport and to gain entry to the respondents' homes. I am also enclosing an article from the Grand Junction Sentinal relative to a part-time work program in Mesa County. This may be of interest to you. We are establishing under a State Grant system a senior center to coordinate this and other activities in that county.

Those of us working with older people in Colorado are in complete accord with the purposes of your proposed legislation. If there is any way in which we may be of further assistance to you, please let me know.

Very truly yours,

CHARLINE J. BIRKINS, *Director.*

THE STATE OF IOWA, COMMISSION ON THE AGING.
Eagle Grove, Iowa, August 8, 1967.

DEAR SENATOR WILLIAMS: This acknowledges your letter of July 26th, with reference to Senate File 276, known as the Older Americans Community Service Program, in which you ask for comment on the bill.

All comment must take into consideration the education and experience of the individual who is making the comment and in order to have a better acquaintance with the writer, let me say that I am a lawyer by profession and served as local prosecuting attorney, was a member of the State Legislature and subsequently was Lieutenant Governor and Governor of the State of Iowa. I am also currently a member of the National Board of Hospitals and Homes of the Methodist Church which has supervision over all of the church related hospitals and homes. I am trustee and legal counsel for several homes.

I would first like to express my general approval of the proposed legislation and its objectives. It seems to me that it is an economic waste even this wealthy nation cannot afford, to throw upon the scrap heap the talents of millions of

mature men and women merely because they have reached a certain age in life, without taking into consideration their training and their ability to make a further contribution to the general welfare of the nation.

Whether this law is a good law or a poor one depends primarily upon what its principal objective is. If its proncipal objective is to provide an organization and leadership through which the talents of senior citizens can be utilized for the benefit of various governmental and non-profit organizations and through these organizations, benefit society as a whole, it will be a very good investment indeed.

If, however, its principal objective is to supplement the income of retired persons or if, through poor administration, it is used in this way, then it would turn out to be a pork barrel project wasting the funds that might better be used in other ways.

Senior citizens in many ways are no different than any other age segment of our population. A portion of these people have worked solely out of economic necessity and the moment that an opportunity arises where they can provide for the basic physical needs of their lives without working, the opportunity is seized without hesitation. There are other people who like to work and who get great satisfaction out of doing a job well and particularly need the knowledge that they have been able to render service which is needed and appreciated.

When we start considering the people who are retired, one of the things that comes to my mind is that there are two rather distinct groups. The first group is composed of those who have had the advantage of professional training or are those who, because of natural aptitude and desire, have succeeded in executive positions in places of business and government. In other words, the white collared retired person. There is a second group who during most of the period of their mature lives, have been employed persons making a livelihood in positions which do not require a great deal of initiative.

Among the first group are retired doctors, lawyers, dentists, teachers, ministers, nurses and business executives. Because of the work they are trained to do involves, primarily, mental qualifications as opposed to physical ability, these people generally have a good ten years of productive capacity left after they reach 65 years of age. There is no organized porgram at either the State or Federal level with which I am familiar that makes use of these talents.

The second group of people who have depended to a larger degree upon their physical skill than upon their mental attainments in order to earn a livelihood, will have a higher proportion of persons whose physical vigor has so declined by the time they have reached the age of 65 that they are no longer able to perform satisfactorily the vocation to which they are accustomed. These people are frequently those who have not accumulated a reserve and whose social security or pension will be too small to adequately meet their basic needs during their retirement period.

My current information is that there is a present trend on the part of both industry and in hospitals and homes across the country, to discharge or at least not employ these retired persons because of their failing strength which makes it impossible for them to return to a full eight hour day performance that is equal to that which is expected of other employees. One of the principal causes of this situation is the minimum wage law and this is particularly true as it applies to those who are employed in nursing homes and hospitals throughout the country.

I note that Section 604 provides that individuals providing their services under the proposed act would not be subject to the provisions of laws relating to federal employment including those relating to hours of work, rates of compensation, etc. I would recommend that this paragraph be amended to provide in substance, that individuals providing their services under this Act, would not be covered by the minimum wage and hour law. I could go further into detail in connection with this matter if it were desirable to do so. I note also the provisions of paragraph 8 of Section 603, that the program is closely coordinated, wherever appropriate, with the programs of the Department of Labor and the Office of Economic Opportunity. Most people in the Department of Labor are not oriented to the problem of aging and generally speaking, I feel that many of their ideas and recommendations would not be applicable to this kind of program and therefore the wording "closely coordinated with" does not strike a responsive cord in my thinking.

With reference to the Office of Economic Opportunity, I am sure that you are aware of the fact that this office and its programs are under public scrutiny at

this time and I would feel that the reference to the Office of Economic Opportunity in this Act, was a liability rather than an asset so far as its being generally accepted by the Congress or by the public in general.

The nursing home is a new development in our social order and among our health institutions which is not too well understood and is not fully accepted by the public generally. Programs for the aged are just in their infancy and it will be difficult to find in every state, experienced people who will provide necessary and effective leadership to make the program proposed by this bill, work.

It has been my observation in studying a number of these programs, that the tendency has been that when one of these new programs has been passed by Congress, the pressure has been put on by the administrative agency in charge of the program in Washington to get the funds allocated forthwith, failing in some instances to take the time to see that the funds were being allocated to really worthwhile programs that would accomplish the true objective of the Act.

There is substantial criticism, particularly of the administration of the Office of Economic Opportunity, that too much money is being spent for administrative salaries and that too little is being used directly to meet the needs of the underprivileged. This same thing will develop in the proposed program unless care is taken to avoid it.

I need not tell you, Senator, that you can put all of the fine words in the world into a bill, but in the last analysis, whether a law really accomplishes the purpose for which it is intended, depends to a very high degree upon the vision and integrity of those who are charged with the administration of the law.

Generally speaking, the purpose of the law is directed toward meeting a very real need that exists in our social order today and because of this fact, I would generally approve of the purpose of the bill.

I would suggest the addition of a paragraph to the bill stating in effect, "that its purpose is to provide an organization through which the talents of senior citizens can be coordinated for the general public good and that the funds shall not be used primarily to supplement the income of retired persons."

Very truly yours,

ROBERT D. BLUE, *Chairman.*

GENERAL BOARD OF CHRISTIAN SOCIAL CONCERNS
OF THE METHODIST CHURCH,
DIVISION OF ALCOHOL PROBLEMS AND GENERAL WELFARE,
Washington, D.C., August 16, 1967.

DEAR SENATOR KENNEDY: In behalf of the General Board of Christian Social Concerns of The Methodist Church through its Division of Alcohol Problems and General Welfare, I would like to reaffirm the earlier communication directed to the committee by Mr. Richard Edgar.

From this office's experience in sponsoring Project Misdemeanant, we have been able to appreciate the tremendous contribution that senior citizens can make through volunteer programs in the community. Retired citizens have the potential of making vast contributions to the betterment of our society through the application of their experience. Not only do they have the great potential of service to the community, but through such service they have found their "official retirement" years to be filled with vibrant living.

The General Board of Christian Social Concerns of The Methodist Church supports the provisions of S. 276 and recommends to the committee, as well as to the whole Senate, favorable action.

Respectfully submitted.

H. LEONARD BOCHE,
Director, Department of Social Welfare.

HELPING THE OLDER PERSON TO FUNCTION IN EFFECTIVE COMMUNITY ROLES

(Statement by Sol Boskind, executive director, Age Center of Worcester Area, Inc., Worcester, Mass.

The Age Center of Worcester Area, Inc. is devoted to serving the aging. This means that our Board and Staff know that being wanted—being useful and being needed, are basic human necessities that become more acute as people grow older.

Understanding of this led to the creation of our agency and then to the development of various programs.

One of our most significant services is called the Senior Service Corps. For this program we recruit the recently retired wage earner and housewife for volunteer work in one or more of our thirty-five Health, Welfare and Social Agences and Institutions.

This sounds simple. However, in order for us to provide an effective program we have found that it is necessary to develop a well defined organization.

What follows is a description of the Senior Service Corps project initiated in February of 1964 by the Age Center of Worcester and the Worcester Section of the National Council of Jewish Women. It portrays the background and setting, defines the objectives, describes the organization and shares some of the experiences of our volunteers.

BACKGROUND

The first formal national recommendation for the development of volunteer programs for retired older people was contained in the reports of the White House Conference on Aging in 1960. In January 1963, the National Council of Jewish Women decided to explore the feasibility of this recommendation by initiating pilot programs in fifteen defferent cities through local sections of the Council. The Worcester section indicated its interest. This was at the same time that the Age Center received its charter. An agreement was evolved between the Age Center and the Worcester Section of the Council to co-sponsor a Senior Service Volunteer Corps. The National Council of Jewish Women selected Worcester as one of the 15 cities to test the program, and the local section contributed $400 toward its financing. Within two years, the Diocesan Council of Catholic Women and the League of Protestant Church Women had become co-operators of the program.

SETTING

The Worcester Age Center is a voluntary private nonprofit central agency focussing on providing a variety of needed services to the older people in our community. Its facilities are located on the ground floor of a new Y.W.C.A. building in the downtown area of Worcester.

Worcester area is a highly industrialized stable community with a population in excess of 200,000, containing over 35,000 people 65 and over. The City of Worcester is rich with older people, 16½ percent of the total population against a National average of 9½ percent.

In addition to the Senior Service Corps, our agency provides an Information and Referral Service; a Friendly Visitors Training Program; a Gift Shop (all items handcrafted by older persons); some recreational and educational activities; and a lounge for television, reading, playing cards or just resting.

It sponsors and staffs an Inter-Club Council (composed of representative from forty-four Senior Citizen Golden Age Clubs in the area) and co-sponsors a Senior Citizens Hobby Show and an Annual all-day conference on Aging. We have just concluded a three year project supported by the Gerontology Branch of the United States Public Health Service providing skilled consultant services and training programs to Nursing Homes and Homes for the Aged.

OBJECTIVES

The *original* board goals of the Voluteer Corps were—

(1) To provide opportunities for the retired worker and others to remain or become active in the mainstream of community life.

(2) To contribute to the effectiveness of community resources by providing needed volunteer services to Health, Welfare, Social, Education, and the Cultural agencies.

(3) To focus community attention on the human resources available in the older segment of the population.

Recently we have added a number of new objective as follows:

(4) To provide opportunities for the retired worker to receive recognition for continued service to the community in which he lives.

(5) To share with younger generations the talent, wisdom, and experience of older people and so transmit cultural values.

(6) To enable the older person to have an opportunity to continue to grow and learn through new experiences.

(7) To demonstrate to other community agencies the value of older volunteers in order to increase service by such agencies.

(8) To train the volunteer in understanding of the commuunity and for specific volunteer jobs.

(9) To evaluate effectiveness of Age Center's methods in conduct of volunteers programs.

ORGANIZATION

The organization created to meet these objectives includes a number of lay committees under the direction of the Age Center staff. A brief summary of these committees and their functions will most quickly describe how the service is conducted.

1. An *Advisory Committee* is composed of representatives of high level Community leaders. It meets rarely. However, members receive all reports and correspondence and individual members of the committee are called upon from time to time for advice, guidance, and their endorsement.

2. A *Steering Committee* includes working representatives from the sponsoring groups. The Age Center Board, the Worcester section—Council of Jewish Women, the Diocesan Council of Catholic Women, and the League of Protestant Church Women, and in addition selected Senior Service Corps members and the chairmen of all sub-committees. It meets about once a month, and has the overall responsibilty for coordinating and carrying on all aspects of the service. It does this through a network of sub-committees. These are as follows:

(*a*) A *survey committee* which locates and identifies volunteer jobs. During the initial phase of the service members of the committee personally visited thirty-five agencies and institutions in the area and in addition to locating volunteer jobs, they had to determine whether or not older people would really be welcome and whether or not there would be adequate supervision and in-service training for them.

(*b*) A *Recruitment Committee* in addition to conducting two major recruitment campaigns each year is constantly in search of potential volunteers—members speak to church groups, service organizations and Golden Age Clubs. They scan newspapers for announcements of retirements and maintain contact with personnel managers.

(*c*) A *Publicty Committee* prepared our attractive brochure. Members also write releases for the local newspapers and prepare and record spot announcements for the radio.

(*d*) An *Orientation and Training Committee* plans the initial group orientation program for new recruits. With the recent addition of a training objective for the program they will now also be responsible for development this aspect of the service by utilizing such community resources as the David Hale Fanning Trade High School for Girls and the staffs of local Health, Education, and Welfare Agencies.

This Committee is also responsible for the conduct of a regular monthly meeting of the working volunteers. We have found this technique most effective in maintaining on-going affiliation and communication. The volunteer through this actually has the opportunity to share experiences, and verbalize problems.

STAFF

The major factor in the success of most programs is the staff. We are fortunate in having a well experienced Medical Social Worker, Miss Ann Power, who serves as the Center's Assistant Director. She coordinates this service with other activities of the Agency. A major responsibility is what I call the "Care and Feeding" of the committees. The key to the effectiveness of this program is the placement of volunteers. Miss Power screens all recruits and tries to match the placement with the skill and personality of each one. If there is a question as to whether the recruit can function effectively the assignment is made to our own agency. (This is in addition to those who are assigned to the Age Center as regular working volunteers.) This provides us with the opportunity to observe and help the volunteer in actual practice and paves the way for a successful placement at a later time.

Miss Power also maintains contact with the professional staffs of the various agencies and with supervisors of volunteers.

Experience has taught us to avoid certain kinds of placements. For example, we feel that working in the Coffee Shop of a hospital offers too many hazards. We try not to place anyone in a volunteer job where they are working along side someone getting paid for the same job. Also, one of the most frequent requests for volunteers is for someone to address, fold and stuff envelopes for special mailings. We resist this kind of placement because it usually is job-centered rather than person-centered and does not meet our objective of providing an *on-going* meaningful experience. However, to meet this community need we have organized a team of ten volunteers who we send to an agency as a group for no more than a few days at a time. When we do this we ask the agency to give credit in their publications to the Senior Service Corps of the Age Center.

* * *

We recently have been awarded a grant under Title III of the Older Americans Act to expand our volunteer program. Under terms of the grant we will intensify Orientation and Training. A unique feature of the grant is the provision for transportation expenses for the Volunteer. The sixty-cent, round trip bus fare in Worcester, is a deterent to many who want to help but are on limited incomes.

The grant will also provide us with the opportunity to study the program's effectiveness. Hopefully, we will be able to answer a series of questions that will prove not only helpful to our agency but to others who wish to duplicate the program.

For example, we would like to know—

(*a*) How effective are the recruitment techniques?

(*b*) To what extent does the program engender in the volunteer the feeling of being needed?

(*c*) To what extent does the volunteer as a result of his or her participation remain or become active in community life?

(*d*) How effective is the volunteer in carrying out the objectives of the agency to which he or she is assigned?

(*e*) Is it possible to place a dollar value on the services rendered by volunteers?

(*f*) Does the program have any impact upon the image of the older American as a useful and contributing person to the community?

(*g*) What are the conditions influencing the volunteer's effectiveness?

(*h*) Is it necessary to change the volunteer's job—if so, with what frequency and for what reason?

While the organization of the program I have just related is informative and I hope helpful to any who would want to benefit by our experiences the entire program is worthless unless it produces meaningful *human* experiences.

During the past three years we have recruited one hundred seventy-eight volunteers of which we placed one hundred forty-nine. Today we have one hundred twenty-one actively engaged in giving volunteer service. They work in such places as five Hospitals, the Rehabilitation Center, Nursing Homes and Homes for the Aged, Red Cross, the Girls' Club, Neighborhood Centers, the Visiting Nurse Association, the Age Center, and many others. They perform such tasks as wheeling patients, leading community singing, teaching sewing, driving for, and reading to the blind, showing slides and running movie projectors, giving instructions on the use of prosthesis, helping with visitor control, typing, filing, collating resource material, teaching remedial reading, etc. A few interesting examples follow:

In the evening paper, there appeared the announcement that Al Barry, 66 years old and Charlie O'Neil, 67, were to be retired from the Post Office as mail carriers after twenty-five years. One of our committee members called and invited them to participate. "There's nothing that we can do—we have no skills" was the initial reply. After persistent urging, they were picked up and brought to an orientation luncheon for potential volunteers.

Subsequently, they were assigned to the Worcester City Hospital where they were invited to wheel patients from the Wards to the Physical Therapy Treatment quarters. They worked from 10:00 a.m. to 2:00 p.m. one day a week. The need for their service was so clearly visible and their enjoyment in being useful so dramatic, that they increased their volunteer service to five days per week.

* * *

Mr. Steele, 73, is a retired salesman. He speaks seven Eastern European languages. He sees eight to ten patients a week at the Worcester State Hos-

pital for the Mentally Ill, all of whom have difficulty with the English language and several who have been totally withdrawn. One patient uttered her first intelligible words in thirty years after Mr. Steele spoke to her in her native language. This volunteer's service has been crucial to both the medical and social work staff in developing new treatment plans for patients with whom communication is now possible.

* * *

The Worcester Rehabilitation Center trains clients in the use of prosthesis. Mr. Crane an amputee recruited by our program and assigned there, attends regularly to demonstrate the use of a leg prothesis.

* * *

Mrs. Thomas, the retired Dean of a Secretarial School, reads professional literature not available in Braille to the blind Director of one of our agencies who is completing work for a Ph. D.

* * *

A retired Psychology Professor, Mrs. Larry, 72, plays the piano and leads group singing at five different institutions weekly. When assigned to the Home for Jewish Aged, she prepared herself by learning Jewish Folk Songs. The State Hospital Ward didn't have a piano, so she bought a second hand one and got the hospital staff to move it. Subsequently, she got a paying job in a Nursing Home in charge of recreation.

* * *

These are just a few of the examples that demonstrate the utilization of a great untapped reservoir of human resources. All too often the impact of a service is not revealed in its title. However, the Senior Service Corps, when described in terms of individual people, provides dramatic evidence of value and effectiveness.

In conclusion may I read a letter written to the chairman of the Corps which I believe sums up how many of our Older Americans feel and to a great extent really justifies the program.

"DEAR MADAM: I wish to offer myself to fill one of those one hundred jobs mentioned in last night's Gazette. I am a retired Railroad Agent and Train Dispatcher, in perfect health. The last time I was really sick was at the age of seven when I suffered from pleurisy. I do not smoke, drink or run about with disorderly women. I am married the second time and am the father of seven children.

"After I was pensioned, my wife and I operated a general store for over five years, but that was over three years ago. I was 74 last Christmas day, but I haven't started to deteriorate in body to any great extent.

"The most awful job that I have ever had is what I am, and have been doing, for the past three years,—and *that is sitting in a chair, reading papers and books, taking short walks, going to bed and getting up the next morning and repeating the same routine day in and day out. Retirement is for those who want to die.*

"Respectfully yours,

JOHN BOLTON."

FAMILY SERVICE AGENCY OF SAN FRANCISCO,
San Francisco, Calif., August 18, 1967.

DEAR SENATOR WILLIAMS: Your letter of July 26 addressed to Mr. Schussel was referred to me as Mr. Schussel is no longer with the Foster Grandparent Project. Regretfully, I was on vacation when the letter arrived, so am hoping the information will still be of some value to you.

The Family Service Agency of San Francisco highly endorses the Older Americans Community Service Program. It is gratifying that at last we have a bill that goes beyond meeting financial needs, and takes into consideration the needs of a large segment of the elderly population who are only seeking meaningful activity, or a combination of the two. This agency, in sponsoring both the Foster Grandparent Project and Project 60, has been faced many, many times with the frustrating experience of trying to refer for jobs those people who are living slightly above the poverty line.

Incidentally, Project 60 was a two-year research and demonstration project funded by Office of Manpower, Automation and Training, U.S. Department of

Labor, which concerned itself with determining need and developing jobs for persons over 60 years of age.

With the ever increasing elderly population and the rigid retirement barriers so frequently erected by employers, the role of community service must assume a more important place. People need people! If the bill you are proposing is passed and properly implemented by the local sponsoring agency, an older person could conceivably attain a similar degree of status in doing community service work as he achieved in a career job. It means the difference between the 72-year old person who said, "I get up in the morning with nothing to do and go to bed with it half done," and the 79-year old who said, "I feel like I have rejoined the human race—being a foster grandparent gives me a new reason for living."

On Project 60 we heard such comments as, "As an employee I was a valued worker; as a job seeker I am a poor investment." "I feel like a young person trapped in an old body."

People do indeed blossom when they feel needed. We have seen unbelievable changes, both physically and psychologically, take place in retired persons who have returned to work.

The possibilities for service activities are limitless, if one exercises a bit of imagination in trying to meet community needs. Not everyone can give direct service, so places need to be made for those who function better behind the scenes. Good screening and placement is needed to properly match person with activity.

In addition to the many ways which you suggested in your presentation to the Senate on January 12, 1967, we would see ourselves as considering them to give pre-retirement counseling courses, do job development for older persons, chair advisory committees, etc. Sensitive senior citizens could be used in some of our hospitals to assist medical staff with Hippies who are on drugs, etc. One hospital reports a disportionate amount of time is being spent on this group to the neglect of other cases. Relief is also desperately needed by the parents of mentally retarded and physically handicapped children so they might spend some time together and strengthen marital bonds. Rehabilitation workshops need grandparents to relate to handicapped persons over 16 years of age.

This agency proposed a project for foster grandparents to work with families of prisoners. This has not yet been funded. A copy of some of the preliminary thinking is enclosed. I am also sending several other papers which will show the scope of this agency's interest and activities on behalf of older persons.

Thank you for affording us this opportunity to share with you our thoughts and hopes for the implementation of the Older Americans Community Service Program Bill, S. 276. We wish you every success in getting it passed. This agency would certainly be interested in helping to implement the program.

Sincerely,

Mrs. Miriam Bostwick,
Director, Foster Grandparent Project.

The North Carolina Governor's Coordinating Council on Aging,
Department of Administration,
Raleigh, August 8, 1967.

Dear Senator Williams: Our Council is very interested and in favor of your bill S. 276, Older Americans Community Service Program.

Now is the time to utilize the talents of the Senior Citizen. The Senior Citizens do not want a "dole"; they want to contribute.

If the skills of the Senior Citizens are to be used, the employment practices must be restructured and the community environment made conducive. Special programs must be developed and special efforts initiated. The Senior Citizen does not get adequate attention and consideration under the typical program.

S. 276 could provide the means to give the needed push to efforts aimed at letting the Senior Citizen continue to contribute to the society they helped build, and to maintain their independence and dignity.

Sincerely,

J. Eddie Brown,
Executive Director.

SOUTH CAROLINA INTERAGENCY COUNCIL ON AGING,
Columbia, S.C., August 18, 1967.

DEAR SENATOR WILLIAMS: Our Legislative Committee has asked me to reply to your letter of July 26th addressed to our former Chairman, the Honorable J. P. Richards, relative to S. 276, the Older Americans Community Service Program.

We think that the plan outlined in S. 276 to utilize the talents and energies of older Americans in meaningful community service activities is a good one, and we commend you and the other Senators who introduced this legislation. We hope the Legislation will be enacted by the Congress, as we would very much like to have a Senior Service Corps established in South Carolina.

As an example of how such a Service Corps could be effective in our State, let me mention plans being made for a demonstration, pilot health project to be carried out in a five-county rural district in South Carolina. The plan, as discussed as a recent meeting with State and Federal Health Officials, calls for one individual and a secretary to coordinate health services in this five-county area. This individual would have to lean heavily on volunteers if he is to do his job effectively. It is my belief that many older citizens, especially if they are organized into a "Community Service Corps", could be most valuable to him.

"We are pleased to note that S. 276 calls for the National Community Senior Service Corps to be set up under the Commissioner of the Administration on Aging, with responsibility channeled down to the various States through the same State Agencies which have responsibility for implementing Title III of the Older Americans Act. Our Committee Members felt that it was especially important that this plan be followed, so that the Senior Service Corps can be coordinated with other programs for the elderly within each State.

We heartily endorse this Legislation to make life more meaningful for our older citizens by keeping them in the mainstream of day-to-day activities through participation in worthwhile service programs.

Yours very truly,

HARRY R. BRYAN, *Executive Director.*

UNIVERSITY OF CALIFORNIA EXTENSION,
Davis, Calif., August 8, 1967.

DEAR SENATOR WILLIAMS: I have read with great interest the text of the Senator Bill S. 276, designed to provide for a National Community Senior Service Corps and I can say in all candor that few legislative proposals in this field have exhibited greater statesmanship than the one you and your colleagues have drawn up.

As you know, we have, in this North Central Valley region of California, been engaged in a leadership training project designed to help some nine selected communities in this region develop, improve and coordinate activities and services for older people. In the course of the first year of this venture—which has been chiefly concerned with fact finding and identification of major community problems—the older people involved with us have been unusually effective and knowledgeable in getting the project launched. We would have achieved little without them. As we move into the second year of the project, we expect, through the establishment of local action committees, to see many more senior citizens at work on the problems they have helped identify: better housing, transportation for the elderly, community education.

We have been concerned, in our project, with the conditions facing older citizens in California's smaller communities. These communities are themselves, facing serious and not too well recognized problems in this age of urbanization. In our anxiety over the plight of our larger cities, we often forget that our smaller cities and towns are also in trouble, and that these contain an increasingly larger number of older people. And in these towns—preoccupied as they are with problems of school support, shrinking economic bases, and rising taxes—the accumulated wisdom, historical perspective professional and artistic talents of the many retired and older adults are too often being either lost or ignored. Your proposed Senior Service Corps bill should—as your testimony so gracefully puts it—match the desire to serve, that is so clearly present among so many older adults in small towns, with the opportunity to serve. Thus it will not only help many of the older people, with capacity to work on community service projects, but living

on modest pensions and caught in the vicious cost-of-living spiral that traps them more cruelly than any citizens; it will also be of inestimable help to their communities, also caught in the same spiral and sorely needing the many humane services the older people can supply.

In fact, I can say, without equivocation, that unless the work we are now undertaking in training for community leadership in this field is not supplemented by the kind of assistance proposed in the measure like the one you and your colleagues have proposed, we are not likely to see any real difference made in the quality of the lives of all too many older people in our towns and cities. It is, as you say, a very modest beginning, but without it, we will see only further deterioration of an already serious situation.

I earnestly hope the Congress gives it speedy passage.

Sincerely,

GLEN BURCH, *Director.*

LEADERSHIP OF THE PROPOSED NATIONAL COMMUNITY SENIOR CORPS

(By Robert N. Butler, M.D., research psychiatrist and gerontologist, Washington School of Psychiatry, Washington, D.C.)

Older retired people should be sought to lead the projected community service programs by their placement in key policy-making and administrative positions within the proposed National Community Senior Service Corps (as an amendment of the Older Americans Act of 1965). Such positions should be defined as they would be for anyone holding such critical posts irrespective of age. Selection should be rigorous, training in community organization and action should be provided, and salary and fringe benefits should be comparable to similar positions held by the non-retired. In short, the leadership of the National Community Senior Service Corps should not imply second-rate status. Nor should the general membership of the Corps become regared as "second-class" or as "cheap labor." It is essential that the Corps be a success and those conditions which will promote success are similar to those which operate in any organization comprising any other age group within the life cycle.

However, certain realities about old age must be taken into account and reference will be made to several of them, specifically the greater likelihood of physical disabilities, the expense of transportation, and anxiety about work in the poorer areas of our cities, especially at night. From our experience with the Forum for Professionals and Executives, sponsored through my organization, the Washington School of Psychiatry, all three of these factors have presented problems.

Solutions to these problems would be facilitated by the employment of younger persons who would act as "leg-men" in the most literal sense, when indicated. They could carry out errands, provide escorts, and the like. Although it would be unfortunate and incorrect to overestimate the extent of bodily disabilities and illnesses in the 65+ population (and many studies attest to the reliability and low-degrees of absenteeism of older workers), it would be equally unfortunate and incorrect to dismiss the issue. Despite the old Roman maxim, "A sound mind in a sound body," there are a great number of older people of first-rate mental competance with limiting arthritis, dyspnea, etc. Transportation expenses, which already impose a burden on the restricted pocketbooks of our elderly, should be included in the budgeting of the Corps.

I recommend that research be built into the Corps from its inception but not only to evaluate its effectiveness. The Corps offers a fine opportunity to acquire further knowledge about the nature and processes of behavior of people in the closing chapter of life. Examples: How do older people function in a variety of situations? What factors facilitate and what other factors impede the completion of specific tasks? What are the effects of participation in the mainstream of life upon the physical and mental health of the elderly?

The proposed Corps becomes of increasing importance daily. It suggests a salient solution to the finding of roles for our retired at a time when retirement is occurring earlier, occupying an expanding portion of the life cycle, and affecting an enlarging segment of our population.

From the perspectives of a psychiatrist and gerontologist the idea of the Corps is excellent. Our society must avail itself of the significant human resource represented by our retired elderly with their accumulated knowledge and experience. Simultaneously, the Corps provides our retired citizenry with

a later life of consummatory significance rather than period of "disengagement" and devaluation.

However, because the Corps is of such potential importance, it is essential that it be structured on the basis of the realities of aging. Education and training appropriate to specific tasks, provision of "leg-men", etc. are but several steps which must be taken to help make the Corps a viable and effective organization. And those older people with qualities of leadership are the obvious choice to lead the Corps toward achievement.

AUGUST 16, 1967.

STATE OF KANSAS,
KANSAS NEUROLOGICAL INSTITUTE,
Topeka, Kans., August 16, 1967.

DEAR MR. WILLIAMS: In response to your letter of July 26 concerning the present use and future usefulness of the talents and experience of our older Americans, excuse us if we sound more philosophical than factual. The reason I say this is that our program has been in operation only a few months. Nevertheless, we would like to relay on to you what we have noticed and observed and feel would be informative to you.

The Foster Grandparent Program here at the Kansas Neurological Institute operates in a four hundred bed hospital serving severely physically handicapped and profoundly retarded children. Dr. Remiz Demir, neurologist, commented the other day, "This program has been the most valuable involment in the lives of these children in a good many years". I feel, neither medicine nor the many forms of profesional therapy seem to stimulate as profound nor as major a move on the part of the children towards normality as does the work and presence of the Foster Grandparents.

Very candidly, we have noticed in two short months a great improvement in appearance, attitude and general involvement in the lives of both the Foster Grandparents and the children. I and the other staff personnel have noticed this almost magical change not by any long extensive study but just by daily contact and general observation of the Foster Grandparents—it is this obvious. We are employing thirty foster grandparents who in turn care for sixty children. Neither absenteeism nor tardiness ever begins to be a problem worth considering. Their role as Foster Grandparents, which engenders a special loyalty as parents, seems to preclude any static time table or job structure, and involves the Foster Grandparents mostly in the needs of the children—and just as important takes their mind off their own difficulties.

Briefly, the Foster Grandparents are providing something that neither the professional staff nor the institution as a whole could ever provide. The Foster Grandparents give the children a one to one relationship, a sense of belonging personnal care, deep seated loyalty and the kind of love (parental love) that is imperative for these children's improvement. Needless to say, we feel, the Foster Grandparents are filling a major service role.

The Foster Grandparents principle could be extended to any and every care type institution whether this institution existed because of behavioral problems medical or retardation. We have four hundred children in our hospital—every one of them could use and benefit greatly through the Foster Grandparent Program. I feel the Foster Grandparent principle could work with any age level—expecially with their own in a private home setting or old folks home. Sometimes we may fear working in a care institution, particularly something like the Kansas Neurological Institute, would be too depressing for these people. However, the work of the Foster Grandparents here has proved otherwise. They work closely and affectionately with some of the most distorted humans God has created and to it better than anyone ever has.

Organized and directed selective engagement for the elderly would seem to be the best means for enlisting their talents and experience. Their engagement somehow in society is imperative. We here at the Kansas Neurological Institute are immensely pleased, pleasantly surprised and generally overwhelmed with what the Foster Grandparent Program has contributed first to the Foster Grandparents themselves, the children and the institution.

Enclosed you will find an article which appeared in our hospital paper which should give you some idea how we appreciate the Foster Grandparents and the program here at the Kansas Neurological Institute.

Respectfully,

JAMES BYRNES,
Director, Foster Grandparent Program.

CATHOLIC SOCIAL SERVICES OF WAYNE COUNTY,
Detroit, Mich., August 8, 1967.

DEAR SENATOR WILLIAMS: We have received your letter of July 26, 1967 regarding Bill S. 276 or the Older Americans Community Service Program. As a private agency delegated by the local Anti-Poverty Program to organize and operate the Foster Grandparent Program in Detroit, we are interested in the approach your bill suggests. It is our opinion, based on 24 months experience, that the use of existing private agency knowledge and structure facilitates rapid penetration of areas of community need.

As evidence of this, our agency was able to recruit, select, train, and assign 38 Foster Grandparents within a four month period.

The elderly persons so employed have shown remarkable gains in personal and financial security, improved feelings of self-esteem, and self-confidence and an energetic return to a peer group. This is in extreme contrast to withdrawn, deprived, and obsequious behavior observed before employment. The Children served have demonstrated intellectual and social improvement to such an extent that this "family substitute" relationship offers new vistas in institutional child care. These observations are substantiated by an independent research project conducted by the Merrill Palmer Institute of Human Development. (Findings of this study are available from the Foster Grandparent Project in the Administration On Aging.) Individual discussions with approximately 150 prospective Foster Grandparents pointed to many areas in which such persons could serve their community. This would be particularly true if severe income limitations were not imposed.

For example, in recruiting, contacts were made with retired public health nurses, retired teachers, and retired auto workers. All these people have specialized skills. Their incomes are marginal, but not at the poverty level. They are interested in service, but cannot afford clothing, transportation, medical examinations, etc. required for volunteer posts.

It is our opinion that many such persons could be used in instructive child care programs directed toward A.D.C. mothers and other low income groups. Persons with lesser vocational skills could be trained to relieve foster mothers for "days off" in agency child care programs, in nursery schools, and day care centers.

We stress the two-fold aspect of the elderly and the children developed in the Foster Grandparent Program. The elderly persons themselves stress the emotional rewards of working with the youngsters.

In consideration of any program that employs elderly persons a major problem is transportation. Any program will depend upon the participants' ability to reach the area of service and, in general, older persons because of financial or physical limitations do not own cars or do not drive.

The Catholic Social Services of Wayne County is interested in improving opportunities for all citizens in the community. Reducing the burden of financial and emotional support of older family members reduces strain throughout the family constellation and promotes healthier family living on a multi-generational level. This is a significant concern of all family agencies. In this context, the Catholic Social Services of Wayne County, Michigan would endorse and support Bill S. 276.

Sincerely,

MRS. ANNA MARY CAFFREY,
Director, Foster Grandparent Program.

AMERICAN FEDERATION OF SENIOR CITIZENS,
Chicago, Ill., August 12, 1967.

DEAR SENATOR: Thank you for your letter of August 8th. My letter to you of August 4th, I sought an opportunity to be heard at the hearings on August 22 and 23. The matter I desired to present in a personal statement was of a nature that I waned to observe what would be the reaction of the Committee. A written statement would not do this.

I believe that the hearings of May 24 and 25, and of June 15th, have brought out fully the plight of our aged poor and what needs to be done to help them.

You may well know that my organizations have strongly objected to turning over the management of programs of the elderly into the hands of political leaders, whether appointed by a Governor or a Mayor. The Older American

Community Service Program calls for a state agent. Will he be appointed by the Governor? What chance will be given to groups under the leadership of elderly men and women. We have sought participation in Urban Opportunity Programs, but were given no consideration. Why? Is it because these leaders of the elderly have been fighting too hard to obtain beneficial legislation for our aged poor?

I expect that my terrific fight in Illinois to prevent the state from indirectly confiscating the "cost of living" Social Security increase in 1965, from our aged poor, has placed me on the black list. I can account for no other reason why I cannot be heard, unless it is because the end of my name does not have many letters of the alphabet.

Sincerely,

WM. CASTLEMAN, *Executive Director.*

STATE OF MONTANA COMMISSION OF AGING,
Helena, Mont., August 9, 1967.

DEAR SENATOR: May I add our wholehearted support for your Senate Bill 276 and take this opportunity to express our appreciation to you and the other members of the committee who introduced it. I was particularly impressed by your introductory statement in which you said the bill's purpose was to seek opportunity to serve.

Older Americans do seek an opportunity to serve and hundreds of thousands of older Americans, if permitted to do so, could make a real contribution to the development of our Nation.

The goals the bill sets forth in your introductory statement are so complete that I cannot add anything of value. It does occur to me, however, as possibly worthwhile to point out that not very many older people will be found in the ranks of the rioters and disturbers now so rampant in so many parts of our country. The older people think too much of the flag and the things it stands for to participate in such affairs. You will not find very many older people among the hippies and the extremists appearing so often on television and radio in the public press.

It seems to me therefore that older people may make a genuine contribution to stability, tolerance and patience if they are given a chance.

I presume because of the tremendous demands for funds in all fields that the appropriation authorization in this instance has been held down to such modest proportions. If the measure could be enacted, however, it would be a pilot project which will prove valuable to our country and not alone to the older people.

Sincerely yours,

BARCLAY CRAIGHEAD, *Chairman.*

BEXAR COUNTY HOSPITAL DISTRICT,
ROBERT B. GREEN MEMORIAL HOSPITAL,
SOUTHTON CONVALESCENT SANITORIUM,
San Antonio, Tex., August 14, 1967.

Senator HARRISON A. WILLIAMS, Jr.,
Chairman, Special Committee on Aging,
U.S. Senate, Washington, D.C.

HONORABLE SENATOR: This is in response to your letter of July 27th regarding the Bill S. 276. We feel that the Bill is quite appropriate and most desirable.

Since we began our Foster Grandparent Project here in October 1965, we have had over 382 people sixty years of age and over who completed applications for employment. In addition to these, we have received numerous telephone calls, an estimated 100 to 150, from people who were presumably eligible for the program but did not come in to make formal application because all of our positions were filled and we had a long waiting list.

On the basis of our experience with the thirty-eight foster grandparents we have employed, we are convinced beyond a doubt that there are major service roles which could be performed by a significant number of older Americans.

Our foster grandparent program has has some impact on employers in this community by demonstrating that there are older Americans age sixty and over who are capable of performing major service roles. Some of our foster grandparents who had been mandatorily retired were reemployed, others were em-

ployed by our hospital as nurses' aides, and others were employed as housemothers in nurses' dormitories.

We have considered expanding our program to provide homemaker services in homes of the poverty groups where these services are needed but the families are not financially able to purchase these services; of providing foster home care by the foster grandparents in their own homes; of providing a hospital-bound teaching program by qualified foster grandparents—many of our applicants are retired teachers or have some college training and such a program has been approved by all the School Districts in our community; and providing a companionship program of the elderly-to-the-elderly in which older Americans would be employed to visit, write letters and do some minor chores for other elderly citizens who are not able to do these things for themselves.

Exploration with some of the other agencies in this community revealed that they could use some older Americans as foster grandparents in children's institutions, as social work aides, and to do some administrative work such as clerical work.

I am glad to have the opportunity to share our thinking with you and I hope that it will have some positive bearing on the Committee's deliberations and decision. If we may be of any further assistance please let us know.

Respectfully yours,

MILBREW DAVIS,
Director, Foster Grandparents Project.

NEW YORK ASSOCIATION OF SENIOR CENTERS, INC.,
New York, N.Y., August 10, 1967.

DEAR SENATOR KENNEDY: In response to your letter of July 29, 1967 concerning the "Older Americans Community Service Program" the writer wishes to express our appreciation for this opportunity to express our views.

We do wish to reaffirm in regard to S. 276 essentially what we wrote in our letter of May 27th, 1966, addressed to Senator Harrison A. Williams, Jr. However, it is respectfully suggested that S. 276 might better serve to help older people attain significant roles and to contribute their skills and experience to our society if the Bill made clear that programs of service by older people might be on a voluntary basis with provision for reimbursement of appropraite expense such as carfare, lunches away from home and the cost of presentable clothing plus provision for the cost of necessary administration.

The history of Senior Service Corps or Older Americans Community Service makes it clear that there is room for both paid and voluntary programs. We hope that the new Bill might make this clear as such clarification would undoubtedly result in the involvement of additional numbers of older people.

Thank you for your consideration of this suggestion.

Sincerely,

JOSEPH A. DESPRES, *President.*

THE FAMILY SERVICE ASSOCIATION, INC.,
Tampa, Fla., August 8, 1967.

DEAR SENATOR WILLIAMS: Mrs. Carol Smith, Director of the Foster Grandparent Project, which is sponsored locally by the Family Service Association of Tampa, Florida, has asked me to answer your letter of July 26, 1967 regarding the "Older Americans Community Service Program."

As you will recall, from the letter which the President of our Board wrote to you some weeks ago, the Family Service Association is most enthusiastic about the Foster Grandparent Program, its philosophy and what it is doing to make life better for many of the older Americans in our community.

We are working, at the present time, with the children in the Pediatric Ward of the Southwest Florida Tuberculosis Hospital and also with severely retarded children in the Day Care Program of the Hillsborough County Association for Retarded Children. We could use many more Foster Grandparents because they are planning to enlarge the program for retarded children.

The program in which our grandparents work has proved to be of such interest, not only to the people of the community but to people who are interested in work with retarded children, that the University of South Florida is doing special

studies and research on the work being done by our Foster Grandparents with these children.

You would be amazed at the response the Foster Grandparents get from children so severely retarded that many of them who are several years old have never been able to walk alone until now. Some children have just begun to learn to make sounds and some of them have progressed to such an extent that they can now go into the Training Center where they will be given special education. The patience, understanding, compassion and love which the Foster Grandparents give these children, and their response to this, is an inspiration to anyone who visits and observes the program in action. In addition, the Foster Grandparents earn every penny of their weekly wage, and earn it with dignity and satisfaction. They are useful and needed. They are always ready to go the extra mile.

You asked about any suggestions for extending the use of Foster Grandparents to other service activities. We have had many ideas:

We should like to see grandparents made available to the slow learners in school.

We should like to see them trained to be Homemaker-Health-Aides.

This latter is a service that is needed in the community not only by many older people but by other handicapped and house-bound persons. It is essential that they be given very careful and well planned training.

Of course, I guess I am biased because I feel that the private agency, such as ours, with it's many years of "knowhow" in working with older people, as well as with all members of a family group, has a very special understanding of how to use the talents of older people. We feel that so many talents are being lost and wasted. We could cite for you the great "therapy of work" when it is not made work and when the older person feels that he is earning his money. This is not an easy job that the Foster Grandparents have undertaken. They deserve the best training, understanding and guidance which can be offered. They welcome training and a chance to use their minds.

The talents and experiences of older Americans can be used in so many ways. There are retired teachers, ministers, lawyers, doctors and people in skilled trade whose skills are being lost. For instance, who is learning to be a Blacksmith these days? Who is learning to be a skilled and finished Cabinet Maker? Who knows more about the history of our country and the struggles that went on to make us a great Nation, than these people who worked their way up the ladder?

Another feature, which we feel is overlooked, is that when a person has work to do which is interesting and rewarding, he does not have time to become ill or senile and we believe there would be fewer older persons in State Hospitals if there were more work for them to do. We have seen Foster Grandparents who could hardly walk when they started working with the progam, now spending their four hours a day doing things that would tire many younger people. They take their special child to the play ground. They take children to the clinic. They do so many things.

We have found that the experience of living, good old common horse-sense and a desire to be independent, are characteristics which are woefully lacking in our every-day life and modern-day world. There is very little that the person over 60 can not do if he or she really wishes to and if given the opportunity.

Right now, I am thinking of an older woman, past 80, who told us the other day that she felt she was being selfish by not sharing her talent for designing, dressmaking and tailoring with other people. As a result, we have found her a place as a volunteer in one of our community recreation centers, where she can sit down and teach people who know nothing about making their own clothes or their chilrren's clothes. She is happy and so are they.

We had another woman 75, a retired teacher, who gave two hours a day for many months to a young man who had never been able to read and write. She taught him because of her patience and belief in him. Now he is a truck driver earning a good living for his family. He could not have held a job like this before, because he could not have read the street signs or the address of the orders which he had to deliver.

I hope what we have tried to tell is what you need and that you will find it useful to you in working on programs for the Older Americans.

For your information we have, in this agency, done a great deal of research on the services and needs of older people. For three years, we did an intensive study under a Ford Foundation Grant.

We feel that the happiness and well-being of our older people, not only in the State of Florida where we have so many, but all over the country is a paramount issue. What waste when we do not use this vast reservoir of experience. We are troubled that there has been so much discrimination against older people. Today, you are 65 and perhaps the President of a Bank. Tomorrow, you are a "has been" because you are 65 and-a-day.

If we can be of further help to you or your committee, in any way, please do not hesitate to get in touch with us.

Sincerely yours,

Mrs. EMILY DICKINSON, *Executive Director.*

FOSTER GRANDPARENTS PROJECT,
New York, N.Y., August 21, 1967.

DEAR SENATOR WILLIAMS: I am in receipt of your letter concerning our thinking on the use of senior citizens in various service capacities. Unfortunately, I have been on vacation and have just received the material.

May I say that our experience with the Foster Grandparents has been extremely satisfying. The agencies which are actually conducting the program believe so strongly in it that in September of 1968 the project will become operational. Thus we shall not request Federal funds for these agencies at that time. We are convinced that properly motivated, the senior citizen can play an effective and essential role in the field of child care.

I would suggest that the older American could be used in other areas also. Teacher aids, night attendants, dining room helpers (in hospitals or institutions for young children) Foster home aids, day care centers, homes for the young delinquent or emotionally disturbed are some of the ways I feel the senior citizen can be used. Motivating them is the key to success. They must feel they are needed.

In conclusion, may I wish you well in your efforts. The senior citizen needs the attention of our country. They are looking for help and willing to serve. Our waiting list of four hundred and fifty verifies their interest in doing their part to overcome the problems of becoming old.

With every best wish, I am,

Sincerely,

EDWARD F. DOHRENWEND,
Project Director.

NATIONAL FEDERATION OF SETTLEMENTS
AND NEIGHBORHOOD CENTERS,
New York, N.Y., August 4, 1967.

MY DEAR SENATOR: In behalf of the National Federation of Settlements and Neighborhood Centers, I am pleased to reaffirm the original views expressed June 8, 1966, on Senate bills 2877 and 3409.

We feel that this year's Senate bill, S. 276 offers greater flexibility for hours per week and would make possible concentrated work at busy seasons to be followed by free time for older Americans participating to be free for travel and visiting with their families and grandchildren.

We consider the increased authorization proposed in S. 276 as a step in the right direction to provide service opportunities for more people who need them for psychological and financial reasons, and for the communities which could profit from the kinds of work to be performed under the legislation. Within our own organization we know that in the past two or three years the introduction of new programs and expanded services has increased the amount of work to be done and things to be covered. Therefore, we would see increased need for the kinds of services to be provided by persons employed under the Older Americans Community Service Program.

Sincerely yours,

GLADYS DUPPSTADT,
Secretary, Social Education and Action.

PINELAND (A STATE TRAINING SCHOOL AND HOSPITAL),
Columbia, S.C., August 1, 1967.

DEAR MR. WILLIAMS: Thank you for your letter and interest in our Foster Grandparent Program.

In commenting on your Bill, The Older Americans Community Service Program, we wish to express our support of this bill, and feel it does merit nationwide support and praise and you are to be commended for the continued effort to maintain our former leaders active, rather than permitting age to deactivate good minds and employees.

Our brief experience with the Foster Grandparent Program has convinced us definitely that major service roles can be performed by a significant number of older Americans, although our program is new, we foresee and envision in the future many possibilities.

Our suggestions for extending the Foster Grandparent principle to other service activities here at Pineland are:

1. In the not too distant future, to set up a Day Care Center.
2. Also, a Nursery for working mothers (Foster Grandparents would be in charge).
3. Teacher aides.

Other suggestions for enlisting talents and experience of the "Older American" are as follows:

1. Some Geriatric patients in our institutions could be placed to work with mentally retarded and normal children.
2. And that Vocational Rehabilitation be broadened to include the aged.

We believe they could serve in many fields.

In interviewing these "Older Americans" we have found great enthusiasm and desire of this group to remain productive and progressive the balance of their lives following retirement age.

We again wish to express our appreciation for your interest in our Foster Grandparent Project and congratulate you on your promotion of The Old Americans Community Service Program.

I have mentioned your letter to our Superintendent, Dr. E. A. Rondeau, and he also wishes to express his appreciation and congratulation and asked me to assure you that we will do our best to prolongate this program here at Pineland, and in other communities.

Yours very truly,

EDWARD A. RONDEAU, M.D.,
Superintendent.
By Mrs. MARGARET F. ELKINS,
Project Director.

STATE OF MAINE DEPARTMENT OF HEALTH AND WELFARE,
Augusta, Maine, August 7, 1967.

DEAR SENATOR WILLIAMS: I understand that S. 276, the Older Americans Community Service Corps, will be heard by the Subcommittee on Aging of the Senate Committee on Labor and Public Welfare in late August. I should like to offer my comments for the consideration of the Committee pertaining to how this bill would affect our Older Americans in Maine.

We would be extremely interested in providing an opportunity for developing this kind of service to communities and to our older Americans through the type of program that you outline in this bill. There is a great need in Maine for this type of community service as well as part-time employment opportunities to augment the inadequate income of the vast majority of our retired people.

The types of beneficial programs that could be sponsored is limitless. Judging by the success of "Operation Medicare Alert" in Maine, I feel certain that many local groups and private agencies would be seeking to develop such community service programs if they knew that resources were available to help develop them.

I feel that the details of this legislation are well worked out and that the approach of meeting multiple needs is excellent. This kind of program would help meet the need for feeling useful and productive in retirement along with raising standards of living for our retired people as well as supply a whole new

source of manpower to assist in raising the general liveability and well-being of many of our communities.

I compliment you and the United States Special Senate Committee on Aging for your excellent efforts on behalf of the older Americans of our nation and I sincerely hope that my comments will be of help to the Subcommittee on Aging of the Senate Committee on Labor and Public Welfare in their deliberation of this important piece of legislation.

Sincerely yours,

DEAN FISHER, M.D., *Commissioner.*

R.E.A.L. SERVICES,
(RESOURCES FOR ENRICHING ADULT LIVING),
August 4, 1967.

DEAR SENATOR WILLIAMS: Thank you for your letter of July 27, 1967 relative to the Older Americans Community Service Program.

The intent of the dual purposes of the program are certainly commendable and I thoroughly endorse them.

Currently, the R.E.A.L. Services program of the United Community Services is operating an Information, Counseling and Referral program for older adults in St. Joseph County, Indiana. The bulk of the funds for this undertaking are Title IV funds and are received from the Administration on Aging.

A welcomed condition to the grant provided that all of the ten interviewing staff positions and the two counselor positions be filled from the age group to be served—aged 60 and over. This feature of our undertaking has proven to be extremely rewarding—both in terms of the efficiency of the program and the opportunity for older adults to make a meaningful contribution to a program that hopefully will enhance the lives of the older adults in our community. The degree to which rapport has been established, which is so vital to this type of program, has been excellent. Our staff is integrated and field work assignments are made without any regard to the staff members' sex, race or to the area of the community in which they perform their tasks. The results of our initial activity speak for themselves (report enclosed).

Experience has also shown that the staff responded very well to the orientation and training that qualified them for their positions. Field activities to date and especially during last winter's severe snow storm have demonstrated clearly that with careful selection, proper motivation, adequate training and responsible supervision, older adults can effectively perform their assigned duties. Our experiences to date certainly indicate that widespread enlistment of the elderly in meaningful activities would yield a high rate of return. I have been appalled by the vast amount of talent and motivation that exists among the elderly which is largely being ignored and unused. I believe that programs that provide the elderly an opportunity to serve can and will enhance not only their lives but the total community as well.

I would suggest, in order that the bill could be more of a direct help to our current project, that provision be made so that when the Commissioner of the Administration on Aging, D/HEW is unable to provide Title III funds to communities to conduct programs (such as is the case in Indiana) that provision could be made by which local communities could apply directly to the Administration on Aging for Title III funds.

I appreciate very much your letter requesting information relative to our experiences and our views regarding the proposed legislation. If we can be of further assistance, please do not hestitate to let us hear from you.

Sincerely,

LESTER J. FOX, *Director.*

COMMONWEALTH OF PENNSYLVANIA, DEPARTMENT OF PUBLIC WELFARE,
Harrisburg, Pa., August 9, 1967.

DEAR SENATOR WILLIAMS: There is no doubt in my mind that the needs of Older Americans require the attention of the public, and that those over sixty years of age have much to contribute to our way of life. The sad thing, is that we have allowed, through legislation, and a growing philosophy, forced retirement to become an established practice!

Bill S. 276 reads well and it is noble in scope. However, as most other legislation it carries no specific source of financing and will be subject to appropriations by Congress on a year-by-year basis.

The "temporary" nature of the Foster Grandparent Program is the only negative thing about it. We have a good program. 190 older persons are productive and happy, but they are apprehensive not knowing whether the program will be funded again. We, offering leadership to the program, are in the same frame of mind. We have built sound programs but will they continue?

We are sold on the Foster Grandparent concept in Pennsylvania. Some dialogue has taken place in the State Welfare Department as to how this service might be extended to some 1000 senior citizens in the several state schools and hospitals for the mentally ill and retarded.

Transportation of the elderly poor is one of the biggest deterrents to any program. It is not only the cost of transportation but the inaccessability to any means of travel. If we failed to offer bus transportation to the four corners of our counties, recruitment of FGPs would be gravely limited to both numbers of persons and to those in *real* need.

I feel that the trained Foster Grandparent could be used as "home-aids" to the mentally ill and the mentally retarded to give relief to the families of these parents as well as doing so much for those with mental disabilities.

Foster Grandparents could also participate in Day Care Centers, Special Classes for the Handicapped and Sheltered Workshop settings.

Thank you so much for the opportunity of sharing my ideas with you.

Sincerely,

MRS. RUTH J. FRANTZ,
Director, Foster Grandparent Program.

THE WINNETKA PUBLIC SCHOOLS,
August 8, 1967.

DEAR SENATOR WILLIAMS: Your letter of July 27, 1967, inquiring concerning our project under Title IV of the Older Americans Act was very opportune. After eight months of extremely intensive work in communities in the Chicago area, we have been impressed by the same concerns that prompted your committee to develop S. Bill 276 involving the role of the Older American in Community Service.

You have requested comments about this Bill. While we do not deal with exceedingly large numbers of people, individual instances confirm paragraphs 1 and 2. Our older volunteers in schools speak freely about the meaning that their service has to them, the satisfaction in helping the children, in professional relationships with the staff, in the sense of identity and continuity they derive from sharing knowledge with the succeeding generations and the companionship they find as they work with others who have time and knowledge to share.

There have been a number of instances in which the older adults is told by a doctor that it is not medication that they need, but involvement. One retired librarian commented that she "felt alive again" as she returned to work as a volunteer near children and books.

In many of the communities with which we are familiar, the older adult volunteer is able to work without financial remuneration and finds rewards in the relationships he develops and the opportunity for and recognition of service. In less privileged communities, however, we have felt that some compensation to provide transportation and incidental costs that relate to going regularly to schools would have made the work possible for some individuals who were otherwise interested and eligible. (3 line 15)

(4, line 20) There is no doubt that the volunteer has a new and significant role in education. The enclosures (A, B, C, D and E) will describe in detail some of the changing concepts in education that can be implemented by involving the human resources in the community. In general, the appropriate volunteer carefully supervised by a professional identified with the administration of the school, can bring a variety of supplementary services to education. The volunteer can assist the teacher, can lecture on a specialty to the class, work with a small group of students in enrichment programs, and with individuals in tutorial, motivational, or enrichment projects. The volunteer can work in crafts that are related to the school curriculum, in dramatics, in relation to

field trips, in the library or learning center and in materials preparation. The volunteer may work as an adjunct to the teaching machines, and sometimes just listen attentively to a young person who needs more than anything else, a concerned adult. Sometimes the volunteer may read or listen to music with a child or look at pictures in a procedure structured to bridge a cultural gap and language disadvantage. The opportunities for service are as varied as the children in the classroom who need individualizing and as expansive as the curriculum and the imagination an effective teacher can provide.

It has been our experience that not only are the older adults appropriate for these roles, but that they are conscientious. They have time to expand their own knowledge and are frequently motivated to do so. They have adapted to change and have a perspective that is fascinating to the children. They often have an accepting tolerance and temperament that is particularly good for selected children. In a generation where families live more and more in different communities the grandparent-type of volunteer has a meaningful emotional as well as intellectual relationship for the student. Learning takes place in a whole child and the volunteer who is carefully selected and supervised may be instrumental in making learning possible. Enclosure (F) is a description of research findings concerning our pilot program.

(p. 3, line 7) Our project is educationally oriented and as schools design the needs that can be fulfilled by volunteers, they are not concerned with the age of the volunteer but only with their ability to serve the educational goals established. From our experience, 40 or 50 per cent of the volunteers used have been over 60 years old. We cannot, nor would we wish to limit the schools in their use of volunteers by age. This would be a disservice to education, and we think, to the volunteers also. The older adult enjoys working with other adults of various ages, sharing experiences and learning with and from them. Some of the school activities are particularly appropriate to older volunteers, some to younger and they may work together in teams. It is their ability to communicate, to understand the student, to share wisdom that is significant to the educator and it is gratifying to the older adult to be valued because of his individualiy, not his chronology. What is good for the older adult, the meaningful activity, is also good for the younger adult for other reasons which we need not amplify at this time. It is, of course, entirely appropriate for your focus to be on the older American and it would be my hope that this focus could be carried out within the wider framework of appropriate volunteers regardless of age.

Therefore, (page 4, lines 4–9) I would hope that the idea of other individuals working with the older adult but not compensated by the Administration on Aging would be encouraged both for the sake of the educational system and the older adult.

Obviously the related Federal and State programs which hopefully would work closely with such projects would be the Offices of Education because of the considerable contribution such projects can make to education. The concepts of training, and the avoiding of displacement of employed workers are in complete agreement with our observations and practices.

One role which is unique with our school volunteer program is that of the school co-ordinator, a trained individual responsible to the school administration and whose job it is to supervise the volunteers. This is a part-time job which frequently could be filled by retired individuals if funds were available. It would be, from our vantage point, highly desirable to have funds which could be available to school administrators for the development of school volunteer programs, open to volunteers and co-ordinators who are appropriate to the educational setting regardless of age, but with remuneration such as you have outlined, only for those who are eligible by age (over 60).

It would appear that such a design would be appropriate to items 1 and 2 in your letter.

Examples of older adults who have been doing volunteer work in our schools are plentiful. You will find many of them referred to in the enclosures. A retired artist prepares a class for a trip to the Art Institute. He works with groups of children on a mural for the classroom under teacher design, he works with an individual child in an enrichment project. A man retired from the State Department acts as a resource volunteer for 5th grade teachers, answers questions for a group doing research in social science, works with one boy who says he want to grow up to be President. A retired actuary uses his hobby in the school. He

teaches photography to a small group of students referred for enrichment and they develop supplementary teaching materials together. Not all of the volunteers have professional backgrounds. One calm grandmother listens to a hyperactive child whose restless demands are diminishing with the concern and attention he receives. The third grade studies pioneering and the reminiscences of some of our older Americans about stories they heard in their childhood are eagerly attended. Volunteers also teach some skills as knitting, weaving and simple carpentry that are part of the enrichment phase of the pioneer study.

We are deeply concerned about the image of the older adult in our society. Recognizing the values to education and to the participating older American we have been most frustrated by the difficulty in locating and motivating them to serve. We believe that a disservice is done to the older adult by the community, specifically by social organizations related to housing for the elderly and Senior Centers when their concept of providing activities for their clientel is limited to entertaining them. We think that the process of self-fulfillment and individualization should not stop with retirement and that the elder citizen can continue to be thought of as a learning, contributing individual as long as this is part of his value system. But for this to be part of the older American's self-concept, it must also be the concept of his society.

We have tried during this period to encourage industry to continue interest in the individual after retirement. This would make a transition from work to service possible, avoid the shock that often occurs otherwise, benefit the community and relieve tension in the homes of the retiree's children because of the deterioration of the ego of the older adult when no suitable activity is available. A notable exception of this negative cultural attitude is the communication industry—an enclosure describing involvement in the school and other service activities is enclosed. (G) This past year, 400 volunters (approximately 100 over 60) worked in the Winnetka, Illinois schools and another 300 in the Highland Park, Illinois schools (70 over age 60)

It is not our wish to burden you with our Project problems but the conclusions that we are reaching as we approach the end of our grant year are, we believe, relevant to the questions you are raising.

We have been attempting in the communities in which we are working to accomplish the following purposes:

(1) To demonstrate to school administrators and professional staffs the many ways that volunteers (emphasizing the role of the older adult) can benefit education.

(2) To encourage and instruct communities in ways to recruit volunteers, particularly the older Americans.

(3) To provide for the training of co-ordinators through Barat College and encourage other colleges to institute similar courses.

(4) To encourage individuals responsible for the housing and social activities of older adults to think in terms of fulfillment rather than emphasizing entertainment. This is not to deny the place of the latter.

(5) To encourage industry to participate in pre-retirement preparation for community service.

The role of the volunteer in education is a relatively new field and there are only a limited number of individuals who are pioneering in this area. The contribution of the older adult is unique and significant. Because of the small number of resource people and the breadth of the problems, we are recommeding a broad, effective, graphic approach as a preliminary preparation for the type of consultation that we attempt to provide. We feel that with limited trained staff available and a broad attack needed, that an effective movie would be a more appropriate medium to accomplish our purposes.

Therefore, rather than recommend continuing on our present basis, we would like to suggest that interested agencies, representing schools, government, and industry join together to produce such an effective movie which would be an appropriate introduction to this problem of involvement of our older citizens to assist in meeting our educational needs. We would anticipate follow-up on a consultative, as requested basis.

I hope this information will be helpful to you.

Sincerely,

JANET W. FREUND,
Coordinator, Project for Academic Motivation.

KEY WEST, FLA., *August 15, 1967.*

DEAR SENATOR KENNEDY: Thank you for your letter of August 7. I am tremendously interested in your proposed changes in the Older Americans Act. I do wish to reaffirm my original views, as printed on pp. 205–206 of the 1966 hearings.

Since your letter came, I have asked some of my contemporaries for opinions concerning the idea of a community workshop for retirees who those with skills (as journeymen, or hobby-trained) could perform needed repairs to appliances and equipment and thus save money. Such persons doubtless also could perform tasks for their neighbors or others and add somewhat to their meager retirement incomes.

A widely-experienced man, Galen Hieronymus, an electrical engineer now semi-retired, has had much experience in teaching celestial navigation to members of the local power squadron, and various kinds of craft-work in connection with the local theater (Key West Players) and other social and civic groups. Most of the persons with whom he works in these fields are retirees.

He believes that community workshops would be highly appreciated but that most of the would-be workers would require supervision and instruction in the use (1) of hand tools and (more importantly) power tools. There are plenty of retired workers in almost every community in the country, probably, who could perform such supervisory and teaching tasks.

One provision of the bill which disturbs me somewhat is the section which gives supervisory power to state agencies. I wish that if any program of assisting community projects were set up it could be done in the manner adopted by the Federal Government in the public works projects—CWA, PWA and WPA—back in the thirties. The arrangements were made directly, and without interference of state agencies. We here in Florida are particularly unhappy about the failure of state agencies to do anything of practical worth for the senior citizens. I am a vice-president and board member of the Florida State Council for Senior Citizens and am fully aware of the efforts which have been made to establish or assist in programs needed by the senior citizens, and of the failures. There have been several poorly-supported "Commissions on Aging" which, in our view, have done nothing but provide some jobs for political favorites of some of the legislators and the top state officials.

Rep. Claude Pepper, at the annual meeting of the State Council in Cocoa last May made the suggestion that a commission should have numerous regional offices, staffed by competent older persons at very *moderate* salaries. This idea was strongly endorsed by the Council. However, if possible I think the majority of members of local groups would prefer to see negotiations for financing and administration conducted by a responsible local group and directly with federal officials—with, of course, local members of Congress and U.S. Senators keeping an eye on developments.

If it is considered worth while, I can provide an outline for a community workshop—indicating what tools and equipment would be needed (for utilizing the talents of both men and women) and what sort of supervision and control would have to be exercised. If you would like to have such an outline and will let me know, Mr. Hieronymus and others will help in preparing it for your information.

I wish you and the sub-committee the greatest success.

Sincerely yours,

BURT GARNETT.

KEY WEST, FLA., *August 24, 1967.*

DEAR SENATOR KENNEDY: Enclosed is a memorandum prepared by Mr. T. G. Hieronymus whom I mentioned in my previous letter.

We believe that a worth-while first move toward the end of enabling older persons to help themselves and one another would be a pilot project and we very much want such a pilot project here in Key West.

I hope you will read the memorandum and give it your best consideration.

I am sending a copy to Mr. Max Friedson of Miami, who will discuss it with Rep. Dante Fascell with whom he has an appointment soon.

The idea has the strong endorsement of the leaders of the Florida State Council for Senior Citizens. We believe that the Office of Economic Opportunity has ample authority to approve and finance such a project, but we are asking

Mr. Fascell to find out if there would be better means—possibly enacting a special local bill for the purpose.

I am sending a copy of this letter and the memorandum to Senator Smathers who, I feel sure, will favor the idea of a pilot project in Key West which would make the necessary tests and determine the scope of written instructions or handbooks.

Sincerely yours,

BURT GARNETT.

SOME IDEAS THAT MAY ASSIST IN IMPLEMENTING SENATE BILL S. 276

This dissertation will cover only economics as might apply to those in the lower economic bracket. It is expected that this might embrace the following:

1. Those without any income except what they earn daily.
2. Those with Social Security Pension only.
3. Those with Social Security Pension, supplemented by some other small income.

It is assumed that those in group "3" are almost independent but not quite.

The objective will be to try to train all groups so they may be able to add to their income or in some way, to be able to reduce their costs of living such as be able to obtain assistance in maintenance of their homes, at a cost lower than are presently available, and to provide the teaching staff, equipment and classroom facilities necessary.

At the start, I would insist on the following:

A. All teaching must be done by teachers in the "Over 60" age group. None by regularly employed teachers.

B. No teacher must be required to pass state teaching level requirements as now required, nor must he or she be required to join or being belong to any Union or other organization.

C. Teachers must be picked from the community, from those in one of the three groups 1, 2 or 3 above.

D. Teachers will be picked for their ability and their knowledge in just that portion of a subject that they will be teaching.

E. Their ability to put over to the students, the necessary information in a manner that will do the job.

F. Their ability to "get along" with the student body and to instill confidence in the students so that they (the student) will be successful.

The appropriation of nine million dollars for the first year will not go far if divided among various districts, states, cities or other subdivisions of the country. I would suggest the following:

First. Write a tentative training manual. This would be for use by those who pick the teachers, the teachers, the organizations who will assist in the programs, city fathers who will give certain cooperation, etc.

Second. Set up pilot tryout centers in several places where the program can be tried out with the idea of ironing out bugs in the program, the manual etc.

Third. Rewrite the manual from the experiences covered by reports from those who operated the pilot plants.

By following such a procedure, much time will be saved, much money saved and it might insure the success of the program.

The people covered in the three groups 1, 2 and 3 above will divide into—

G. Those who do not want to be trained in anything.

H. Those who are impossible to train for reasons of health, mental ability etc.

I. Those who can be benefitted by the program.

Will confine all our interest to those in the last group.

There are certain areas where the program could be gotten under way with the least effort and cost. I would start with training men for maintenance around the home. This would include wood work such as repairs to homes, small additions, conversion of a basement or attic into a useful area, replacement of broken window glass, yard work, laying of bricks or concrete blocks, repairs to roofs, sidewalks, etc.

There are two areas that do not lend themselves to the home improvement program and they are repairs or additions to electrical or plumbing installations. The reason is in the requirements of local electrical and plumbing codes. There is a possibility that these two areas may be included in the program in certain instances. The extreme would be for the teacher to cover the subject

so thoroughly, that the student would be able to take the necessary examination for electrician or plumber. Here, we will run into problems in some cities where the unions have so much control that only their own favorite members are allowed to even try for an examination.

If at the start, it is made clear, and the necessary legislation is passed, it might be possible to overcome some of these problems. It should be understood and made mandatory, that the program is for "over 60" people to do work for "over 60" people and not for general competition with presently employed people, whether union members or not.

An example for overcoming the Plumbing Union and Code objection would be as follows: Qualified teachers would train "over 60" students to make repairs to toilet flush boxes, hydrants, leaking faucets, etc. City Public Works departments would issue a limited operator's permit for such work; the local Union would cooperate; it would be understood that work outside the range covered in the permit would never be attempted; such work would be done only on property owned (or possible occupied by) "over 60" people. It will require education of the public, the Unions, City or County authorities etc., that the program will not invade the area of presently employed younger people; that the program is designed *only* to make it possible for unemployed "over 60" people to add to their income by doing work for other "over 60" people. It must be stressed that the work proposed would probably not be done otherwise.

Another factor should not be overlooked. There is a growing need to do more for the "over 60" people. The public knows this but it can be emphasized that some one must pay the bill, and it would be better to help these people help themselves than increase taxes to foot the bill.

There are other sides to the situation. In order to start a program such as this and make it successful, there must be promotion work done. There are many who need the extra income but who do not have the manual dexterity to be successful in using edged tools etc. They may be good salesmen or promoters who could "sell" the program. There must be a clearing house where those who want work done can be told who is available and capable of doing such work. Some clerical work may be involved.

Time does not allow further details to be covered. I believe that with proper legislation, education of the "over 60" people, the general public, the Unions, the City Fathers etc., the program can be made to work satisfactorily. It will not be easy but it will be very much worthwhile.

T. G. HIERONYMUS.

THAMES VALLEY COUNCIL FOR COMMUNITY ACTION, INC.,
Norwich, Conn., August 17, 1967.

MY DEAR SENATOR WILLIAMS: Our experiences with the Foster Grandparent Program has convinced us that many service roles can be performed by a significant number of older Americans. As you read the enclosed narrative reports on our Foster Grandparent Project you will see that as Foster Grandparents they function in different capacities.

I have also enclosed a copy of our report "The Older American of Thames Valley Region." This with Project Proposal FIND indicates actual performace of the elderly in potential areas of service. I do hope the hearings of the Subcommittee on Aging of the Senate Committee on Labor and Public Welfare goes well. There is no doubt of the contributions that can be made by the elderly. Your Senior Service Corps Bill will give them the opportunity.

I apologize for the delay in replying to your correspondence of July 26 to Mr. Brooks. It was just today it reached my desk.

Very truly yours,

JOHN J. GEHAN,
Consultant, Services to the Elderly.

FOSTER GRANDPARENT PROGRAM,
Reno, Nev., August 15, 1967.

DEAR SENATOR WILLIAMS: Thank you for your letter of July 26th regarding the amendments to S. 276, Older Americans Community Service Program, and your request for comments. The Foster Grandparent Program at the Nevada State

Hospital is such a successful program that we wonder why it wasn't thought of many years ago. The Granparents have filled a major service role by their own unique ability to give love to the children, and be responsible employees. They have varying qualifications, but all the Grandparents adapted to hospital routine with great efficiency. Not only have their skills added a great deal to our program, but their very performance is also one of reliability and real effect.

There is no reason why the Foster Grandparent principle cannot be extended to other service activities. Presently, at the Nevada State Hospital, they are working with retarded children under 16, but could be successful in school programs, or any of the recreational or occupational programs. Although we have not tried them with our Geriatric patients, we feel certain they would offer a great deal to that group of isolated persons.

Outside the hosiptal Foster Grandparents could be utilized by Day Care Centers, nurseries, throughout the school system, and in various vocational and rehabilitation centers. Older persons with executive and administrative training would be most welcome in vocational centers working with teenagers.

There should be no difficulty in enlisting the talents and experience of older Americans as they are usually a group of people who are vigorous, healthy, and eager to continue working. This "untapped resource" is much too valuable not to be used. We heartily support and are very appreciative of, the work your committee is doing in the Older American Community Service Program.

Sincerely yours,

NANCY GOMES, *Director.*

ARKANSAS CHILDREN'S COLONY,
Conway, Ark., August 3, 1967.

DEAR HONORABLE SENATOR WILLIAMS: After a review of the Older Americans Community Service Program Bill, I am very impressed with the service it offers to older Americans, and the impact it will have upon the present status of our aging citizens. Opportunities for employment of Senior Citizens in worthwhile service activities, such as Foster Granparent Programs has had far-reaching efefects which raise the morale level of the participants and their acquaintances in a similar category.

Our Foster Grandparents are living examples of Senior Citizens, willing and capable of performing services that are useful and needed by every community throughout the United States. They have completely arased preconceived ideas frequently associated with the Aged. People over 60 years of age are interested in employment, and once employed. they are seldom absent, always on time for work, follow instructions well, seldom complain, get along with other employees, and take great pride in their work.

A number of areas offer possibilities for extending the Foster Grandparent Program principle. Kindergartens, day care centers, and other programs involving young children can utilize and benefit immensely from the services of Senior Citizens. They offer important social relationships and invaluable experiences to young developing children. Hospitals and Nursing Homes house numbers of people over 60 years of age that lack the personal touch of having someone visit them and show warm personal interest in them as an individual human being.

Due to war, divorce, and death, many mothers have full responsibility of the family and home. They are forced into rigid schedules of caring for young children, household affairs, and business matters without an occasional hour of freedom from the pressure thereof. A Senior Citizen could ideally fill in this type situation for a few hours and give the above mentioned individual free time to do shopping and other chores outside the some.

Several thousand families have afflicted children that require 24-hour care 365 days per year. Due to the conditions of these children, parents are unable to secure babysitters that will accept responsibility for the children. With proper training, Senior Citizens could render a very worthwhile service to these families.

Transportation costs, urbanization, and industrialization have forced several million Senior Citizens into isolation. Through organized efforts and recruitment of the Aged, social contact and the benefits thereof can be regained for large numbers of these idle citizens. Many of them after a brief period of time in retirement have a sincere desire to use their talents and experience in gainful employment on a part time basis. Age, competition for jobs, and

GLENWOOD STATE HOSPITAL-SCHOOL,
Glenwood, Iowa, August 11, 1967.

DEAR SENATOR: Thank you for your letter of July 26, 1967. Enclosed is a copy of our first quarterly report. Foster Grandparents have now been functioning in our Institution for four months, and we are so well pleased with their progress that we are hiring an additional 25 out of our own funds. It has been a particularly rewarding experience for me, because I embarked upon this program with some reservations as to its feasibility.

Glenwood State Hospital-School is a State supported institution serving eleven hundred mentally retarded children and adults. The presence of 50 senior citizens involved in a love relationship with 100 of its most handicapped children seems to have breathed new life into the staff. We are thrilled and excited with the adaptability and enthusiasm of these special therapists, not to mention the remarkable progress of the residents involved. So many of the Foster Grandparents have stated they "feel younger", "feel needed", or "feel life is again worth living". It seems that any institution involved in child care might well utilize the services of Foster Grandparents or their equivalent in minimizing the emotional trauma to children withdrawn from their home environment.

As a nurse, I have been particularly aware of the vast shortage of personnel in the service field. It would appear to me that senior citizens could fill many roles within this category. Additionally, it seems to be an extremely economically sound program in two ways:

1. Active and contended senior citizens are *healthier* senior citizens (many of our oldest grandparents have yet to miss a day of work).
2. Emotional stability in young institutionalized children makes them easier to place in Foster Homes and other community facilities or their own homes, at a great savings to the taxpayer.

Many employees here have stated that the Foster Grandparent Program is the *best* program ever initiated at Glenwood State Hospital-School, and this is because *150* beneficiaries are gaining services, and it is difficult to ascertain which group benefits more—grandparents or children.

It is my own conviction that many roles could be filled by Foster Grandparent-type individuals which are currently not allowed due to the narrow definition of the program. For instance, in Iowa, most teachers on our program who could do wonders with small classes of severely retarded children with perhaps 2 "senior grandmothers" as teacher's aides. They might work on a half-day basis and have two classes a day, since this level of retardation can seldom benefit from more than 1½ to 2 hours per day. This was a suggestion from one of my ex-teacher grandparents who is aching to serve more than the two children for whom she now cares.

Additionally, many retarded children could remain in their own homes if overburdened mothers could be relieved a few hours a day. It would seem very sound to place Foster Grandparents in private homes with mentally retarded youngsters whose only reason for entering the *expensive* institutional environment is due to mental health deterioration of the family group. I would also suggest utilization of these special therapists in the creation of day care centers for the severely and profoundly retarded. Lack of these special facilities also leads to otherwise unnecessary institutional admissions.

It is my sincere wish that the Foster Grandparent Program could be enriched and expanded so that more mentally, physically and emotionally handicapped children could benefit from this "emotional lifesaving" program.

It would be easy to go on indefinitely with suggestions for utilization of this *goldmine* of part-time personnel, however, I sincerely hope my free-association will assist you a little. If I can be of any further help to you, please feel free to contact me.

Sincerely,

MRS. KAREN M. GREEN, R.N.,
Project Director, Foster Grandparent Program.

GREENLEIGH ASSOCIATES, INC.,
New York, N.Y., August 18, 1967.

SIR: We are pleased to respond to your letter of July 27, requesting comments on S. 267 to be presented at the hearings scheduled on this bill by the Senate Subcommittee on Aging. We are very interested in the problems of the

lack of contact with proper sources paralyze their attempts in successfully securing employment.

Establishment of a coordinating agency could be of great assistance in job placement for those interested in employment and act as a connecting link for others that prefer volunteer work or leisure time activities.

Thank you for the concern you've expressed for older Americans, and if I can be of further service, please call me.

Sincerely yours,

MRS. ELAINE GOODE,
Director, Foster Grandparent Program.

YORK COUNTY COUNCIL ON AGING, INC.,
Alfred, Maine, August 7, 1967.

DEAR MR. WILLIAMS: On behalf of the York County Council on Aging and its president, Mrs. Jane Scamman, I wish to express approval and interest in the Older Americans Community Service Bill or S. 276.

We agree wholeheartedly that the desire and need for the elderly to serve must be matched with an opportunity to serve.

You request comments and information on the following:

1. How our projects under Title V of the Older Americans Act make use of the talents and experience of the elderly and
2. whether our experience indicates that more widespread enlistment of the elderly will yield a high rate of return, and
3. whether we have suggestions to make the bill more directly helpful to projects such as ours.

In response to those requests:

1. We are just starting our project under Title V of the Older Americans Act. We plan to make use of the talents and experience of the elderly through systematic instruction and training of older adult volunteers thus enabling them to become personally involved in meaningful ways in self-selected and self-operated programs for the aging within their own communities.

It is to be noted here that in each community a group of informed and committed older adult volunteers, capable of dealing wisely and tactfully with their neighbors, will *work with me* to set up and conduct programs for the aging which they (the aging) want.

We see this as quite the reverse of offering programs to and for older people without involving them, the people to be served, in the decisions about what those programs will be.

2. We believe that the above described method will result in much more widespread enlistment of the elderly in York County through

(*a*) Involvement of the elderly themselves in the selection, development, and conduct of programs.

(*b*) A continuous training program to enlighten them as they work on programs.

(*c*) The counsel and help of a Director of Training to give assistance as needed.

3. I believe your bill would be strengthened by making provision for involvement of the elderly themselves in the decisions about the particular services to be offered. When a committee makes this decision beforehand the abilities of the elderly continue to be overlooked and unused.

We are finding that some of our extremely capable volunteers are handicapped by a lack of money. Some money to pay travel costs and other incidental expenses pursuant to the task, would make it possible for them to contribute to a greater degree. So we're hoping that more financial help for the participants will be available through S. 276.

Thank you for giving us this opportunity to comment on the bill, we'll be following its progress with much personal interest.

Sincerely,

FRIMA S. GRANT,
Secretary, York County Council on Aging.

elderly in a society such as ours that is overly youth-oriented and that tends to cast aside its older citizens without making sufficient provision for their continuing needs for useful roles, not to speak of needs for decent food, shelter, and medical care. Our comments are based upon several studies and evaluations we have conducted in recent years in the fields of public welfare, urban renewal, antipoverty programs, education, and manpower training from which we have acquired firsthand knowledge of the plight of the aging in America. You are, of course, aware of our evaluation of the national Foster Grandparent Program, which dealt solely with the elderly. And currently we are engaged in preparing for the Administration on Aging an analytical working paper to identify and describe the factors that contribute to successful employment of older people.

Our comments are based upon this and other studies we conducted for the Federal government in 1965 and 1966 and which now, retrospectively, appear to be singularly relevant to the central theses expressed in S. 267. These are, first, that the presently inadequate community services provided by public and voluntary nonprofit agencies could be improved if their large-scale manpower needs were met; second, that these agencies' manpower needs could be met by the employment of many of those persons aged sixty and over who are now idle and inactive but capable and desirous of constructive work; and third, that for lack of such employment, and the income, stimulus, and sense of usefulness it would provide, many aged persons are being seriously damaged in their mental and physical health. In summary, the aged represent a valuable, needed but unutilized national resource. Some of the findings from these studies that are most pertinent to the proposed Older Americans Community Service Program are outlined below.

In November, 1966 Greenleigh Associates, Inc. completed an evaluation of the Foster Grandparent Program under a contract with the Office of Economic Opportunity and in cooperation with the Administration on Aging of the Department of Health, Education, and Welfare. The findings upon which the evaluation was based were obtained from studies in the field, carried out from April 4, 1966 to June 30, 1966, of ten of the twenty-two foster grandparent projects that were funded at the time the study was approved. The sponsors of these projects were located in the following communities: New York, New York; Philadelphia, Pennsylvania; St. Cloud, Minnesota; Atlanta, Georgia; Fort Wayne, Indiana; Denver, Colorado; Morganton, North Carolina; Nashville, Tennessee; Madison, Wisconsin; and San Francisco, California.

These ten projects involved thirty-three child-serving agencies that were utilizing foster grandparents: ten general and special hospitals; seven institutions for the retarded; fifteen institutions for dependent and neglected children; and one specialized institution for emotionally disturbed children. The study included 478 persons who were employed in these agencies as foster grandparents and had worked two months or more. It also included 907 children who had received foster grandparent care for two weeks or more.

A staff of six field analysts on our staff visited these thirty-three agencies over a three month period and in each the program, administrators, and the impact on foster grandparents, children, institutions and the community were all studied firsthand during actual operations. By site observations, depth interviewing of foster grandparents and agency personnel, the administration of a questionnaire, and analysis of primary and secondary resource material and documents, the field analysts obtained the necessary data and prepared analytical reports of the operating program, the foster grandparents, and the children in each local setting. The final, total evaluation of the Foster Grandparent Program was synthesized from these reports.

Our findings about the characteristics of the foster grandparents, their life-situations prior to employment in the projects, their work situations and performance, and the impact of the program upon them are especially relevant to the proposed Older Americans Community Service Program.

THE EMPLOYABILITY OF OLDER PEOPLE

The foster grandparents were predominantly women (83 percent). Men did not respond in large numbers to the recruitment efforts of the local foster grandparent projects. One half were over 68 years of age and other half were from 60 to 67 years old. The majority reflected characteristics that identified

them as stable, family-oriented people. They were relatively free of major health problems which to any degree limited their work in the program. Almost all, 86 percent, had previously worked and one-half had been working within the past five years. Educationally, they represented at least an average American group: one-half had attained nine years or more of schooling and more than one out of ten had some college education. Almost one-half of the foster grandparents, 42 percent, reported that they were actively seeking other work when they applied to become foster grandparents. The majority of those who were actively seeking work also reported that these efforts were fruitless. They could not find employment usually because of their age and sometimes because they lacked needed skills.

Yet, taken as a group, they could be considered to be employable. Their stability, life experience, independence, motivations, educational attainment, previous work experience, and generally good health were all factors contributing to their employability. They were alert and ready to be called upon by their community. Although unutilized, they had not stagnated and had retained their potentials as human-service resources. Without the Foster Grandparent Program, presumably, this potential would have atrophied. There are undoubtedly many other older Americans with characteristics and potentials for employability that are similar to those of the foster grandparent group, waiting to be tapped by programs such as the proposed Older Americans Community Service Program.

WORK PERFORMANCE AND RESULTS

Except for a small amount of time for staff conferences and supervision, the the foster grandparents utilized their time on the job in the following three broad areas of work:

1. Social activities with children, including playing, walking, talking and listening to the child, holding and embracing the child, reading, teaching and eating with the child.
2. Personal care of children, including awakening children, putting them to bed, bathing, dressing, changing and feed children.
3. Housekeeping activities, including washing, ironing, and folding clothes and linens, tidying and cleaning rooms, cooking, sewing and mending.

While it was not possible within the scope of the study to ascertain the long-term effects of the program on children, the available short-term evidence clearly showed positive and sometimes dramatic impact on the vast majority of children. Most of them were seriously deprived, emotionally and socially, and many—72 percent—had serious emotional and health problems.

Based on professional observations it was reported that of the children served, 70 percent showed some physical, social and emotional improvement, and in more than 90 percent of the cases this improvement was attributed in part to foster grandparent care.

The mechanism by which these improvements occurred was the one-to-one relationship between foster grandparents and children carried on over a continuum of time, in the context of performance by the foster grandparents of the activities listed above. It is clear that the potential for useful work of these persons aged sixty and over was realized in the Foster Grandparent Program and that they gave good value for the remuneration they received.

Most of the foster grandparents in the program were affected positively in two major ways. First, the increased income they received for their work raised them above the poverty line and enabled them to cope more adequately wih problems that were related to their financial needs. Second, and equally important, was the renewed sense of usefulness almost all gained from their work with the children. In addition, a number of foster grandparents reported improvements in health and general physical functioning.

Three out of four of the foster grandparents reported that prior to coming into the program they had major problems in being able to make rent or mortgage payments, or to pay for clothing and personal needs, food, medical services and medicines. Sixty-eight percent reported that the increased income from employment had helped them considerably in dealing with these problems. Another 17 percent indicated the income helped to a minor extent, and 4 percent indicated that it had not helped.

It should be noted that while 90 percent of the foster grandparents were receiving social security benefits and 5 percent were receiving veterans assistance or

benefits, they still had major income maintenance problems. This calls attention both to the wide coverage provided by these programs and the inadequate amount of their benefits. Only 10 percent of the foster grandparents were receiving public assistance and it is commendable that in setting up the Foster Grandparent Program steps were taken to assure that the increased income from this employment would not substantially reduce the amounts received by public assistance recipients. In our opinion, a serious omission in S. 276 may be the absence of such provision to safeguard the grants of public assistance recipients, sometimes described as the poorest of the poor. Without such provision, S. 276 could have the effect of discouraging enrollment of elderly public assistance recipients in the proposed Older Americans Community Service Program.

The social-psychological picture of the foster grandparents is of a group of people who, although not recluses resigned to sitting in a rocking chair, had frequent feelings of loneliness, uselessness, and boredom. Many reported an increasing sense that their lives were purposeless. Almost all, 93 percent, of the foster grandparents reported that they felt more useful since they became employed in the program. The feeling of renewed social usefulness and meaningful activity became, along with increased income, the major effects of the program.

Other major effects of the program were changes in the health of the foster grandparents, frequently a feeling of increased energy. Some physicians of individual foster grandparents saw improvements in the health of these elderly patients, and in a number of cases doctors had advised in favor of participation for reasons of health.

It is almost impossible to reduce the real human impact of the Foster Grandparent Program to the written word. To see the program in operation, to learn of the reborn feelings of usefulness in older people who had been cast aside by society, to observe the hunger of deprived, handicapped and sick children for love, warmth and attention—these are the essential human aspects of the program.

EXTENSION OF FOSTER GRANDPARENT PROGRAM PRINCIPLE TO OTHER SERVICE ACTIVITIES

The underlying idea and principle of the Foster Grandparent Program was to develop a way of wedding the problems of the elderly to those of children and to attack both sets of problems simultaneously. This was to be accomplished through a human-service employment program that would address the amelioration of conditions of deprivation in both groups. This link was to be forged through a deliberate engineering of circumstances that would provide employment of the aged in roles of service to children.

In its study of the Foster Grandparent Program, Greenleigh Associates was and is impressed with the power of this underlying principle. It was sound in its original formulations and has proven its value in practice, despite a number of administrative and operational weaknesses found in the local projects. A viable role for the aged has been demonstrated; aged persons have been rescued from the corrosive, debilitating effects of poverty; the majority of children involved in the program have benefited; institutions have become oriented to a new service role. The program has achieved its main objective—the utilization of previously wasted human resources to improve the lives of children and older people, and thereby to strengthen the quality of our society. At the time they came into the program, the foster grandparents were almost lost from view, unserved by society and unable to serve it. This was attributable to lack of opportunity. They had retained a measure of dignity and were anxious to achieve new self-esteem through helping others. Their potential was not being utilized. The Foster Grandparent Program has successfully demonstrated the viability of creating highly useful, productive and satisfying employment for aged persons in one type of community service role.

The effectiveness of the Foster Grandparent Program leads us to believe that its underlying principle can be extended to a range of other service activities that goes beyond service to institutionalized children and encompasses service by persons aged sixty or over to persons of all ages in a variety of settings, both in institutions and in the open community. In other words, there are undoubtedly many community services roles in and out of institutions, benefiting all age groups, that could be effectively filled by older persons. Young children in hospitals or institutions are not the only ones in our society to be afflicted with

emotional, physical behavioral, or educational problems. Adults, and elderly persons in hospitals and institutions, and persons of all ages living in the community, have such problems, too. And the "medicine" of the human-service relationship provided by elderly persons employed as foster grandparents is a generic therapy that can work as well in other contexts of human need and service. Reciprocal human relationships have no age barriers or stipulations.

Some measure of the potential for utilization of persons aged sixty or over in community service activities is provided by a study conducted by Greenleigh Associates, Inc. in 1965 for the Office of Economic Opportunity. This was a nationwide study to estimate the number and kinds of useful new jobs that could be created for the unemployed poor in public and private nonprofit agencies. Estimates of job opportunity potential were based mainly on data obtained in interviews with hundreds of key staff people, familiar with manpower needs, from 38 Federal, state, and local agencies and 46 professional associations and nonprofit agencies. In addition, a large body of written material was thoroughly studied in order to provide information upon which to base estimates and describe types of jobs that could be made available.

On the basis of this study, it was our judgment in 1965 that some 4.3 million new, full-time nonprofessional jobs could be established in public and nonprofit agencies in the fields of education, health, public welfare, recreation, libraries, corrections, public protection and safety, public works, and social services. However, in considering now how many of these jobs could be filled by persons aged sixty or over, the reduced physical strength and stamina that accompanies the aging process leads us to rule out certain kinds of jobs from this 1965 total that entail appreciable physical exertion. Thus, we would reduce the theoretical potential of 4.3 million jobs by some 710,000, located in the following fields of service in which the majority of the kinds of jobs suggested would be unsuitable for the elderly: public works; prisons; police and fire; recreation; and beautification. This would leave a potential total of approximately 3.5 million full time jobs in the fields of health, including hospitals and mental health, education, day care, libraries, probation and parole, public welfare, institutions for dependent and delinquent children. (Details about the types of jobs that were included in the 1965 study are contained in the attached excerpt from the study report, "Appendix B, Brief Description of Selected Jobs.") In view of the proposed Older Americans Community Service Program's emphasis on part-time employment, this estimate of 3.5 million potential full-time jobs is, of course, only a rough guideline.

Based upon our experience in a number of studies of manpower, employment and training programs we offer the additional comment that the creation of an Older Americans Community Service Program would add another to the array of programs that are already asking local community service agencies to accept persons for training, work preparation or employment. We have in mind the Neighborhood Youth Corps, Concentrated Employment Program (Scheuer Amendment), Title V Work Experience and Training Program, and College Work Study, to name a few of the major ones. Therefore, in establishing projects under the proposed Older Americans Community Service Program, it is important to assure that local sponsors coordinate with sponsors of other manpower programs to avoid competition and duplication in their dealings with community service agencies.

Let me conclude these comments by saying that Greenleigh Associates, Inc. believes that an Older Americans Community Service Program would be useful and trusts that it will be enacted into law. If there is any further information that you wish to have from us, please let me know.

Sincerely,

ARTHUR GREENLEIGH, *President.*

APPENDIX B*

BRIEF DESCRIPTIONS OF SELECTED JOBS

This Appendix includes brief descriptions of selected nonprofessional jobs that are referred to in Chapter III. Additional descriptive information on many of these jobs is available in the *Dictionary of Occupational Titles*, the *Health Careers Guidebook*, a wide variety of other publications, in the job descriptions developed by institutions currently employing people in these

*Excerpt from Greenleigh Associates, Inc., *A Public Employment Program for the Unemployed Poor* (New York: 1965).

jobs, as well as civil service and personnel departments of municipalities and states. Therefore, the descriptions below are not intended to be complete and thus duplicate information that already exists. Rather they are intended to give examples of the duties performed, and thus to make the content of Chapter III more explicit.

*Camp program aide*** under direction of counselors in group, family and day camping programs, assists in a wide variety of camping activities and play programs, including wildlife instruction, guiding crafts and skills, guarding swimmers and helping on the waterfront, providing care and maintenance of boats, maintaining security watch for fires, accidents and lost campers.

Casework aide (*child welfare*) transports foster children, purchases clothing as required, visits foster children and foster homes as assigned.

Casework aide (*public assistance*) makes home visits, re-establishes eligibility if there is no reason to suspect change in the case, makes routine referrals after conferring with caseworker.

Case unit clerk (*child welfare*) responsible for telephone and referring calls, appointments, transcribing, mailing routine forms, checking on routine eligibility factors such as property, and computing budgets.

Case unit clerk (*public assistance*). See case unit clerk (child welfare).

Clerk (*family planning clinic*) routine clerical work, answers phone, files, handles some money transactions and may dispense supplies under supervision of doctor or nurse.

Clinic aide (*family planning clinic*) assists the doctor, cleans and prepares equipment, helps prepare patient for examination.

Diet aide in long- and short-term hospitals, under supervision of dietician, passes out and collects menus, assists patients in marking menus and selecting substitutions, explains special diet menus, tallies foods ordered, keeps running inventory, supervises food service, passes out nourishments, observes changes or problems and reports to the dietician.

Dietery clerk assists the dietician in the clerical aspects of the food service; is usually used in the larger institutions. This is basically a clerical job requiring typing and other clerical skills to do such tasks as typing menus and order forms and keeping records.

Education aide (*family planning*) provides family planning information in group settings, serves as liaison with other community groups.

Food service workers these jobs cover many levels of tasks including receipt and storage of food, preparation, service and clean-up. These are among the high turnover employment groups, particularly at the low levels. There are opportunities for advancement to food service supervisor, cook and baker through on-the-job training. Entry level positions do not necessarily require literacy, and foreign language training programs have been in operation in some areas.

(Note: Many public buildings contract with commercial firms for food service.)

Friendly visitor (*public assistance*) visits aged and disabled periodically, provides transportation to medical or other resources, keeps caseworker informed of any change in recipient, shops for recipient as needed.

Homemaker—home health aide. See Chapter III.

Home management aide under supervision of a home economist, does educational job with low-income homemakers in areas of homemaking skills, child development and consumer education, makes referral to appropriate agencies for problems outside of home management scope.

Hospital clothes room worker cares for clothes of patients.

*Hospital laundry workers*** under laundry manager or executive housekeeper, washing and finishing laundry and preparation of sterile supplies for surgery, delivery rooms and nurseries. Jobs include: washman, extractor operator, flatware ironer, marker-sorter, hand or machine presser, tumble operator, flatware shaker and clerical assistant. On-the-job training is available.

Hospital linen room attendant stores, inventories, marks and issues linens.

Hospital maid keeps assigned areas clean.

*Hospital maintenance workers*** under overall supervision of chief engineer works in repair, maintenance and upkeep of equipment, buildings and grounds. Trades represented in hospital maintenance include stationary boiler engineer,

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**The double asterisk indicates positions that are not considered suitable for the elderly.

plumber, electrician, carpenter, mason painter, plasterer, grounds-keeper and other.

*Hospital porter*** cleans and waxes floors, washes walls and windows and performs similar tasks.

Hospital ward clerk, floor clerk, ward or unit secretary under supervision of a professional nurse, acts as receptionist and does much of the paper work. Shows visitors where to go, takes phone messages, helps prepare patients' charts, distributes records needed by physicians and performs other clerical duties.

Interpreter (family planning clinic) performs receptionist or clerk functions for non-English-speaking patients.

Laboratory aide under supervision of scientist, technician or teacher, prepares materials and cleans up, assists in use and maintenance of instruments and machinery, washes glassware, assists with handling of animals, does clerical and messenger tasks.

Library clerk or aide. See Chapter III.

Mental health aide in clinics and community mental health centers may perform a wide variety of functions to assist patients both in relation to treatment schedules and in the acquisition and utilization of other community services. These may include: information gathering, such as interviewing patients for certain facts, making home observation and neighborhood visits, and handling collateral contacts with other agencies; information and referral duties, such as securing knowledge about the kinds of community services available, eligibility requirements, making this information available to other staff members to help in referring patients; patient counselor dutes, such as helping to find jobs, recreational and educational opportunities; advising about social welfare agencies and community services, listening to and discussing minor reality and work problems and generally lending support to the patient in day-to-day living; expeditor and negotiating duties, such as helping patients to make application for services and secure needed medications, accompanying the patient to the welfare office and negotiating for needed services, and generally dealing with the bureaucracy; other duties, such as arranging transportation, helping patients get to the clinic, child care during visits and meeting similar realty problems.

Neighborhood worker or home visitor (family planning) carries education program to families in their homes, offers information on family planning and its availability in the community, arranges for clinic or doctor's appointment, and, if necessary, for transportation or babysitting; follows up on clinic appointments. In rural areas, the home visitor may also distribute supplies.

Nursing aides (female title); orderlies, nursing attendants or assistants (male titles) perform varied duties under supervision of professional nurse, including answering patient's calls, helping with meals and bathing, adjusting beds, straightening rooms, escorting or conveying patients between departments.

Occupational therapy assistant under the supervision of the occupational therapist, prepares and lays out work materials and supplies, assists in maintenance of tools and equipment; may instruct patients in manual or creative arts. High school graduation is prerequisite and training is conducted by employing institutions. American Occupational Therapy Association certifies assistants trained in institutions whose training programs are approved. Associate degree level training in junior colleges is being developed on a pilot program basis.

Some nonprofessional tasks which need doing in connection with the performance of occupational therapy are clean-up, preparation of activity materials, feeding, dressing and other personal care activities for the handicapped (e.g., cerebral palsied), driving and assisting the handicapped to get to outpatient clinics (strong males needed for this). How such tasks are delegated would depend on the employing institution, and it is difficult to attach job titles to these. There would be resistance from the professional group to lowering standards for occupational therapy assistants.

*Park maintenance, conservation and beautification workers*** perform such tasks as tree trimming, tree planting, landscaping, caring for grounds and lawns, gardening, constructing and maintaining fireplaces, campgrounds, nature trails and beaches, and generally caring for and protecting wildlife and nature preserves in urban and rural areas.

Psychiatric aides psychiatric aides in institutions perform a wide variety of tasks, ranging in skill and importance, including: nursing care, such as giving medicine to patients, taking temperature and blood pressure; counseling duties, such as helping a patient discuss his problem, encouraging participation in games and other recreational activities; monitorial duties, such as breaking up fights, taking patients from one place to another, keeping dangerous objects from patients; informational duties, which include writing notes in patient's chart, reporting to nurse or psychiatrist on patient's condition; housekeeping duties, such as making beds, cleaning floors, collecting and distributing clothing and laundry; performance improvement, such as attending staff meetings and classes, familiarizing oneself with the patient's history.

Public health assistant under supervision of public health nurse, aids in the operation of clinical and other activities. Duties include reception and registration of clinic or child health station patients; pulling and filing records; addressing mail; recording laboratory and medical reports on patient records; tabulating and recording daily activities; keeping clinic rooms and supply closets in order; replenishing supplies; cleaning, sterilizing and setting up instruments and equipment; assisting in preparation for and during examinations, including weighing, measuring, taking temperature; escort and messenger duties.

Receptionist (family planning clinic) greets patients, takes basic information (excluding confidential medical and social history).

Recreation equipment and maintenance workers ** help construct, maintain, repair, transport, disseminate and collect recreation and play equipment; care for grounds and buildings, and do general janitorial work.

Recreation program aide ** under the supervision of trained recreation workers, in schools, churches, play streets and playgrounds, leads group games; helps individuals in crafts; monitors attendance; supervises use of equipment; guards against accidents and incidents of neglect and abuse by troublesome individuals.

Teacher aide. See Chapter III.

Work training community aide identifies persons not receiving public welfare who are eligible for Title V programs; conducts nonstructured group meetings with recipients in training; follows up on absentees; performs tasks for trainers as needed, e.g., accompanying a child of trainee to clinic; compiles routine data.

DENTON STATE SCHOOL,
Denton, Tex., August 18, 1967.

DEAR SENATOR WILLIAMS: Enclosed are copies of two recent Quarterly Reports, which contain some of the philosophy and give some indication of the operation of this particular Foster Grandparent Project. I thought they might be helpful to you in your work with the Senior Service Corps Bill.

Several things have impressed us here on the staff in working with these older people:

1. The anxiety and fear with which these people come in looking for a job is quite noticeable. Apparently they have been rebuffed and turned down so many times that they fear to go out and be hurt again. In several instances the women, for example, came to us with excess make-up which was intended to make them look younger (but actually accomplished the opposite). When they saw that they were accepted as they were on following visits, the excess make-up disappeared and they became their natural selves again. In any such program a tremendous amount of warmth on initial contact is absolutely necessary for most of these people have applied many times for positions and have been rebuffed sometimes gently, sometimes rather crudely, so that they have finally retreated to their homes and remained there.

2. This project, of course, draws its older employees from the low economic level element of society. These people are the most difficult to attract of all, for ordinarily they do not follow newspaper publicity and have less contacts in the general public. Normally they are touched only when some close friend or relative is aware of a situation or position and personally informs them about it.

3. We were both impressed and somewhat saddened by the great number of retired older persons who had sufficient retirement and social security to make them ineligible for this project and yet, who were by no means "well off". These

people had been active as teachers, as nurses, and in many, many other positions and were now bored beyond description and were trying to find all sorts of means to keep themselves from sinking into depression. Many of them had good educational backgrounds, a good work experience background, and personal qualifications that would make them most acceptable for work in later years, but because of the pattern our society is taking, they have been rejected once they reached a certain age limit. Any Service Corps or any other group which would touch this in-between group which now neither has enogh money to make trips around the world nor is poor enough to be hirded on the few existing projects which are in operation would serve a most useful purpose for a quite large segment of our older society.

4. This project, of course, operates in a rural area and so we are more aware perhaps than others of the great need for transportation for this segment of our population. A few of these people do have cars, but some of those who could afford them no longer feel competent to drive them or do not wish to drive them and so are completely isolated. It so happens that in our local community there is no public transportation and this makes the problem even more difficult for them. I feel that a part of any project should be some provision for transportation to whatever centers of activity or training or jobs would be created is essential.

5. It appears to be extremely important to these people that they are really needed and that this sort of operation, like the Foster Grandparent Project for example, is not a sham. They do *not* wish to simply come and sit around (although they would probably do so if nothing else were expected of them) but seem most pleased when they are expected to perform and are given assignments within their ability to perform. It is necessary here to reinforce them constantly and I think this must be built into any projects in this area, but once this is done they will perform and perform well.

6. A most important factor in working with this age group is the matter of screening the people who will enter it. Some older people, as you know, are active into the mineties and other people are senile when they are forty. With these people age sixty and older we find that some come in who are entirely incompetent to do this work because of physical ability, because of health, because of mental ability, because of mental health, or because of personality characteristics. It is sometimes difficult to screen them out without hurting their feelings, but it is important to the project since other Grandparents seem to resent a person who is not performing as the Grandparents feel as they should. The Grandparents seem to have a tremendous desire that their group as a whole should present a good picture to the world so that they might continue to receive acceptance from society.

7. We had anticipated that there would be a great deal of illness and accidents and so forth, but were very pleasantly surprised that this has not been the case.

8. Many of these older people have been lonely and isolated, although by no means all of them, and therefore they also wish to "belong". I would suggest that all of the older participants in any of the activities of the Senior Service Corps be given a special name and sort of identification. For example, here in our project the Grandparents all decided to wear blue uniforms which would distinguish them from any other uniform or any other person around the campus. This has been most successful both in advertising them and what they are doing and in giving them a sense of recognition as well as unity as a group. We on the staff have felt that this has been most important in the espirit de corps which this group has.

The ways in which these older people can be used appear to be endless. Some of our suggestions for extending the use of the Foster Grandparent principles are the following:

1. For example, here in Denton we are now planning to use some of those who have applied here at the Foster Grandparent Project for work in an institution for retarded children to act as sitters and perhaps trainers for retarded children in their own private homes where they would be paid by the parents. We have volunteered to have any people that the Association for Retarded Children might feel would be eligible and in this age group to come to the project for orientation and for observation so that they might be better equipped for this task. We have also volunteered our waiting lists for this service.

2. I understand that there is always a need in hospitals for certain cases where they require, rather than a nurse, simply a "sitter" who will be present at a patient's bedside and call the hospital nurse in case of need.

3. It appears to me that many community agency nurseries and child care facilities could well use this grandmotherly type with the quiet, shy child who withdraws from the group and who is generally neglected because the leader of the group cannot leave the group in order to help this individual child. We here at the Denton State School Foster Grandparent Project have found that these Grandparents have an especial facility in drawing out this group of children who seem to withdraw more and more into themselves.

4. The slower pace at which many of these older persons operate lends itself ideally to working with some of the children who have emotional difficulties and who need to take things a little slower and digest them better until they get themselves on an even keel. Here again, we have found them ideal in working with retarded children. For a time we wondered whether they would accept the children and whether the children would accept them. But the love that is obvious of the one for the other answers all such questions with no doubt whatsoever.

5. There are many cases when there is illness in a home in which a homemaker may be sent into the house to clean up the house and cook a few meals, but this homemaker normally would not have time to sit and play dolls with the little girl or read stories or to give the child the individual attention that the child craves more than ever when it is troubled by illness or by some tragedy in the family. Here again, an older person could be of tremendous service either having these children brought to a central place to relate and associate with the Grandparents or by having the trained Grandparents go into the home and play with the child in his own home so as to take away an additional emotional strain at a time when the child is already quite perplexed by things that he does not understand.

It may be strange to say this, but these older persons will not in the beginning come running in and appear to be extremely eager to serve. They have become cautious, watchful, and protective of themselves in being hurt again and they actually must be sold on the idea first. Therefore, the initial part of any such program would be a publicity campaign which would be carried to the old people by many different devices, which would make them fully aware of this and which would make it appear a prestige thing rather than a dole or a matter of pity. If it could be presented as a way of helping society, rather than a way of society helping them, then there would be much more readiness for these older persons to serve. However, once they are assured that any such program is genuine and that their dignity will be maintained, I think there would be an increasing and continuing parade of older persons coming into this work, since our work here has taught us in our close contact with these older people that they desperately need this sort of thing.

I hope these ideas will be of some assistance to you and regret the delay which was occasioned by vacation.

Sincerely,

W. E. GURSCH, ACSW,
Foster Grandparent Project.

Approved by:

E. W. KILLIAN, *Superintendent.*

ALABAMA LEAGUE OF AGING CITIZENS, INC.,
August 21, 1967.

MY DEAR SENATOR KENNEDY: The Alabama League of Aging Citizens and the Joint Legislative Committee of Old Age Pension and Senior Citizens Organizations stand behind me in full support of the senior citizens program as promulgated in Senate Bill 276—The Older Americans Community Service Program. To us this will restore first class citizenship to many elderly people who now are in the sideways and byways of life. We think this legislation is imperative and will improve every American community where it is operated—not just the lives of the people affected.

Again, we urge favorable action on this measure. The Honorable William Beechill has expressed clearly our feeling on this measure.

Sincerely yours,

RUBIN M. HANAN, *President.*

ALABAMA LEAGUE OF AGING CITIZENS, INC.,
August 1, 1967.

GENTLEMEN: As spokesman for organizations of all senior citizens of Alabama, I would support and urge immediate passage of Senate Bill 276, to amend the Older Americans Act of 1965 in order to provide for a National Community Senior Service Corps.

We believe such a Corps would serve to enrich human life, both from the standpoint of corps members and from that of the people served. Low, fixed incomes of many elderly would be supplemented by meaningful, useful employment.

We know today that job opportunities for people over 40 are limited, while those for persons 65 and over are rare indeed. A National Community Senior Service Corps would help bridge the gap for able-bodied oldsters who otherwise would be "on the shelf." Again, these people not only need more money to live on—they also need a chance to participate in community life.

A Senior Service Corps would do far more than a dole or a handout for the elderly. These people would be earning while giving of their talents to others.

Again, no behalf of the Alabama Senior Citizens Organizations, I urge favorable action on Senate Bill 276. God bless you all.

Sincerely yours,

RUBIN MORRIS HANAN, *President.*

UNITED NEIGHBORHOOD HOUSES OF NEW YORK, INC.,
New York, N.Y., August 24, 1967.

DEAR SENATOR KENNEDY: Thank you for giving me the opportunity to comment on S. 276. I am sorry to be so late in replying to your letter of July 29th but it arrived while I was on vacation.

I find the new bill better, in almost every respect, than S. 2877 and S. 3326. My one reservation is in limiting the possible Federal contribution to 90% of the cost of the program instead of 100% as in the former version. This may act as a deterrent in some communities, and usually this happens where the need is greatest. The other changes you list in your letter are certainly welcome.

As I indicated in my statement of June 6, 1966, a bill such as this one is very much needed to give service to elderly people. They are the forgotten group among the poverty programs today and even though we have made great strides in lifting Social Security benefits and providing medical services, S. 276 permits the kind of useful activity older people may engage in, which gives dignity and purpose to their lives. I hope very much, indeed, that you will be successful in getting the bill through the Senate and eventually through the whole Congress.

Sincerely,

HELEN M. HARRIS, *Executive Director.*

STATE OF NEVADA,
DEPARTMENT OF HEALTH, WELFARE AND REHABILITATION,
WELFARE DIVISION,
Carson City, Nev., August 3, 1967.

DEAR SIR: Thank you, Senator Williams, for your letter of July 26, explaining the present status of Senate Bill 276, the Older Americans Community Service Bill. The Nevada agency on aging supports the bill since it can offer much needed services to the older people in the state.

For some time, we have been aware of the deficiencies created by low budgets and lack of matur personnel needed to provide the supportive roles that would enable our public and private agencies to more fully functions as the source of community service. The variety of situations in which the older person can make a contribution to his community is limited only by the interests and abilities of the person. There are openings in clerical duties, visitation, recreation, community centers and a wide variety of other settings.

I have recently completed discussions with several groups of older persons, and my personal observation, Senator, is that there are approximately 400

older persons who are immediately available to provide the support needed by the local agencies to begin the provisions of services when the program begins. A great many more persons would be available as they become aware of the program.

The primary concerns raised by S. 276, from an administrative standpoint, can be best summarized in the following way:

(1) That a clear delineation between this and other similar programs needs to be made, and that the regulations and attitudes restricting existing programs not be permitted to turn S 276 into an extension of existing programs;

(2) That it should be clearly set forth that the dominant role is to be that taken by the States and not the federal agencies. It should provide that the development, administration and approval for funding is the responsibility of the state, with the assistance of the federal government. My concern in this area stems from the basic fact that the state is better acquainted and equipped to determine its own needs. Lack of basic familiarity with needs tends to remove the flexibility and uniqueness with which local people attempt to solve local problems.

I hope these comments can be of some assistance to you in securing passage of S. 276. If I can be of further assistance to you, Senator Williams, please feel free to call upon me.

QUENTEN L. EMERY,
State Welfare Administrator.
By ROBERT N. HIGGINS,
Bureau of Aging Services.

COUNCIL FOR ECONOMIC OPPORTUNITIES IN GREATER CLEVELAND,
August 10, 1967.

MY DEAR SENATOR WILLIAMS: Pursuant to your request about my experience with the Foster Grandparent Program here in Cleveland, may I humbly offer the following brief proposals:

I. Expand the Foster Grandparent Program. Our host agency directors testify to the value of the Foster Grandparents (FGs) who work with the dependent, neglected, and crippled children.

II. Make it possible for private industry to teach the older worker to prepare for and know how to retire. Individuals who have followed a work routine over a long period are forlorn and despondent with nothing specific to do.

III. Construct a definite Big Brother and Big Sister program using the Senior Citizen for this work. The insecure, unloved, and unattended child can be an expensive delinquent.

IV. Propose that skilled and qualified people be hired to develop suitable jobs for men and women 60 and over. There are types of jobs such as home making, baby sitting, contributing to the beautification of our cities, auxiliary aides in clinics and hospitals, teaching music and crafts to the under privileged child. This kind of work would not take jobs from the highly employable job force.

V. Establish a commission to study methods of prolonging the life of the male, since the father image is considered important to our way of life.

The need to feel useful is so important to people generally, but especially desirable for the older citizen. When we assign the FG's to take care of children within the institutions, they weep copiously because they are not only supplementing their low income but feel wanted again in our society.

Those who have been nursing real or imagined ailments immediately improve. Absenteeism is virtually unknown among the FG's. In keeping with the American creed to "give us the tired the old and poor" these are only a few suggestions, which I have developed from my four months with the Foster Grandparent Program.

Will you please share this with our Ohio Senators and Cleveland House Representatives.

Best wishes to you in your deliberations on August 22nd, and 23rd.

Sincerely,

MAZZILEE JACKSON,
Director, Foster Grandparent Program.

STATE OF OHIO,
DEPARTMENT OF MENTAL HYGIENE AND CORRECTION,
Columbus, Ohio, August 7, 1967.

DEAR SENATOR WILLIAMS: Thank you for giving me an opportunity to react to your proposed Senior Service Corps Bill. In my position as Director of the Department of Mental Hygiene and Correction, I have observed many times the benefits of meaningful work for older people who change from listless, withdrawn individuals to persons interested in living and participating again as a result of this activity. The concept of combining needed service and therapeutic activity is being used by our State in its Golden Age Villages. These are demonstration housing projects in which residents will include older people from the community as well as non-psychotic patients discharged from mental hospitals. Many will be employed in the housing project to perform needed services. They are eagerly looking forward to this employment.

The benefits of a Senior Service Corps program are readily apparent to me. The senior himself has much to gain from constructive activity which may mean the difference between sickness and health, or a hopeful outlook and loneliness and/or boredom. An organized program of purposeful service and activity can help to relieve tensions, broaden tastes and attitudes, refresh the spirit, develop skills, stimulate and revive interests, encourage expression and renew values. The feelings of worth which accompany service can ease the psychological adjustment to retirement by substituting the feelings associated with the worker role.

In addition, the senior benefits from any monetary compensation he may receive for his services. Although even the maximum annual compensation of $1,500.00 is not sufficient to bring people out of a life of poverty, it would represent a major increase, almost a doubling of income, for large numbers of older persons employed under the Corps program.

Most communities could benefit from a willing and talended Corps of workers. Hundreds of people in every community need assistance. At the same time the service professions face a serious shortage of trained personnel. The underprivileged, the mentally ill and retarded, the chronically ill, the maladjusted, the homebound and the young school "drop-outs" all could be helped. The older population of this country represents a vast human resource which should be sought and utilized to meet these needs. Millions of dollars worth of talent and experience are going to waste so long as this segment of society has no opportunity to contribute.

A more subtle contribution which would result from this program is an improved image of retirement and aging in general. By providing a picture of contribution rather than dependency, and activity rather than boredom in retirement, a revolution in our culture's attitude toward this phase of life, and a significant gain in status for the older person would develop.

The need for and interest in a Senior Service Program has been evidenced in Ohio in several ways. First, letters from well qualified individuals desiring an opportunity for service have been received by Mrs. Rose Papier, Coordinator, Division of Administration on Aging. A few examples are as follows:

A gentleman from one section of the State with a Ph. D. in engineering writes: "I would be interested in part or full time work as a volunteer preferably concerning the medical field, and would not require compensation from this other than traveling and expenses away from home."

A school teacher, retired after 52 years of service says, "I'm more alert now than ever . . . I would like to continue to be active and make some money while doing so."

A retired Management Consultant with experience as an officer and director of several corporations indicates his desire to serve: "Since I have served my government in both wars, I wrote President L. B. Johnson relative to serving again . . . I am interested in doing some responsible work and would require only reimbursement for expenses incurred."

A principal of a school who must retire this year ask for suggested sources of work in his community.

Secondly, a number of the 1967 Title III Projects approved in Ohio support the need for a Senior Service Corp.

The statistics reported for the first month's operation of a Senior Information Center in Cleveland show that out of 220 problems presented, 61 (or over one

quarter) related to employment. "The most frequently requested was for assistance with employment problems."

Two senior centers, expanded with Title III funds, have added a "Job Opportunities" program, both volunteer and paid, to their overall projects. One wrote:

> "For a number of years there has been a concern in our Committee on Needs of Senior Citizens for volunteer and paid service for senior citizens—especially those who have special skills.
>
> "There have been a few examples of this kind of service such as that by several retired accountants to the Child Welfare Agency in setting up a new and modern accounting system. More of this kind of opportunity can be provided but it requires a careful matching of skills with needs and often a searching out of the organization who needs the help that is available.
>
> "Likewise there are many people who need help of a 'handyman' nature that many retired people could do if the person and the job were brought together. Calls come now to the Senior Citizens Center but there is no one to pursue the request and no file of possible workers. If the need for a helper and the person with the 'know-how' can be brought together both would be served and the senior citizen could add to his income."

Three other approved projects were designed to hire older persons to serve other older persons. In one project two older persons are hired to serve as case aides to find homebound elderly and schedule regular visits. The other two projects are using seniors as program aides in centers.

Another statement of interest was received from a senior center in a small community. They wrote:

> "Requests which we receive continuously are for housekeepers and practical nurses by day or live in. We have been unable to fill these. We think we understand why—more people are independent, the people needing the service are either not able or not willing to pay much. It is a thankless job, under the circumstances it is so difficult to please. Yet the need is there. These people do not want or need nursing home care—they want to be independent or at least be master or mistress in their own home."

In addition, the first year of a Title IV Older Americans Act demonstration project conducted in one center has proved very successful in using senior center members, as volunteers, to expand its services to older persons and will extend the program to use senior center members to serve housebound older persons. Acceptance of the project by the members is stated in the first year's report:

> "The Demonstration interviewing has been a very welcome task for the Barton Center men. They know they are doing an important community and national service so they do it proudly." As one gentleman put it: 'It's good to get up in the morning and put on a white shirt and have appointments to keep.' "

Another example of the need for a Community Service Program is a proposal for the development of a Senior Worker Action Program received from a community action group in another of the State's area. This group's explanation follows:

> "While this project places principal emphasis on increasing income, other benefits to be derived from useful employment are of major consequence. These include a sense of achievement, a feeling of belonging, maintenance of morale, and personal dignity, self-respect, and independence.
>
> "It is felt a combination of paid employment and supportive voluntary services would increase the effectiveness of this type of program in the Akron area. It is also expected that a number of people who could not otherwise offer to serve could do so if some compensation were offered . . ."

I think that all of these examples show that Ohio, on the State, local, and individual levels, wants, needs, and could develop programs to operate under the Community Service Program Amendment. I see the increasing number of active persons reaching retirement age in good health, a tremendous added potential available for the benefit of mankind. The older people in our Country want and deserve an opportunity to serve.

Sincerely yours,

MARTIN A. JANIS, *Director.*

ACTION FOR BOSTON COMMUNITY DEVELOPMENT, INC.,
Boston, Mass., August 15, 1967.

DEAR MR. WILLIAMS: Thank you for your inquiry about our experience with Foster Grandparents and suggestions relative to S. 276.

1. Our experience with older persons has been a rich and rewarding one in terms of upsetting preconceived conceptions about them. They are a rugged, durable, alert, devoted and capable group of people (86 of them) whose attendance record at work in the Wrentham State School and the Walter E. Fernald School (both for retarded children) is far better than that of the regular school staff in foul and fair weather alike. They accept supervision and work under direction, give of themselves physically and emotionally; receive training, learn and apply what they learn with as much apparent facility and ease as do younger persons.

Most wonderful of all is the amazing change which their work with the retarded children has produced alike in the child and the Foster Grandparent. So I say, without reservations, that major service roles can be performed by a significant number of older Americans.

2. I suggest that the Foster Grandparent principle of giving tender, loving care on a one-to-one basis, four hours daily, five days a week can be extended with equally dramatic results (because the need is so great)—

to the blind, physically handicapped, mentally and emotionally disturbed institutionalized children;

to the children in Day Care Centers, foster homes, temporary shelters (for evicted and dispossessed because of urban renewal, fire, poverty, too many children, etc.);

to children in tuberculosis sanitaria, children's hospitals, known to the court as abused, and/or deserted;

to children in opportunity classes (sort of teachers corps) for mildly retarded and socially deprived;

to delinquent children.

This principle of giving TLC on a one-to-one basis can be extended to needful young and older adults. For instance:

to unwed mothers, people in hospitals, institutions, sheltered work shops, homes for the aged, nursing homes, to people of all ages in "at home" situations requiring companionship and friendship as part of therapy.

3. The talent and experience of older Americans can be enlisted in so many areas that it staggers my imagination. With more time I could compile a tremendous list beginning with these suggestions: Serve as vocational counsellors—

giving the flavor, pressures, problems, pleasures and joys of their occupation to young people seeking guidance;

train young people in crafts and trades when such youths cannot attend trade school, or are not ready to do so;

act as resource people to assist rural people in their adjustment to urban life;

work with delinquent children and youth under direction of the court or institution;

again under direction of court work with youth and adults in reformatory institutions in preparation for inmate's release, to serve as liaison for finding work, housing, etc., and to be a follow-up friend to the rehabilitee;

staff centers in depressed areas to provide consumer information and to assist the consumer in making wiser decision in seeking loans and using credit;

do comparative pricing in depressed areas to detect over-charging the poor;

staff centers for housing information for new arrivals, but more especially to search out and settle in adequate housing families with four or more children dispossessed and/or evicted by urban renewal, fire, condemnation procedures;

staff and operate a federally funded loan operation to aid those older Americans unable to meet medical, hospital and dental costs not provided for in Medicare;

staff and operate cooperative buying groups to benefit the financially depressed;

staff and operate credit unions;

staff and provide *friendship* visits on the lonely, house confined children and/or adults and older persons much on the basis of the Visiting Nurse; act as liaison people with hospitals and the patients' home preparing the patient emotionally for surgery and after surgery for return home;
serve in hospital-home capacity in a manner that would make possible the early return home of a person well enough to leave the hospital, but not ready for self-care if living alone;
since many lonely people get ill and enter hospitals simply to get attention (any kind of attention, even an operation, is better than none at all) it seems that older persons could visit such people in their isolation as they become known to doctors and/or hospitals.

These are but a few of the many thoughts that flood my mind as I think of all the opportunities. I sincerely pray the successful enactment of this vital and greatly needed legislation.

Cordially yours,

HERBERT A. JERAULD,
Project Director.

FOSTER GRANDPARENT PROGRAM,
Charleston, S.C., August 2, 1967.

DEAR SENATOR WILLIAMS: We are both interested and pleased with your work on the Older Americans Community Service Program.

The response of the elderly to our program has been one of joy and satisfaction.

Some possible areas for part-time employment for older people are as follows:

1. Hospital aides: (1) to read, feed and play with children in the hospitals; (2) to watch patients who should not be left alone; (3) to play games with and read to the elderly in nursing homes.
2. Home aides: to give personal care and feed patients at home, answer the phone and door, read to and talk.
3. Temporary care for children: get them ready for school, serve breakfast and be there to greet them on their return, staying until father or mother returns from work during emergencies.
4. Serve as attendants for pre-school children on playgrounds during morning hours or 10–2 P.M.
5. Work as aides in special education classes for the retarded, emotionally disturbed, hard of hearing and at speech clinics.
6. Persons with skills in physical or recreational therapy could work with children at home as aides between treatments.

We are enclosing an excerpt from our quarterly report showing the kinds of things our Foster Grandparents do in the homes.

Respectfully yours,

Mrs. A. DEWEES KELLY, *Director.*

NARRATIVE REPORT—S. C. CAP 66–9715, JUNE 30, 1967

I. GENERAL OPERATION

Our Foster Grandparents work with exceptional children in the children's homes. These 40 children are the same ages as those participating in year-round Head Start—3–6 years of age. However, they are physically handicapped, emotionally disturbed, mentally retarded or greatly socially deprived and not near a center. Foster Grandparens give these children tender loving care and pre-school experiences.

For each child the FGP takes a plastic kit which contains a wash cloth, tooth brush, soap, tooth paste, a comb and brush. According to the needs of the child, blocks, shapes, view masters, balls, games, puzzles, books, bubble pipes, flutes, cuddle toys, bang benches, dolls, finger paints, brushes, paint, paper and crayons, coins, balloons, roll toys, playdoh, record players, records, telephones, tea sets, flags, compasses, etc. are provided. Foster Grandparents exchange their books and toys weekly or as needed. Each FGP has a tote bag,

for supplies are not left in the home over night. FGPs are given $1.00 a week to provide a snack for each child. Milk or juice, fruit, cookies, sandwiches, raisins, etc. Once a week on a field trip ice cream or some special treat may be provided. One little girl always ask for French fries.

Foster Grandparents have their lives enriched by the experiences they are encouraged to provide for the children. They are trained to read and tell stories, to help the children talk about pictures in books, to discover differences and similarities in shapes, materials and colors; to identify objects in the home and in the neighborhood. Because the children are retarded culturally, mentally or physically handicapped, patience and love are needed. They are rewarded by the achievements of the children and improvements in the family situation.

FGPs are encouraged to be creative and to think of ways that might stimulate growth. These ideas are shared with other FGPs. At four and five years of age some of the children have difficulties in eating and many cannot feed themselves. FGPs give some children baby or jr. foods as snacks and increased weights have been noted. Some parents have accepted feeding suggestions and ideas from the FGPs. Many of the children are not toilet trained. Some FGPs have been successful in cooperating and giving help to parents or guardians in this area. Parents and children are so proud when they are successful. Help in toilet training paid off when it was time for enrollment in summer camp for the retarded. One requirement was that the children be toilet trained.

So many FGPs had never visited the Art Gallery, Museum or Library. Some who have children would be enriched by these experiences have ventured into the buildings, and enjoyed it. Workshops have been scheduled with the staff to instruct the FGPs in the use of the facilities, what is available for their use and of interest to their children. These workshops broaden the horizons of the FGPs. The FGPs will be taught how to make hand puppets. We feel that these are useful skills for use with their own grandchildren or if they are employed to work with children in other situations. Foster Grandparents enjoy visiting the zoo and park. FGPs take the children to department stores and supermarkets. Children love the elevators and escalators and love to name the products.

Two FGPs with children with hearing problems. FGPs attend therapy classes so that they may continue the therapy at home. Other FGPs are instructed in language stimulation to help the children talk and in physical therapy to help them use hands, arms, and legs. Of course some are more skillful than others. Foster Grandparents who are going with their children to the Day Camp for the Retarded children attended the staff orientation workshop.

OFFICE OF THE MAYOR,
THE CITY OF EAST ORANGE, NEW JERSEY,
East Orange, N.J., August 18, 1967.

DEAR PETE: I wish to acknowledge receipt of your letter of August 11th soliciting my comments on Bill S276, or the Older Americans Community Service Program. I am pleased to do so.

The following are several areas which could be included in this Bill and which in the opinion of several members of the Mayor's Council on Senior Citizens would be most valuable:

1. Paid senior citizens to act as cultural liaisons between the elderly residents of community boarding homes and services available in the community. In the city of East Orange, there are twenty-nine boarding homes, housing between 450 to 500 elderly persons, many of them indigent.

Through such a cultural liaison service, these elderly citizens could be brought into the activity of the community and trained and developed to be a participating personality. I feel certain that similar circumstances and conditions apply to many of the communities throughout our nation.

2. Paid senior citizens to participate in the "Visiting to the Home Bound". This would be like a person-to-person service.

3. "Meals on Wheels" and similar service organizations could be serviced with paid packers and paid drivers who would be enlisted among the senior citizens.

4. In communities where senior citizens groups are presently organized, funds could be made available to employ paid secretaries for each group in order to facilitate the functioning of said groups.

5. Monies made available for staffing community centers for the elderly which would be located in the neighborhood in which the seniors live. We have found a reluctance on the part of some of our elderly against travelling away from an immediate neighborhood. Therefore, a need for more neighborhood senior citizens centers is very evident.

6. In East Orange, there is a very high percentage of elderly citizens among its residents. The city of East Orange presently conducts a senior citizens center. Plans for additional centers are now in progress. Many senior citizens groups are conducted by the East Orange Recreation Department.

It seems to me that the services and monies which would be made available to a community under the terms of Bill S276 are urgently needed to carry on and expand programs of this type for our senior citizens.

I trust these suggestions may be helpful. I think the Bill in its present form is excellent.

Cordially.,

JAMES W. KELLY, Jr., *Mayor.*

FOSTER GRANDPARENTS,
Cincinnati, Ohio, August 11, 1967.

DEAR SIR: In response to your letter of July 26, 1967, we have found that major services can be performed by a large number of older Americans. If a "Before" and "After" picture were available of the prospective Foster Grandparent, the change is almost unbelievable. To see the applicant at the first interview and the same Foster Grandparent after he has been employed for almost two years is far more expressive than any words could be.

Couple this picture with that of an assigned child before and after having a Foster Grandparent for six months, then the answer to the question "whether your experience has convinced you that major services can be performed by the older Americans" would indeed be answered without words.

The Foster Grandparent is healthier, happier and a more complete individual. By contributing a useful service to his community and more specifically to his "foster grandchild", he feels more adequate and has developed a brighter self-image. He is more stable financially and able to meet his responsibilities as well as indulging in a few luxuries. Due to his relationship with his assigned child, he feels needed, loved and wanted. He now has a reason for living, for getting up each morning.

The child is a more adjusted, happier and more content individual. He has someone to look forward to seeing each day, to play with, and most important, someone to call his very own.

The Cincinnati, Ohio Foster Grandparent Program has been authorized to employ only 38 Foster Grandparents. The above narrative about the Foster Grandparent and his child can, therefore, be multiplied by 38 Foster Grandparents and approximately 80 children at any given time during the duration of the program. It has been a unanimous success.

Our affiliation with the Foster Grandparent Program has certainly convinced us that older Americans can, *and should be* involved in community service. They have a great deal to give and share with others, and given the opportunity, all *are able and willing* to meet the challenge.

The Foster Grandparent principle can be extended to other service activities; the mentally disturbed child in an institution, the mentally retarded child in an institution, the dependent, neglected child in foster homes and, finally, the child in day care centers who show signs of emotional problems. These children, too, need someone they can love and call their own. They are placed in these institutions and forgotten by their families. The staff does not have the time to spend with the hospitalized or institutionalized children to train, to teach and to better prepare them for their return to their family and community in an emotionally, as well as physically healthy condition.

In all of the previously mentioned areas there is a great need. A need in which only a few people can fill. The older American is one who can and who is anxious to fill this need.

We hope our comments will help in the presentation of Bill S. 276 and if any additional information is needed, please feel free to contact us at any time.

Your truly,

MRS. IZELLA KENDRICK,
Project Director.

LEWIS AND CLARK COLLEGE,
Portland, Oreg., August 10, 1967.

DEAR SENATOR HARRISON: In reply to your letter of July 27, 1967, I wish to reassert the things I said in my letter of February 21, 1967 in support of Senate Bill 276. Next, addressing the specific points to which you refer:

(1) Our project exploits the fact that at the age reached by our workers they have achieved a perspective on life which enables them to expertly apply the black and white school rules laid down for children. They know when to resort to the gray areas in between. Our project counteracts the sad experience of social rejection experienced by the elderly. When plunged into the "organized social chaos" which characterizes an elementary school at noontime, they demonstrate remarkable zeal in helping pupils and teachers. Dozens of trivial events (each of which, however, is a major crisis to the pupil involved) require the exercise of patience, common sense, wariness, and sagacity by our workers. These traits they do have! Someone must pay heed to the broken shoe string, lost milk pennies, stuck zipper, dropped dish, skinned knee, and "He hit me!" Why drain away teachers' energy at noon? Our elderly supervisors are being themselves—capable grandparents—while on duty.

(2) Our experience clearly indicates that the project should be vastly expanded. Elderly applicants greatly exceed positions available. One small want-ad swamped switchboards at the Public Schools as well as at the Community College (and three *direct* phones were listed in the ad). There are approximately 33,000 persons aged 65 or older in the Portland metropolitan area with incomes under $1,000. Applicants will often say, "I'd just like something to do."—the empty life after 60 is as unbearable as is lack of money.

Each school could absorb more workers than it now has—we are investigating safety patrol work as an added task, and there are many others. Teachers testify unanimously that a duty-free noontime contributes to better teaching in the afternoon.

Suburbs and rural consolidated schools would adopt the project tomorrow, given some funds. We have unsolicited letters from applicants, superintendents, principals, and teachers testifying to the above statements.

(3) a. The minimum age stated in S. 276 (Sec. 601, Line 25) should be reconsidered, especially for women. Though the designation "Housewife—no skills," is declining in the United States, there are today many women who have not had a chance in the salaried world and who are rejected by employees because of this as well as because of age. About 15–20% of our applicants are aged 55–60.

b. Senator Morse has filed a Bill which will amend the Older Americans Act and allow workers in our project who are on Old Age Assistance to retain their earnings. Perhaps that amendment could be appended to S. 276.

Sincerely,

JOHN G. KENYON,
Director, School Services Program for the Elderly.

COMMUNITY COUNCIL OF GREATER NEW YORK,
New York, N.Y., September 19, 1967.

DEAR SENATOR WILLIAMS: We pledge our continued support of your efforts to obtain passage of Senate Bill No. 276—*The Older Americans' Service Program.*

I presented testimony last year with Congressman Jonathan Bingham in support of this legislation. In light of my recent experience in our community, I feel that this legislation is now of even greater importance to the elderly.

We appreciate your continued support of this legislation so vital to the dignity of our country's aging.

Very truly yours,

Mrs. SUSAN K. KINOY,
Project Director.

THE STATE OF WISCONSIN,
STATE DEPARTMENT OF PUBLIC WELFARE,
DIVISION OF MENTAL HYGIENE,
Madison, Wis., August 1, 1967.

DEAR SENATOR WILLIAMS: Thank you kindly for your letter of July 27 requesting information about the Foster Grandparent Programs which are conducted in three state operated institutions for the mentally retarded, and for my

comments relative to S. 276 which seeks to amend the Older Americans Act of 1965.

I would call your attention to the two enclosed reports which reflect our thinking about the Foster Grandparent Program. In my mind, and I know this shared by many others, this program has proven to be a very creative and imaginative use of the skills and services of economically deprived older Americans. If we have any concern about the program it is that sufficient federal funds be ap-

In my opinion, the Foster Grandparent principle could be broadened in many more older persons.

In my opinion, the Foster Grandparent principle could be broadened in many ways depending on the creativity of people. I am thinking of foster grandparents serving in such areas as group foster homes, nursery schools, head start programs, day care centers, nursing homes for the aged, social and recreation programs for the aged, home visiting, baby sitting in homes of handicapped children, and many more.

It would be my opinion that the proposed amendment to the Older Americans Act of 1965 is timely, very much needed, and will substantially contribute to the alleviation of poverty among our aged and provide wide opportunity for meaningful service.

If in any other way I can contribute to the enactment of S. 276 please call on me.

Sincerely,

W. MARVIN LARSON,
Assistant Director, Retardation Services.

WISCONSIN FOSTER GRANDPARENT PROGRAM—WISCONSIN DEPARTMENT OF PUBLIC WELFARE

In June of 1965, the Wisconsin Department of Public Welfare indicated interest in developing a demonstration project under the auspices of the Office of Economic Opportunity to be administered by the Administration on Aging regarding the utilization of older persons, over age 60 with limited income, in the three state residential schools for the mentally retarded.

The project proposal, known as the Foster Grandparent Program, was developed and submitted to the Administration on Aging by the Superintendent of Central Wisconsin Colony and Training School and staff. The request included funds necessary to employ 114 Foster Grandparents to be assigned as 38 to each colony and also six supervisors, a state coordinator, and related secretarial staff.

The project was approved and funded on a demonstration basis under Section 207, Title II–A of the Economic Opportunity Act in September 1965; the federal funding share being $345,034, and the State of Wisconsin providing $36,564 of In-Kind contribution.

Recruitment for supervisory staff and Foster Grandparents began immediately upon approval of the project. In order to facilitate the development of the project, the supervisory staff members were selected from permanent institution personnel and employed in the program.

Utilizing public information media, senior citizens groups, churches, and the like, all Foster Grandparent positions were filled within a reasonable period of time. The Foster Grandparents were employed under the regular Civil Service System of the State of Wisconsin.

Close contact has been maintained with appropriate governmental offices throughout the term of the project. Assistance received by the project administrators on all levels of operation has assured the continuance of a high level program meeting its goals and the expeditious amelioration of problems as the demonstration program developed.

The general concept of the Foster Grandparent is one relating to the worth and dignity of the individual whether he be aged and disadvantaged by lack of suitable income, or very young and disadvantaged by gross physical and mental handicaps.

The Foster Grandparent acts as though each of her assigned children is her own "grandchild". She works with two children a day for periods of two hours each. Her work week is limited to 20 hours. The Foster Grandparent is trained to work with children with marked disabilities before being assigned. Foster Grandparents and children are "matched" by the Colony's professional staff so that the most benefits will accrue to both individuals.

Needs being served by both the Foster Grandparent and patients under the aegis of this project are numerous. Foster Grandparent participants have reported to be feeling healthier, to be feeling of more value to themselves, their families, the children, and society in general. The professional staffs of the institutions report that remarkable gains have been made in the behavioral changes of the patients in the areas of socializations skills, motor-sensory abilities and several have become "placement ready".

The acceptance of this program within the structure of the institution has been noteworthy. The Foster Grandparents have become an integral part of the total institutional emphasis on patient programing. They attend patient staff meetings and contribute a great deal of first-hand information about the children's behavior and activities.

Job terminations over the course of the project have been minimal. There are current waiting lists of individuals available interested in participating as Foster Grandparents. Presently the age of the oldest Foster Grandparents is 81, and the mean age of the group is 70.

The original demonstration grant has been extended on two occasions so as to make greatest use of existing funds. Indeed, the original funding has lasted 18 months. A renewal proposal was submitted in the fall of 1966, and was recently approved by the Chicago Office of the Office of Economic Opportunity.

Based on experience gained during the demonstration period, and a reassignment of administrative activities, less funds have been requested for the second term of the grant, while still maintaining a high quality program. In the renewal application, 71% of the total costs constitute direct benefit to the Foster Grandparents.

Approval has been received for funding of the federal share at $321,465 and the State's share at $44,993. The program will be continued with 114 Foster Grandparents as last year, with the Foster Grandparents receiving $1.77 per hour.

In essence, the staffs of the institutions for the mentally retarded have played an important role in an exciting new program supported by the Office of Economic Opportunity and designed to assist the aged with low income develop a more self-gratifying role in our society. Not of secondary importance, but indeed of highest priority, has been the positive growth and behavior modification exhibited by the handicapped children involved.

It is of general agreement of all concerned that the Wisconsin Department of Public Welfare has been fortunate to have a role in the development and continuance of this most important program.

MUNICIPAL COURT,
CITY OF ROYAL OAK,
September 6, 1967.

DEAR SENATOR KENNEDY: I am in receipt of a copy of the letter written by Mr. Leonard Boche to you concerning the use of senior citizens in probation as suggested by Project Misdemeanant.

You will perhaps be interested in knowing that we have six senior citizens who work full time for us for $1,500 a year or for about .40¢ an hour. The amount we can pay them, is of course, limited by Social Security.

One man administers the entire probation program. A second serves as his over-all assistant. A third handles the volunteer aspect of the program. A fourth handles a work-detail program wherein worthy young defendants can earn a dismissal and not have a criminal record by complying with certain regulations and conditions. A fifth handles the pre-sentence investigations. We have had a sixth man who also worked with pre-sentence investigations.

In addition thereto, we have two senior citizens who work two and a half days a week as volunteer traffic court bailiffs. Another retired gentleman handles the pre-sentence investigations with those who appear before the court on charges of the use of alcohol. He also is the liaison with Alcoholics Anonymous. One of the volunteer traffic court bailiffs also makes possible the extension of a Driver Violators School to all the courts in our county. Another one of our senior citizens handles an Alcohol Information School for our youngsters who are brought before the court because of the illegal use of alcohol.

We have estimated that if we were to purchase the administration at the going price, it would cost us somewhere around $100,000 a year. We pay our senior

citizens $1,500 a year or, at the present time, $7,500. The part-time men work without compensation.

There is no doubt that these men have made magnificent contributions to the programs in the City of Royal Oak. There is no doubt in our minds that senior citizens can play a tremendous role in the prevention of delinquency in the future.

Incidentally, I am looking forward to meeting you when we are both on the same program on October 2 in New York City. If you could possibly squeeze some time out of your busy schedule, I would be delighted to meet you for dinner prior to the program so that we could discuss the use of senior citizens in the field of delinquency prevention at some length. I have an appointment during the day but could meet you sometime around 5:30 or 6:00 P.M. if you could possibly work it out.

You might also be interested in some literature concerning Project Misdemeanant which is enclosed. This is a grant from the National Board of the Methodist Church to encourage other communities to use volunteers and community resources in probation. At the present time some 30 courts have started similar programs. We anticipate that there will be over 100 courts using volunteers as suggested by Project Misdemeanant within the next two years.

If we can be of any further assistance to you in this matter by way of supplying you with additional information for the hearings on September 14 and 15, we would be delighted to do whatever we can.

Sincerely yours,

KEITH J. LEENHOUTS.

NEW YORK STATE EXECUTIVE DEPARTMENT,
OFFICE FOR THE AGING,
Albany, N.Y., August 21, 1967.

DEAR SENATOR WILLIAMS: I have before me your letter of July 26 and one from Senator Edward M. Kennedy dated August 1, setting August 22 and 23, 1967, as the dates of scheduled hearings on Senate Bill 276 to amend the Older Americans Act of 1965, in order to provide for a National Community Senior Service Corps. I regret deeply that I will be unable to attend these important hearings. However, I am grateful for the opportunity of sharing my thinking with you and Senator Kennedy's Committee, which is conducting the hearings.

I have studied the enclosures—S. 276, your presentation as reported in the Congressional Record of January 12, 1967, and the report of the hearings conducted last year on S. 2877 and S. 3326, which were included in your and Senator Kennedy's letters. May I say that fully endorse the creation of a National Community Senior Service Corps. This program, if approved by the Congress and the President, will provide older people with needed additional income and engender a sense of focus and usefulness in the lives of the elderly, who are frequently lonely and removed from the mainstream of community participation.

However, there are sections in the bill which are of serious concern to me. I feel strongly that the State agencies on aging should administer the fiscal aspects of the program as well as "administer or supervise its administration."

I would like to take this opportunity to review a very pertinent portion of the statement made by Mrs. Eone Harger in her role as president-elect of the National Association of State Units on Aging during the hearings held in May and June of 1966. The portion to which I am referring may be found on pages 77 and 78 of the hearing record:

"If a senior service corps is established by Federal legislation, its administration should be vested in the State agency already charged with administration of programs under Title III of the Older Americans Act and administrative funds should be alloted for this purpose. Much interest in programs for older people has been generated by State offices which have had firsthand knowledge of program patterns within their respective States. Only with State administration can there be close enough contact between project developers and administrative staff to achieve—

"(1) Overall planning for maximum benefits from any funds made available;

"(2) Coordination with existing programs for older people;

"(3) Continuing consultation during development and implementation of plans;

"(4) Sharing of area experience; and, finally

"(5) Evaluation of a project within the framework of a total situation.

"While demonstration funds and declining grant formulas have value as fiscal devices for initiating local action toward desired goals, careful evaluation should be made of the lasting effect of such financial carrots. All of us can cite hopeful beginnings that withered because funds to continue could not be found. There are probably even more instances where no beginning could be made, in spite of local needs, and very likely where need is greatest, because of inability of local budgets to assume increased financial obligations. This financial experience should not be ignored when Congress is considering new proposals.

"In summary, a senior service corps, with emphasis on the potential for contributions by older people to community well being, is a desirable concept. Such a corps should be State administered with financing planned on a continuing and long-range basis.

"The concept we believe is valuable."

Mrs. Harger expressed most succinctly and clearly a procedure with which I am in total sympathy, particularly when I consider it in respect to the accumulated experience I have had in the administration of the Title III program by the New York State Office for the Aging during the past eighteen months.

May I add that I approve of the formula for sharing the cost of the program as designated on page 6—90% Federal and 10% from non-Federal sources. I do not, however, find that there is any statement in regard to the number of years that this formula will be in effect, and would like to know for what period of time this formula will continue.

I wish to thank you again for this opportunity to express my thinking regarding the purposes of the bill. I appreciate the leadership and perseverance you have so ably demonstrated in order to provide a more meaningful and satisfying life for our older citizens.

Sincerely,

MRS. MARCELLE G. LEVY, *Director.*

STATE OF DELAWARE, DEPARTMENT OF MENTAL HEALTH,
Wilmington, Del., August 17, 1967.

DEAR SENATOR WILLIAMS: I am writing you in response to your letter of July 27th, in which you invite comments regarding Senate Bill 276.

This Department, in cooperation with the State Office of Economic Opportunity and the State Commission on Aging, was responsible for implementing the Foster Grandparent Program in Delaware. Approximately fifty such persons work with mentally retarded children and mentally ill children in two of our facilities. On the basis of our experience, we believe that these aged persons are making a very significant contribution to the overall program of services to these children.

The Foster Grandparents have been very dependable in their attendance; relate in a warm, affectionate, kind manner to the children; and for the most part are interested in receiving some training and guidance as they perform their day to day activities. Staff personnel have accepted them; and in fact speak enthusiastically about their being members of the "team." There have been some rather dramatic illustrations of changes in behavior on the part of some of the children with whom the Foster Grandparents work.

Our experience with this program indicates the potential value older people have in working with handicapped persons. We would endorse the extension of the Foster Grandparent principle to other areas, for example:

Selected older persons may contribute significantly to some of the programs offered through Departments of Public Welfare and other child caring agencies. On a regular basis, they may visit with foster children and provide a warm, close relationship in these deprived youngsters. They can also work in community institutions which serve children on a temporary basis.

Another possible activity might be that of calling on and visiting older persons in the community, who are identified as leading isolated, lonely, withdrawn lives. By their presence, they can set an example for these somewhat secluded older persons and perhaps then to lead them to participate in community programs.

It is important in working with older persons to establish a screening process whereby the interests and abilities of older persons can be matched with appropriate programs. If the guiding principle in working with older persons is

that of planning programs which give them a feeling of being useful and contributing in a productive way, then we must make sure that we use them in programs which will fulfill that principle. At times it becomes necessary to educate community agencies regarding the role older persons can play in enhancing the goals and objectives of these agencies.

We are satisfied, on the experience we have had, that older persons definitely have a contribution to make, and that every effort should be made to broaden and extend opportunities for them.

Yours sincerely,

DANIEL LIEBERMAN, M.D.,
Commissioner.

STATE OF MISSOURI,
OFFICE OF STATE AND REGIONAL PLANNING,
AND COMMUNITY DEVELOPMENT,
Jefferson City, Mo., July 31, 1967.

DEAR SENATOR WILLIAMS: I am very pleased to respond to your letter of July 26 asking for comments on Senate Bill 276. The purposes intended by this bill are, in my opinion, most important and could make a significant contribution to an appropriate role for the older people in our state.

Specifically, I see this being of service in our state by giving an opportunity for older people to have a small reimbursement for performing such services to their community and state as—

1. Expanding the "foster grandparent" concept to provide services to children and schools, public playgrounds, day-care centers, Head Start programs, etc.
2. Performing community service work such as small home repair tasks, assisting in community beautification projects, gathering information for community planning programs, etc.
3. Assisting in planning and carrying out conferences and other public meetings at the local, multi-county, and statewide levels.
4. Assisting in organizing and establishing centers and services for other older persons.

In regard to your second point as to how this may be made directly helpful to our state program, I feel that any of the above types of services by older persons would assist our overall state efforts. Specifically, I hope that plans for the establishment of such a service corps would provide for adequate administrative costs by the state agencies. The organization and development of such a program in our state would call for adequate staffing within the state agency.

I believe that the above points would make this program a beneficial addition to our overall Older Americans Program in the state. If I can provide you with further information, I hope you will feel free to be in touch with me.

Sincerely yours,

ROBERT C. LINSTROM,
Director, Services to the Aging.

NATIONAL EDUCATION ASSOCIATION,
Washington, D.C., August 7, 1967.

Hon. EDWARD M. KENNEDY,
Chairman, Special Subcommittee on Aging, Cannon House Office Building, Washington, D.C. 20515

DEAR SENATOR KENNEDY: Your letter of July 29 requests our views on S 276 to establish an Older Americans Community Service Program. We are pleased that you have introduced this legislation and urge its enactment.

The views expressed on similar proposals before the 89th Congress as expressed in the letter dated July 19, 1966 from James L. McCaskill to Senator Harrison A. Williams, Jr. have been reviewed. I believe the statements in this letter are generally applicable to S 276.

We note that the maximum pay provision has been changed from $125 per month to $1,500 per annum. We also note that the 20 hour weekly limit has been dropped. We trust that safeguards will be established to protect participants from exploitation as cheap labor at pay rates below those provided in the minimum

wage laws. We also respect our suggestions for provision for paying stipends for transportation and lunches where necessary.

Dr. James L. McCaskill retired on July 31 of this year. Dr. Sam Lambert, Executive Secretary of the NEA, has assigned duties related to legislative matters to me for the present. If you have further questions or if we may be of assistance to your committee in any way, please call on us at any time.

Sincerely,

JOHN M. LUMLEY,
Director, Division of Federal Relations.

FOSTER GRANDPARENT'S PROGRAM,
OUR LADY OF PROVIDENCE CHILD CENTER,
Portland, Oreg., August 11, 1967.

DEAR SENATOR WILLIAMS: I am taking the liberty of writing you in response to your letter of July 26, 1967 addressed to Mr. Carlton S. Phillips, Director of the Foster Grandparent Program at Our Lady of Providence Child Center, Portland, Oregon, my immediate predecessor. Your letter was properly forwarded to Mr. Phillips and answered by him.

The Foster Grandparent Program has been duly effective wherever used. As you know the sixty three projects located through-out the United States are in varied settings such as hospitals, juvenile courts, nurseries, schools for retarded children, mental health clinics and others. The communities or grantee agencies where these programs are operating are constantly being deluged with requests to extend their programs.

The Foster Grandparent's principle can easily be applied to other existing Service Activities such as American Red Cross, Welfare Departments, Children's Agencies, Migrant Worker Programs, YMCA and similar programs.

The talents and experience of older Americans can certainly be used very effectively in the settings mentioned above as well as in the badly needed slum areas where remedial reading and training programs cannot muster enough qualified and experienced persons to meet the needs of those who wish to be served.

COMMENTS ON S. 276

The philosophy for a National Community Senior Service Corps is certainly sound and needed. I would like to offer my difference of opinion found in "Sec. 602(a)" In order to carry out the purpose of this title the Secretary is authorized to assist and cooperate with *State Agencies* designated pursuant to section 303 (a). I feel that State Agencies whether they be Welfare, Vocational Rehabilitation, Health or otherwise are so over-burdened in trying to merely maintain existing programs that to add another responsibility, of a vital nature, as I consider this proposal to be, would do an injustice to it. Therefore, I would like to suggest that the agencies or service groups wishing to participate in such a program deal directly with the Secretary or a designated representative of his office in the nearest locale of the requesting body. It has been my experience that federal programs lose their meaning and their effectiveness if channeled through over-burdened state agencies, also the federal program opens itself to criticism by the public as not being adequate because of multiple reporting methods, staff turn-over and other problems that plague most state bodies. My foregoing statements would also suggest reconsideration of Sec. 603, line 23 (a) and (b) where the Secretary would enter agreements on programs approved by the State Agency. The same would apply to page 5, line 8 (7) which provides that the State Agency would administer or supervise its administration, will make such reports to the Secretary, in such form and containing such information, as may reasonably be necessary to enable him to perform his function under this title, and will keep such records and afford such access thereto as the Secretary may find necessary to assure the correctness and verification of such reports."

If the above provisions are delegated to the States I feel that the intent of the program would be partially or wholly emasculated. This program is too important to be so relegated.

Very truly yours,

WILLIAM MCCOY, *Project Director.*

THE AMERICAN PUBLIC HEALTH ASSOCIATION, INC.,
New York, N.Y., August 14, 1967.

DEAR MR. CHAIRMAN: We are sincerely appreciative of your request for our views on S. 276, "Older Americans Community Service Program" legislation.

Essentially, the position which we fowarded to Senator Williams last year on S. 2877 and S. 3326, to create a "National Community Senior Service Corps," remains applicable to the renamed program. It still seems preferable to initiate the idea on a more limited basis than is proposed, as we stated last year.

Our suggestion of last year that the program not be viewed as fundamentally an income maintenance program seems to have been incorporated in the revised legislation. We approve of the revised wording in the statement of purpose which emphasizes that the main thrust of the program is to be on providing a means whereby these persons can lead useful, fruitful lives, giving their service to their fellow man, rather than on augmenting their income.

Thank you for your consideration of our views.

Very truly yours,

BERWYN F. MATTISON, M.D.,
Executive Director.

THE CARDINAL RITTER INSTITUTE,
St. Louis, Mo., August 29, 1967.

Hon. HARRISON A. WILLIAMS, Jr.,
Chairman, Special Committee on Aging,
U.S. Senate, Washington, D.C.

DEAR SIR: * * * Our experience with the Foster Grandparent Program has very definitely convinced us that major service roles can be performed by older Americans. On the Saint Louis Program, there has been very little absenteeism, tardiness or turn over. The foster grandparents have demonstrated, for the most part, dependability, loyalty, and the capacity to maintain a continuing interest in their job and enthusiasm for it. Contrary to popular opinion, we have not found them to be rigid or inflexible; rather, they have been able to adjust to situations in working with mentally retarded and emotionally disturbed youngsters which are difficult for experienced professionals to adjust to. This is not to say that some allowances do not have to be made because of age but rather that once these allowances are made (such as a shorter work week) the elderly person is capable of turning in a solid performance.

At present, we serve six different institutions in the Saint Louis area with 76 foster grandparents. There are four institutions for emotionally disturbed children, one for mentally retarded children and one for dependent and neglected children. We could find a place for 125–130 foster grandparents within these same institutions with no appreciable increase in administrative cost. Additionally, there are other children's institutions in this area which we feel might be interested in using foster grandparents if the program could be expanded to include them. Children's wards in hospitals and day care centers are two examples which come readily to mind.

Foster Grandparents could also be used to go into the homes of retarded or handicapped children to relieve the parents for a few hours a day; to assist at schools for handicapped children (schools for the blind, deaf, etc.); to be available to mothers of large families on welfare to baby sit; to act as teacher's aides in classes for slow learners; to assist at community centers with recreational programs, crafts, etc. One of our staff also suggested a program for elderly men to do minor home repairs for elderly women or invalids who cannot afford to pay for such repairs.

We are sure that the above suggestions are only a few of the ways in which older Americans could be of service; I hope that they are of some use to you. Again, we are sorry about the delay in answering your letter.

Sincerely,

BARRY MCLAUGHLIN,
Project Director, Foster Grandparent Program.

FOSTER GRANDPARENTS,
METROPOLITAN COUNCIL FOR COMMUNITY SERVICE,
Denver, Colo., September 15, 1967.

Hon. HARRISON A. WILLIAMS, Jr.,
Special Committee on Aging,
U.S. Senate, Washington, D.C.

DEAR MR. WILLIAMS: * * * Our experience with the Foster Grandparents program in Denver has definitely convinced us that major service roles can be performed by elderly people. We have people as old as 80 working with hospitalized youngsters. They act as substitute parents or grandparents to the children and have been instrumental in many cases in bringing recovery at a more rapid rate as well as enriching the child's emotional experience. The community of Denver has come to see the value of such service and have given the elderly persons a genuine vote of appreciation.

In my judgment, the program has had two basic effects. One is that the medical team has reassessed the function of love in the art of healing and have come to accept the expression of tenderness and love as being legitimate and therapeutic. Some medical people have come to feel it is not unprofessional to have feelings and to express them. The other basic effect has been that the whole society has begun to see the elderly person in a different light—one in which he still has a function to perform in the society even though he is limited in physical energy and in other aspects no longer employable in an industrialized economy.

I don't have any suggestions at the present regarding the extension of the Foster Grandparents principle to other service activities nor do I have suggestions for enlisting the talents and experience of older Americans.

Cordially yours,

DALE W. MEDEARIS.

OREGON STATE SYSTEM OF HIGHER EDUCATION,
DIVISION OF CONTINUING EDUCATION,
Eugene, Oreg., August 11, 1967.

DEAR SENATOR WILLIAMS: Many of the comments of the Oregon State Program on Aging were previously passed on to our regional office to be forwarded to your committee. However, our enthusiasm for Senate Bill 276 warrants reiteration of our comments and further support of the excellent plan.

A Portland, Oregon AoA Title IV project, "School Services Program for the Elderly", demonstrated effectively how young children, older persons and a school system that needed to ease its work load could be brought together in a mutually beneficial arrangement. A Green Thumb Project in this State has helped many older persons regain a feeling of worthiness while adding to our State's sense of pride. The State Program is currently supporting a Title III project which proposes to develop new and effective volunteer programs for and by older citizens. And a recent request for Title III help outlines new and different ways in which older persons can become active participants in the educational approach to youngsters (this one we are deferring action upon until we learn the fate of your Bill).

While it is not yet possible to give an accurate estimate of this State's potential participants in an Older Americans Community Service Program, I feel safe in anticipating that it would take us a long period of time to achieve the fulfillment of our many needs. Numerous letters have been received by this program since its inception on March 1, 1967, which reflect retired persons' frustrated desire for a continued and greater involvement with the activities around them. Their requests for employment have been less for money than for a position "where they are needed." Many older persons have written in search of a solution for transportation problems (mostly the high cost of local transit), in order that they could continue volunteer activities.

I highly commend the work of your sub-committee. The passage of Senate Bill 276 will provide all the states with an effective vehicle for meeting some of our most prevalent needs.

Sincerely,

JAMES E. MERRITT,
Executive Director, Program on Aging.

WEST VIRGINIA DEPARTMENT OF MENTAL HEALTH,
Charleston, August 16, 1967.

DEAR MR. WILLIAMS: In response to your letter of July 27, 1967, in which you requested my comments on the Bill S. 276, or The Older Americans Community Service Program, the Foster Grandparent Program now in operation in West Virginia makes possible these comments.

The Foster Grandparent Program now under way in Mental Health has created meaningful employment for men and women 60 years of age and older. These older persons are working effectively with emotionally disturbed and mentally retarded children in two Hospitals and a Day Care Center for mentally retarded children. We see this Program as an essential forerunner of a more permanent program. This Program is now funded in the greatest part by the Office of Economic Opportunity.

The Value of the Foster Grandparent as an efficient worker is demonstrated by the progress being made by the children with whom they are working. The benefits to the children in having these older men and women personally assigned to them was immediate and dramatic, but just as important was the effect on the men and women themselves.

Many of the Foster Grandparents are from rural areas, and before the Program in the words of one, "I just couldn't believe there was nothing else for me to do in this world." With the Foster Grandparent Program, there is a great deal for them still to do in this world.

If you doubt the value of this Program, I invite you to drop by our hospitals and center to observe the Foster Grandparents as they work with the children, as they greet and are greeted by the hospital staff, and as they make plans for the next day's and the next week's programs. One man 84 years old walks several miles each day from his rural home to reach a bus line and then works vigorously with the child assigned to him. During bad weather he didn't miss a day. "His" child needed him too much.

Transportation is a very special problem in West Virginia, as many Foster Grandparents live in sparsely populated, semi-isolated rural areas where bus routes either do not exist or means of transportation are limited. It has been amazing and remarkable how these Foster Grandparents have been able to cope with this problem. For many of them travel in excess of thirty miles a day. This will reinforce the principle that, "where there is a will there is a way."

We conducted a study to determine regularity and punctuality of attendance of these older workers. A rating of 96% was obtained in punctuality and regularity of attendance. This study reflected that only 4% of the Foster Grandparents were either absent or tardy. When the tardiness was evaluated, it was found that inclement weather caused the small percentage of tardiness; and the absenteeism was due to illness. We believe this record would compare favorably with any group regardless of age or work role definition.

As you are aware, the role of the Foster Grandparent is to give personal attention to individual children. This concept can be extended to older persons in institutional and community settings as a "friendly visitor." Many persons who have been in institutions for years have not had individualized attention; and the older person can establish a bond of friendship which serves two purposes. It is meaningful work for the older person and increases his self-esteem and provides tender remedial care. At the same time, such individualized help makes the person to whom this help is given increase in self-esteem.

Experience in the Foster Grandparent Program has convinced us that the role of the Foster Grandparent can be performed by a significant number of older persons with varied backgrounds. We are further convinced that "aged" groups can make a meaningful contribution in many other areas of social need. The educational level of persons employed in this Program in West Virginia extends from below the 6th grade to college level. Yet the effective functioning is not determined by the amount of formal education, but can be determined by the warmth, interest, and love for children, in this particular project or for people in most areas of social or emotional need.

The Department of Mental Health has a special concern for the mental and physical well-being of older people in the state's population. West Virginia is the only state with a declining population, yet even during the period of greatest decline (1950–1960 when West Virginia lost 7.2% of its population), the number of elderly in the population was increasing. The percentage of persons 65 and over was 24.5% greater in 1960 than in 1950.

Latest reports from the Bureau of the Census show a 4.4% increase in resident population 65 and over between April 1, 1960, and July 1, 1964, while total popula-

tion of the state fell 2%. Nor is this to be a temporary problem: Those between the ages of 45 to 64 increases 2.2%; all age groups below the age of 45 showed a continuing decrease.

The limitation on the amount of earnings up to $1500 a year is good in that it does not conflict with the Social Security payment. This $1500 a year as a supplement to a fixed income is very helpful to the older person. One of the Foster Grandparents was threatened by mortgage foreclosure; and his earnings from the Foster Grandparent Program made it possible for him to save his home.

The Foster Grandparent Program has been well received in the community. This has been demonstrated by the large number of persons making application for employment. The number of persons applying far exceeded the number of positions available. The recruitment of Foster Grandparents involves a variety of community areas. Recruitment is carried out through well-organized campaigns involving the use of television, newspapers, radios and announcements in churches when appropriate. A variety of people and agencies, both public and private, have contributed to the effectiveness of the Program.

A two weeks training program is provided in a group session for grandparents enrolled in the Program. This training program is designed to acquaint the grandparent with the philosophy at the hospital as related to the specific needs of the children. The training and experience which older Americans have received working in the Foster Grandparent Program should make them employable in similiar kinds of work either in hospital, community, or private home settings.

These direct statements were made by some of the Foster Grandparents as an expression of what the Program has meant to them:

(*a*) "I feel the child assigned to me has shown slight improvement. He seems to have better movement in fingers and walking. The Program has helped to supplement my income and gave me a feeling of security."

(*b*) "I was out of work. I just could not find a job. I really had been trying, but I believe when you get old, it is hard to find a job. I must say this a wonderful Program for two reasons—it helps us and we are trying to help someone else who really needs help."

(*c*) "As a Foster Grandparent, I think it is the most wonderful and uplifting program that has ever been set up in the State of West Virginia or, in fact, anywhere else * * * I have never found any other type of work as soul-satisfying as this."

We appreciate the opportunity of sharing with you our thoughts and the expressed thoughts of some of the elderly regarding the Older Americans Community Service Program.

Sincerely,

JULIA YOUNG HAWKINS,
ACSW; Project Director, Foster Grandparent Program.
M. MITCHELL-BATEMAN, M.D.,
Director.

STATE OF MARYLAND COMMISSION ON THE AGING,
Baltimore, Md., August 11, 1967.

DEAR SENATOR WILLIAMS: This will acknowledge on behalf of State Senator Schweinhaut, Chairman of our State Commission, your letter of July 26 requesting from her a statement which might be entered in the record of the Subcommittee on Aging of the Senate Committee on Labor and Public Welfare when it holds its hearings on August 22 and 23 of S. 276. Inasmuch as Senator Schweinhaut will be out of the State for the balance of the month of August, she has requested me to send you the enclosed statement for such use as you may wish to make of it for the purposes of your hearing.

Thank you for giving her this opportunity to comment upon this very important Bill.

Sincerely yours,

GERALD MONSMAN, *Executive Director.*

STATEMENT OF HON. MARGARET C. SCHWEINHAUT, CHAIRMAN, MARYLAND STATE COMMISSION ON THE AGING, IN RE S. 276, NATIONAL COMMUNITY SENIOR SERVICE CORPS

Maryland has long felt that the establishment of a National Community Senior Service Corps within the U.S. Administration on Aging would be a great step forward in meeting the needs of many retirees and the needs of programs for the elderly.

We have long used retirees in our State office as staff assistants, secretaries to our Committees, or as research consultants. We pay them what they can earn without losing their Social Security payments. This system has given us very valuable services, and it has supplemented the retirement incomes of these retirees. We have four persons working for us approximately a day and a half a week; and one person on a three day a week schedule. The latter, naturally, makes more than allowed under Social Security.

We now have nine counties in which the County Commissions on the Aging have secretaries working on such a part-time schedule. In a number of the Senior Centers throughout the State, the Centers employ their staff on this part-time basis.

The types of services that might be performed by senior citizens under the program proposed by S. 276 could include, among others, the following:

1. Servicing registration desks.
2. Secretarial services.
3. Information and referral services.
4. Craft skills instructors.
5. Public relations personnel.
6. Recruitment of the elderly to share in Senior Center activities.
7. Maintenance work in Centers.
8. Preparing and serving refreshments in Senior Centers or Clubs.
9. Cleaning up after meetings.
10. Maintenance of grounds.
11. Friendly visiting to shut-ins.
12. Personal services to shut-ins.
13. Specific office assignments, e.g., library care; filing; mailing; typing, etc.
14. Aides in community service organizations, hospitals, nursing homes, etc.

We are especially delighted that Senator Williams, in the introduction of S. 276, called special attention to the fact that the services which might be provided by Corps members would include visiting in "hospitals and nursing homes, especially those for the long-term ill." And further, that the Corps members might include "Companions and visitors to home-bound elderly persons, ——." There had in the past been some question as to whether the Bill was intended to cover these types of services. We believe that those services are extremely important to the elderly and should certainly be included in the purposes of the Act. And if there were any doubt as to whether they are included, we think the language of the Act ought to be so clarified that any such doubt is removed. This applies not merely to the administration of such a service, but to the actual visiting service. In fact, we would like to reorganize our entire Friendly Visiting service of Maryland around the concept that compensation can be offered for these services. This would both strengthen the services and open a wide area of employment for which a large number of retirees are eminently suited. Services along this line should be improved and extended for the benefit of the shut-ins.

Lastly, let me express my appreciation of the fact that S. 276 is made an amendment of the Older Americans Act of 1965 and that its operation is placed in the Administration on Aging. This is where is belongs. Although it involves part-time employment, it is special employment of older citizens. It, therefore, very definitely belongs with the administration carrying out the purposes of the Older Americans Act.

We hope the Bill passes both Houses of Congress during this session, and if it does, it will be a great help to the senior citizens of Maryland.

COMMONWEALTH OF KENTUCKY COMMISSION ON AGING.
Frankfort, Ky., August 8, 1967.

DEAR SENATOR WILLIAMS: I have received your letter regarding S. 276, and am in complete agreement with the provisions of the bill. There is very definitely a great need for employment of our older citizens to give them a feeling of continued usefulness, to supplement their limited income, and also to allow the younger citizens to continue to avail themselves of the skills and knowledge of these older persons who wish to continue to work.

The Kentucky Commission on Aging has sponsored, furnished financial support with funds from the Older Americans Act, and furnished guidance and supervision for many Senior Citizen clubs and organizations in Kentucky. Several of these organizations employ part time senior citizens as consultants, or club managers on a part time basis. We have funded one named TEAM, which utilizes teachers and other skilled senior citizens on a part time basis to: (1) assist classroom teachers with students who are drop-outs or retarded or are in need of remedial instructions, (2) teach vocational skills to students and (3) motivate students.

We have a project in mind for the future to work with a Medical School and a hospital in our state and have them train older citizens and other unskilled workers to be employed part time as visiting Homemakers. Our plan is to pay the trainee a small salary for a three month training period consisting of one month training and work in each of the dietetics, housekeeping, and nurses aid departments of a general hospital. After the training, the trainees could be employed part time by private, or local governmental agencies, to fill the need for visiting homemaker services to our senior citizens who can be cared for in their own homes if they have a little outside help. This service would keep many oldsters out of our crowded hospitals and nursing homes, and also give supplemental income to the visiting homemaker.

I hope this will furnish you with some of the information you desire.

Sincerely yours,

EARL P. OLIVER, M.D., *Chairman.*

CENTRAL ILLINOIS ECONOMIC DEVELOPMENT CORPORATION,
FOSTER GRANDPARENTS' PROGRAM,
Lincoln, Ill., August 3, 1967.

DEAR SENATOR HARRISON WILLIAMS: I am pleased to inform you that I am highly in favor of the Older Americans Community Service Program S. 276.

I am the Director of the Foster Grandparent Program which is sponsored by the Central Illinois Economic Development Corporation. We, of course, are funded by the OEO.

My experience with the Foster Grandparent Program has proven to me that people 60 years or older can be very useful in several areas. This program is less than three months old and we are well organized. We now have 40 Foster Grandparents, both male and female. They report to work on time and are very cheerful about the work they are doing. Everyone has a success story to tell in regards to the mentally retarded children that have been assigned to them. They are doing such things as teaching their grandchild to talk, walk, and notice their surroundings. This association becomes an immediate love affair. The program has also proven very useful to the elderly citizens that also happen to be poor financially. We have had many applications by older people that are just begging for something to do to fulfill their basic need of being wanted. We are forced to refuse them if their income is over $1500.00. Your bill would fulfill a need for their useful talents that industry stupidly refuses to take advantage of.

You have listed in your speech to the Senate several things that elderly people would and could do. A start on this program would open up many more avenues. I feel sure that we are wasting a national resource by not fully utilizing their talents and abilities.

I am sending a copy of this to Senator Everett McKinley Dirksen whom I admire greatly and hope that I can have the opportunity of voting for for several years. I am also sending a copy to our Junior Senator Charles Percy.

We certainly appreciate your work and efforts in behalf of the elderly.

Sincerely yours,

MERLE M. ORDING, *Director.*

ARKANSAS OFFICE ON AGING,
Little Rock, Ark., August 4, 1967.

DEAR SIR: Thank you for allowing me to comment on S–276 to amend the Older Americans Act of 1965. Arkansas is proud of the Older Americans Act and what it has accomplished to date. One of the most important facts developed from this legislation was the wholehearted acceptance by the older Americans themselves.

First, let me state that the Senior Service Corps Bill, to establish a "National Community Senior Service Corps," recognizes one of the greatest untapped resources this nation possesses. We owe an unestimable respect to those who created and contributed to the growth of this great nation—and who are still willing to participate—if we will but ask!

The dual purpose of the bill will allow the states to better implement the programs envisioned by the communities by either utilizing existing sponsor agencies or allowing new ones to develop.

Funds should be provided to allow the State Units to add, if necessary, a staff member to deal exclusively with this bill as a field representative; thereby eliminating duplication of office staff costs of administration at the state level. The matching funds requirement of 10% is very realistic and should be retained.

Experience in the field of aging has led to one inescapable fact—the older American wants to participate in the public service when given the means to do so. What a terrible waste if we don't put into use this vast resource of human experience. A Foster Grandpa put into poetry some of the quality of goodness that has come out of the Older Americans Act.

THOUGHTS OF A FOSTER GRANDPA

(By Moody Barrett)

Each day I arise at early dawn
To begin a task that I've begun
To you it may not seem worthwhile
For I am working with a retarded child.

To someone it may seem very small
Just playing with toys and throwing a ball.
To me it seems like words to a song
I'm just trying to help someone along.

I think this child is very grand
Just strolling along hand in hand.
To see the smiles upon his face
As we play along from place to place.

He may never play professional ball
Or grow up in fame strong and tall.
There's hundreds of things that he can't do
But I'm trying to teach him just a few.

Here I pause:
It saddens my heart
To think that soon we'll have to part.

Right now to us it's very grand
But soon this boy will be a man.

(NOTE.—The author had never written a line of poetry before, and at age 67 has been in the Foster Grandparents program, located at the Arkansas Children's Colony in Conway, Arkansas, for a year.)

I would like to close this opening statement with the affirmation that the passage of this act (S–276) will allow this nation to benefit from the quality of goodness that shall surely flow from the wellspring of our elders. We appreciate that Congress has allowed the older person to help themselves to help others.

The following list is but a few suggestions whereby the National Community Senior Service Corps could provide much needed service.

1. As supplemental aides:

(*a*) To the blind and deaf in their own communities and institutions. There is very little training available to the elderly blind and deaf, as most services are aimed now at the young.

(*b*) Mentally retarded in institutions who now receive only caretaker attention, but could be helped measurably by person to person contact with someone who cares.

(*c*) Physically handicapped—particularly those elderly in rural areas where no such service exists.

(*d*) Orphanages and County Foster Homes.
(*e*) Please see attached letter from Mr. Marion F. Payne of the Arkansas State Hospital.

2. Allow the AoA State Units to set up programs along the guidelines established by C.A.S.A. (Community Activities for Senior Arkansans), operated by the Arkansas Farmers Union. This project serves the community, especially the isolated older persons, with employed older and retired low income people as home aides and handyman.

3. Community improvements with local governments help:
(*a*) Public buildings and grounds—planning and improvement,
(*b*) Parks, litter control, supervision of playgrounds,
(*c*) Public school teacher aides—counselors with potential drop-outs,
(*d*) Public libraries—sorting, identifying, cataloging,
(*e*) Roads and highways beautification, and
(*f*) Friendly visitors to shut-ins, and in nursing homes.

4. Strengthen staffs of local:
(*a*) Senior Citizen Activity Centers
(*b*) Civil Defense
(*c*) Red Cross
(*d*) Headstart Programs
(*e*) Hospitals
(*f*) Youth Orientated Programs

Matching the older persons willingness and ability to the communities needs, is indeed, a worthwhile venture. Especially so as life's lengthening longevity comes into conflict with the shrinking dollar and its value on a fixed retirement income.

In conclusion, I am secure in the belief that this amendment to the Older Americans Act of 1965 will have a desirable and meaningful effect on the capabilities of the state units to better serve our deserving older people. And that they in turn will be happy for the opportunity to again be of useful service.

Sincerely,

JERRY M. PACE, *Director.*

ARKANSAS STATE HOSPITAL,
Little Rock, Ark., August 2, 1967.

Mr. JERRY M. PACE,
Director, Office on Aging,
State Capitol, Little Rock, Ark.

DEAR MR. PACE: In accordance with our recent telephone conversation regarding the problems of aging in the State of Arkansas, I would like to submit some of my ideas concerning various programs which would benefit elderly persons.

1. As a professional psychiatric social worker and director of community mental health projects for Arkansas State Hospitals, one of my primary concerns is that of the elderly person who has been or is a patient at the Arkansas State Hospital. At the present time there are approximately 350 persons over 65 years of age in the Little Rock and Benton State Hospitals. Many of these are not mentally ill to the extent that they need to remain in the hospital if some community arrangements could be made for them. In many instances their physical health is good but there is no interested relative or friend to look after them and provide a minimal amount of supervision if returned to the community. Quite frequently all they would need is for some friend or other interested person to visit them daily and involve them in various social and civic events, supervise their medication intake, or just make them feel like a human being who has some self worth and dignity. I could see a group of elderly volunteers who had been given some training and orientation related to problems of the mentally ill providing a much needed service for the older person who leaves the State Hospital to resume his role in the community.

2. I am a social work consultant at Arkansas Enterprises for the Blind, Inc., a privately endowed rehabilitation center for blind adults, and have found that during the past five years less than five percent of the individuals referred to that Center for personal adjustment training after blindness have been in the 65 or over age group. It would appear that most persons who reach the age of 65 are not considered a good rehabilitation risk by the various public and private agencies providing rehabilitation services. It is an established fact that through-

out the United States approximately fifty percent or more blind persons are over 65 and yet less than five percent of those persons admitted to the above-mentioned Center are over 65. Thus, it would appear that there is a great need for a demonstration program or a mere personal adjustment rehabilitation program for this group of older Americans. We know that in all too many instances the aged blind simply sit at home rejected and in a regressed emotional state, and assume no role in the family or community and are considered a liability to society. Not only do they deserve the chance to secure personal adjustment training which will enable them to become, to some extent, independent and able to function in a more meaningful role, but they also would benefit from the companionship and friendship which could be offered by a volunteer group of older persons.

3. I have also been informed by reliable persons in various poverty programs throughtout the State that there are untold numbers of elderly persons living in "poverty pockets" who do not receive the caretaker services offered by the many health and welfare agencies. In most instances these individuals have been in such isolated circumstances that they do not even come in contact with anyone who might inform them of the services available. Many older Americans are not even aware of the Social Security amendments which provide Social Security benefits to any person over 72 years of age, regardless of his ever having worked under Social Security. This is but one example of the dearth of information to these older individuals. A corps of volunteer services workers who would go into these isolated areas, form social clubs and various activities, and provide basic information to these neglected citizens would surely be very helpful in making life for these older persons more meaningful and worthwhile.

4. I have been conducting parent discussion groups throughout Pulaski County during the past year in its poverty areas. One of the things which has come to my attention is the fact that many of these are one-parent families, women heads of households, who have children and adolescents who have never had the benefit of male relationship. The mothers, themselves, recognize the need for a meaningful male identification for their children but do not know where to turn. They feel that their children need to associate with strong, mature males who could work with them in Arts and Crafts, teach them basic knowledge about handling of simple tools, and could accompany them on various excursions to museums, art galleries, zoos, etc. It would seem to me that a group of older persons could fill this need satisfactorily and would certainly be performing a service to our society in the area of prevention of juvenile delinquency.

These are just a few ideas with which I have been concerned for a long time and which I feel, if implemented, would provide a meaningful experience for a group of volunteer services workers and also would be quite helpful to the individuals who need them so very much.

Sincerely,

MARION F. PAYNE,
ACSW; Director, Community Mental Health Projects.

FEDERATION OF PROTESTANT WELFARE AGENCIES, INC.,
New York, N.Y., August 8, 1967.

DEAR SENATOR KENNEDY: On behalf of the Federation of Protestant Welfare Agencies, I wish to reaffirm our position in favor of the Older Americans Community Service Program providing employment for persons aged 60 and over in community service programs.

The Foster Grandparents and other projects have now demonstrated the value of these programs, and the need for the recommend increase in appropriations for this purpose for Fiscal 1968. Changing the limitation upon pay from $125 per month to $1,500 per annum is certainly a desirable modification allowing greater flexibility as to hours and rate of pay. Actually, it would be our preference that there be no limitation set on the amount which can be earned per annum.

Our organization wishes to register its support for continuation of the Community Service Program, and for the changes recommend by the Subcommittee on Aging.

Sincerely,

THEODORE PEARSON, *President.*

BOARD OF NATIONAL MISSIONS OF THE
UNITED PRESBYTERIAN CHURCH IN THE UNITED STATES OF AMERICA,
INSTITUTE OF STRATEGIC STUDIES,
New York, N.Y., August 14, 1967.

DEAR MR. KENNEDY: It is a pleasure to hear that you have found an article on "The Church and the Aging: A Survey Report on Ministries of the United Presbyterian Church in the U.S.A." to be of special interest for the work of your sub-committee on aging. We are enclosing a copy of the complete report, on which Sample Pittman and I collaborated, for your use. We can supply a limited number of additional copies, if desired.

In connection with the S. 276 attention must be called to the above named report, pages 32–35 and 57, sections headed "Creativity of the Aging, a Challenge to the Basic Ministry of the Church." This theme was given first place both in findings and recommendations because our advisory committee considered it to be of prime importance. While it is directed to the Church, specifically, the spirit of the report is to call for shared effort on the part of many agencies—public and private—in opening up opportunities for creative service of the aging. Thereby both a positive effect on the aging themselves, and a contribution to the quality of community life might be anticipated. A key paragraph of the report concerning this matter is as follows:

"Evidence has been accumulating in recent years to indicate that many progressive inabilities of the aging are not inherent in biological processes but are rooted in deprivation and rejection, some of which is self-imposed but much of which reflects the way our society has treated its aging. Taken seriously and acted upon, these findings indicate that it may often be possible—through proper stimulation, building of relationships, and opening of opportunities for creative services—to increase the degree of self-fulfillment in aging and reduce appreciably the negative factors which have historically been considered inevitable."

The report then proceeds to indicate that some of the church leadership is not aware of this principle, and that there are a number of models already available for consideration, some of which have emerged from governmental programs and others from the private sector.

At another point the report indicated that, at the same time the opportunities for industrial functions of the aging are diminishing, service functions such as are suggested represent an expanding field.

It is my opinion that the general intent of S. 276 is a very worthy one, in consideration of the needs of aging to keep themselves vitally related to community life for their own psychological well being, regardless of income considerations.

I hope that such a program, if initiated, will emphasize the *service* aspect, rather than degenerating into a kind of part-time make-work for projects which are not really of much significance. While such services may be of a wide range, depending on the abilities of the person, *human relations* certainly should have a dominant place. The Peace Corps, Vista, Foster Grandparents, Home Health Aids, the International Executive Service Corps are suggestive of possible general directions, leaving latitude for a great variety of skills.

I have some concern for the way this Act would be administered. The question needs to be raised as to whether State agencies for the aging are best equipped to handle the program. While the logic is of service rather than labor, and cerativity rather than economic opportunity, we might hope that if the Labor Department or the OEO is in the best position to provide sound administration, another administrative unit would not be set up.

While the sum is small, considering the possibilities and needs, much experience could be gained by developing models of Community Service programs, proved by experience, and communicated to others in their potential. Perhaps in this way a larger proportion of financial support eventually could be secured at the local level.

While church organizations would not be eligible to be recipients of this service—and properly so—they should be significant allies in such constructive community efforts.

Sincerely yours,

EVERETT L. PERRY,
Associate Chairman, Research and Survey.

CONFRATERNITY OF CHRISTIAN DOCTRINE,
ARCHDIOCESE OF SEATTLE,
Seattle, Wash., August 2, 1967.

DEAR SENATOR WILLIAMS: Your letter of July 26th which was addressed to me as Director of the Foster Grandparents Program at Our Lady of Providence Child Center, Portland, Oregon was forwarded to me. As of yesterday, I assumed the post of Director of Research and Program Development for the Archdiocese of Seattle and can be reached at the Catholic Charities, 410 Marion Street, Seattle, Washington 98104.

Only this morning I was discussing with other interested parties, the feasibility of employing older Americans on Offce of Economic Opportunity programs and other Federal, State and privately sponsored programs to the advantage of all concerned.

I am acquainted with your Senior Service Corporation Bill and, frankly, have only the highest praise for its concepts and progressive movement toward the solution of solving many social and economic problems because of the nation's past insistence in not utilizing to the fullest the capabilities which often are unique in this age group.

My particular experience with the Foster Grandparents Program convinces me unequivocally that older Americans, be they in poverty level as described by the Federal government, or on up to the affluent, can be intelligently employed in a vast number of concepts to alleviate the job shortages existing in this country or in filling needed positions which generally didn't exist but which can only be fulfilled, or best fulfilled, by persons in this age group.

In the field of social services, such existing or potential positions would seem unlimited in such fields as child care, of all descriptions; care and companionship to fellow human beings of all ages who suffer from temporary or permanent mental or physical disabilities. Even remedial companionship with fellow humans who have run afoul of the law should definitely be considered.

It has been my intent to write a detailed description of such applications and as soon as time is available. I will do the same and supply you with a copy. Immediately I can envision the use of experienced older Americans on a full or part-time basis applying their experience gained in traditional working years in factories, processing plants, or economic endeavors where there is on-the-job training for people just coming into the permanent labor force. Such people could use their experience in an advisory capacity in other situations. Specifically, retired milliners and tailors could be used in those industries where there seems to be a great lack of such knowledge, by the present active labor force. Tool and die makers, patent makers, and many of similar experience could also be used in a teaching or advisory capacity.

I am not unmindful of the problems which might be brought to bear by some unions by the skilled crafts, but the unskilled or semi-skilled as well as managerial help could also be enlisted and proper presentation to the unions invloved could alleviate most objections that might be raised.

Prior to joining the Foster Grandparents Program, I had spent my working years, primarily in managerial capacities, in profit-making industries; consequently, my thought might be of value in addition to those supplied you from persons who have been traditionally invloved in the social welfare analysis of these people.

It is my intent to assist in preparing programs which will not only tap this needed resource for our economy, but also supply meaningful work which will be economically and socially beneficial to this older group.

If I may be of further assistance, please feel free to call upon me at any time and be assured I will supply whatever help I am able.

Sincerely yours,

CARLTON S. PHILLIPS.

STATE OF OKLAHOMA DEPARTMENT OF PUBLIC WELFARE,
OKLAHOMA PUBLIC WELFARE COMMISSION,
Oklahoma City, Okla., August 10, 1967.

DEAR SENATOR WILLIAMS: Please refer to your correspondence dated July 26, 1967, regarding the bill now known as S. 276, or the Older Americans Community Service Program.

Attached are comments and other information you requested from the Pawhuska Chamber of Commerce as the sponsoring organization of the Pawhuska Community Senior Citizens Center in Pawhuska, Oklahoma, signed by their representative, Mrs. Mary Roberson. Also attached are the comments of the center's Coordinator, Mrs. Ninetta Potts, and of Miss Violet B. Willis, Co-Director of the senior citizens center.

You asked for my comments on the bill, and information as to how the bill could be of service to our state, along with suggestions I may have for making it more directly helpful to us.

The bill could be of great service to senior citizens of Oklahoma in a number of ways. Many people 60 and over have very limited incomes, but would be very happy to provide volunteer services without monetary payment, except that they cannot afford transportation, additional clothes, etc.

A survey of senior citizens made in one town to determine what each one felt was their greatest need revealed 80% in need of additional income. By providing employment to senior citizens, their physical, mental and psychological health will be benefited. Experience in senior citizens multi-purpose activity centers funded through the Administration on Aging where senior citizens participate in art, crafts, recreation and educational programs with others their own age leaves no doubt but that life takes on a new meaning for them.

Availability of funds for the Older Americans Community Service Program, when made known at the community levels, will bring out new ideas as to possible projects and needed services carried out by persons in the 60 and over age group.

The bill, in my opinion, would enable people with limited retirement incomes to provide services they have been unable to provide due to extra expenses associated with the services. Additional income would also bring lonely people together who have isolated themselves because they fear the added cost of being together, or because of their inability to participate due to lack of income. This additional income would provide the stimulus for bringing people of the upper age group with like interests together. The bill, as written, would give a tremendous lift to low income senior citizens in our state.

I would like to take this opportunity to express my appreciation to you and your colleagues for your leadership in promoting legislation for the benefit of senior citizens. It is felt that through these efforts a better program for all senior citizens will be developed.

Sincerely,

L. E. RADER,
Director of Public Welfare

INFORMATION FROM MRS. NINETTA POTTS, COORDINATOR OF THE PAWHUSKA COMMUNITY SENIOR CITIZENS CENTER, PAWHUSKA, OKLA.

Mrs. Isabel Rogers and her sister, Mrs. Agnes Fryer, donate a half a day per week, sometimes twice per week, visiting shut-ins, the rest home and city hospital. Mrs. Rogers said, "These people who are lonely need more than a five-minute visit—they want you to stay an hour or two".

We have a retired, registered nurse who gives her services to the people of the community. She does not send a bill after she has worked on a case.

Mrs. Katherine Pitts and Mrs. Nellie Mann also do a lot of personal visiting to shut-ins, the rest home and hospital. They make special trips to out-of-town hospitals to visit Pawhuska people who are patients there.

There are several people who take patients to out-of-town doctors for their appointments. One lady has been taking another lady to Tulsa for several years for a once a month appointment. People in the community who own cars take others to the doctor's office, to pay bills and buy groceries. Some are giving these services with personal sacrifice, because they are, for the most part, living on very small pensions.

Some of the women are regular volunteers for the Historical Society Museum, donating one or two days a week. Mrs. Eugene Wheeler is an "all-round community volunteer". She teaches bridge at the senior citizens center, works with the Historical Society, the Hospital Auxiliary, and has charge of the Arts and Crafts Fair. Her services to the community are numerous.

Several of the senior citizens meet at the center one full day per month to make cancer dressings for the Cancer Society. Several are active in Red Cross work for the Blood Bank, and the Hospital Auxiliary.

We have people who use their cars to bring others to the center for activities. Volunteers in the center teach classes, play the piano, lead group singing, take part in the programs, telephone members about activities of the center, etc. We have volunteers who will "man" the center if the staff has to be away, or if we need extra help. They furnish and serve refreshments in the center.

The new "Mainstream Program" will be of benefit to some of the older people in the community, but this employment requires fulltime, and not all of the people over 60 are physically able to work fulltime, but could work part-time to supplement their income.

Attention: Mr. John Hopas, Special Unit of Aging.

The Pawhuska Community Senior Citizens Center, 713 Kihekah Avenue, Pawhuska, Oklahoma, was given a grant through the Unit on Aging, Department of Public Welfare for Oklahoma, in January 1967, under an application submitted by the Osage County Community Action Foundation for an advisory board consisting of representatives from the Heeko Club, Ministerial Alliance, County Homemakers Groups, Social Worker of Osage Agency, Osage County Department of Public Welfare, Chamber of Commerce, Young-In-Heart (organized by Heeko Club as part of its major projects in the 1964–66 Community Improvement Program contest, in which it won first prize of $10,000 and earmarked $720 for the first year's rent on Quarters); CAP;

The board voted to have the Pawhuska Chamber of Commerce as its sponsoring group, since it was already chartered. Mrs. Mary Roberson manager of the Chamber, and Miss Violet Willis, Heeko Club, were elected co-treasurers and the account was set up as "Pawhuska Community Senior Citizens Center." A paid director and secretary have been employed.

In submitting the original application CAP pointed out that this community is recognized as volunteer oriented. Quoting, "It is a known fact that the senior citizen is a tremendous source for needed volunteer service. Our program would make special efforts to train those persons interested in providing this service and use as many to operate the service center as interest indicates. Utilization of this resource will be of utmost concern in developing and expanding our program; as many local groups such as Hospital Auxiliary, Girl Scouts, Youth Programs are always in need of adult experienced leadership. * * *"

We have been asked to furnish a description of each project in which senior citizens have given volunteer services, with any comments from the sponsors of the project. We have checked rosters of several groups for the purpose of giving a description of as many projects as possible but time has not permitted us to obtain "comments" as we were asked to submit the report within two days and this precluded all of the necessary work. If you need "comments," we can assemble them later.

We have not had time to prepare the rosters in alphabetical order but we have counted the "senior citizens," using the figure, 60 years of age, as shown on S. 276, "Congressional Record," 1–12–67, Vol. 113, No. 3; which refers to that age.

The subsequent pages contained what information we could compile in the time available. The roster includes the names of all local organizations that we could contact using volunteer services and the approximate number of volunteers involved. Other additional comments are included.

We hope this information is sufficient to meet the need of your request.

VIOLET B. WILLIS, *Cochairman.*

Osage County Mental Health Association (Mental Health Association of Oklahoma) in Osage County:

Of the 1967 officers the President, Honorary State Board Member, 6 board members from Pawhuska, 6 from out-of-city are 60 yrs of age or older	10
Those who work on drives	30
Osage County Unit, American Cancer Society:	
First vice president; 1 area vice president, treasurer, 4 board members, 60 or over	6
Those who assist with drives	50
Osage County Bar Association: President and Vice President over 60	2
Osage County Heart Fund: President, 5 area officers, over 60	6
Pawhuska Planning Council: First vice president, secretary-treasurer, 10 members, over 60	12

Pawhuska Roundup Club (which annually sponsors one of this city's largest tourist attractions, the International Roundup Club Cavalcade, each July): Approximate number of members 60 or over 15

Osage County Cattlemen's Association: Sponsors annual convention in this city and the Ben Johnson Roping, with proceeds for the American Cancer Society, attracting hundreds of persons, approximate number of members 60 or over 50

Osage County Cowbelles: Auxiliary of Osage County Cattlemen's Association, assists with activities and entertains visiting ladies. Number who are 60 or over 25

American Legion Posts: 1 in Fairfax, 1 in Hominy, 1 in Shidler, 1 in Skiatook, 3 in Pawhuska, 1 in Ralston (with members from Osage County), at least of the number we would say those over 60 would total 300
(They help in Americanism programs, Poppy Board Sales, rehabilitation and hospital placement.)

Branch of American Association of University Women: These help with art displays and exhibitions, various programs for rural, elementary, high schools 15

Lions Club, Rotary Club, Kiwanis Club: These service groups supply much of the help in a number of civic programs. They serve on various drives and crusades 30

The Pawhuska Chamber of Commerce organization depends a great deal on the contributions of our senior citizens in many areas.

In our industrial efforts, many of our senior citizens that are seasoned with the experience necessary, advise our leaders on vital decisions. They have knowledge about the community and the area that can only come from experience. They are very willing to work with us and yet receive nothing in compensation. It would seem they are just waiting to be asked. This contribution has saved costly mistakes in the past.

In our community road program, delegations have been formed consisting largely of these senior members to make trips to represent our transportation needs to other county and state agencies. They contribute a great deal to the dignity of the program that we present on these trips and we classify them as good ambassadors.

Recently, in out tourist development, sign painting was done without compensation by a senior citizen well-blessed with this talent. Some designing along this line has been received, too.

We find that our citizens, even though retired, still have a civic pride that keeps their interest current. In some cases their physical limitations prohibits them from participating in many activities actively but we have found that they can contribute by doing related, and still important, jobs in the many events that are staged here locally that hold their interest. In such instances as the Roun-Up Horse Cavalcade, the 4–H Show, special functions, and etc. that attract large numbers of visitors to our city, we find that they are very productive. Such things as seating arrangements, distribution of programs, utilities, providing bookkeeping services, telephone answering, hauling, and many miscellaneous, time-consuming jobs are done by these senior citizens. Their compensation is small if any at all. But they enjoy it and find it fulfilling.

Also locally, we have a group comprised of mostly all senior citizens that provide a food service by serving barbecue meals to any large function outdoors and indoors that cannot be handled by the local restaurant They take pride in their ability to cook and serve the food so proficiently and receive many invitations outside our area to provide this service. The surprising face on this arrangement is that it is just a "break even" basis. They only charge what they need to meet expenses for all organizations that they work for; they feel that all other profits can go to the funds to be contributed to some worthy cause. If any profit remains each year, this group will hold a big family picnic and invite all the community leaders and their families to enjoy.

MARY ROBERTSON,
Manager, Chamber of Commerce.

Hospital Auxiliary Volunteers, Pawhuska Hospital, Inc.: There are 83 of these volunteers, who help in every way on floor duty under supervision of the head nurse, and we estimate the number over 60 at---------- 28

Osage County Extension Homemaker Groups: There are a number of such groups all over the county; they are always willing to prepare talks, displays, and to operate concession stands at special tourist events. We estimate the number over 60 at---------- 150

Heeko Club: 30 members, 4 associates, have worked with many groups in Pawhuska and Osage County in all projects including organization of the Young-In-Heart Club. Over 60---------- 13

Osage County Historical Society: In drives, board, officers, etc., over 60---- 60

The Pawhuska Chamber of Commerce has additional figures in connection with its own Program of Work, United, Fund, Band Uniform drive to raise about $9,000 for the purpose of matching funds to purchase uniforms for the Pawhuska High School Band members, Key Club (high school boys), Christmas programs and other special events through the year, they would easily estimate that more than 30 percent of all the workers are 60 or over. The manager has stated that she does not see how this or any other community in the county could conduct any special program or drive successfully without the assistance of our "senior citizens." We estimate---------- 54

Mrs. Lawrence (Ninetta) Potts, director at the Pawhuska Community Senior Citizens Center, has kept a record of her persons 60 and over who are helping in many ways, making cancer dressings, visiting in rest-homes, shut-ins, and hospitals. Volunteers teach at Center, art, crafts, bridge, and sewing. They also lead activities at center in games, singing, piano, and etc---------- 60

OPPORTUNITIES INDUSTRIALIZATION CENTER,
Philadelphia, Pa., August 24, 1967.

DEAR SIR: A review of Senate Bill S. 276 indicates that such a program would be invaluable in helping the large numbers of elderly Americans to overcome "frustration, feeling of futility and loss of self-respect" which too often comes with old age.

The experiences of the Opportunities Industrialization Center, Inc. (OIC), indicates "that there are needs in every community and area of the nation which are not now being met. . . . These individuals age 60 or over are capable and qualified to perform." The short term training which is provided would be of particular value for refreshing and renewing skills which have been deteriorated by disuse.

Attached, please find a short summary of OIC's experience with Home Town VISTA's, many of whom are aged, as being particularly appropriate.

I would urge the passage of Senate Bill S. 276 because I am sure that our elderly citizens, as well as communities and groups in cities and towns all across America would greatly benefit.

Yours for service,

REV. THOMAS J. RITTER.

OIC HOME TOWN VISTA PROGRAM

For the past two years, the Opportunities Industrialization Center, Inc. (OIC), with the sanction of the VOLUNTEERS IN SERVICE OF AMERICA Program (VISTA), has been engaged in a local recruitment effort to recruit community people from all levels to join the VISTA Program, and serve at OIC for one year as VISTA Volunteers.

"The Home Town VISTA's" as they were named by the Reverend Leon H. Sullivan, were for the most part retirement age. They worked as recruiters, instructor-aides, counselor-aides, community workers, and community leaders in the Adult Armchair Education Program (AAE). The value of this type of program was described in a positive way by Sargent Shriver, Director, Office of Economic Opportunity, when he said, "he was quite pleased with the results from the Home Town recruitment program." He felt that the success was due to the "low frustration level" that the locally recruited VISTA Volunteer displayed through

his understanding of the purpose of the local agencies, and his innate grasp of the problems that are peculiar to his particular area. To elaborate, this meant that the indigenous VISTA worker could adjust, almost immediately, to his new surroundings. Therefore, he would benefit the agency to which he is assigned much quicker than the VISTA Volunteer who comes from another part of the country and must adjust to new living standards, a new city, ghetto living, and job situation, etc.

After the first year's service, 80% of those who were to re-enroll were elderly peopie, and at the end of the second year of service, the number from the original group of elderly people who wished to re-enroll in VISTA increased to approximately 97%. However, we were informed by VISTA Washington that a third year's re-enrollment could not be permitted.

There was a Mrs. Lillie Wallace, VISTA Volunteer, Instructor-aide, in the Remedial Reading class who was informed of these decisions made by Washington and it became very easy to understand just what the loss of the VISTA Program meant to her and the other elderly VISTA Volunteers. VISTA had represented a reason for living in that it gave meaning to her life and the small pay supplemented her Social Security income. Mrs. Wallace asked the VISTA Coordinator for OIC, to contact Washington in hope that perhaps he has misinterpreted the decision and that they had changed the new policy for she felt a sense of abandonment that was felt by all of the elderly VISTA Volunteers who were not allowed to re-enroll.

Since the Home Town VISTA Program is now discontinued, it is hoped that a new program will allow these people to again help themselves by providing important services to their community.

STATE OF CONNECTICUT

Commission on Services for Elderly Persons

August 11, 1967

(Attachment to letter of Senator Harrison A. Williams, Jr., Chairman, U.S. Senate Special Committee on Aging, Regarding S. 276)

* * * * * * *

RSVP, Retired Stamford Volunteer Personnel, funded under Title III, Older Americans Act, is a community service program in which senior adults are recruited, trained and placed in volunteer positions within the community. These men and women in the later years of life are offering their experience and skills to their friends, neighbors and fellow citizens. In return, they receive the satisfaction of meaningful activity and the security of feeling and knowing they are needed.

This senior service corps, launched with federal funding on April 30, 1967, is an active, productive group of individudals, an identifiable group whose members meet regularly to share their volunteer experiences, learn about new volunteer opportunities and activities, help in recruiting other volunteers and generally enjoy the companionship and friendship that a mutual interest creates.

The exceptional opportunity for service in the Stamford area provides job possibilities for volunteers in services for children and youth, hospital work, case-work programs and civic activities. The specific placements made are varied and often unique.

One gentleman, in his sixties, talented, energetic and enthusiastic, found the answer to his need—a job that no one else could do, a job never done before, a job that was a challenge. Mr. Rodolphe LaCasse was able, through RSVP, to locate the right place for his talent and skill. He was able to successfully complete a program of dancing instruction for a group of retarded children. With patience and understanding, he spent months in a relationship of mutual benefit to himself and the children. Mr. LaCasse has continued to teach dancing and give of himself to other groups in a psychiatric treatment center, convalescent homes and a center for under privileged youth. He feels he has "found that something more" he was searching for. The "depression and emptiness" he was experiencing as he found himself growing older and less active has been replaced by excitement, exhileration and the joy of living.

Mrs. Stephen Blazey, an unbelievable seventy year old attractive, warm and outgoing, still enjoying the companionship of her retired husband and feeling the need to keep busy and productive outside her home, has spent over 200 hours in office assistance in the Homemaker Service and many more hours helping in the admission of patients of a local hospital. She has many times expressed her pleausre, not only in her jobs, but also in the enjoyment of sharing experiences and opinions with the other corps members at regular meetings.

In the past two years, RSVP has made over 30 placements for 23 volunteers with 15 agencies or services. Currently, there are 16 active members, 7 of whom are presently working in volunteer assignments, while 9 have preferred to await placement in the fall.

Some of the volunteer jobs being performed currently by our senior corps members are: simple clerical work and envelope stuffing, feeding patients, friendly visiting, assisting in recreation programs, hostess on the Friendship Bus of the Mental Health Association transporting relatives to the State Mental Hospital, piano instruction in a center for underprivileged children, and telephoning at home by a disabled corps member for the RSVP program.

RSVP has been most fortunate to have acquired the services of an interested and well-known local figure as Publicity Chairman of our program, Mr. Pat Scholefield, former City Editor of the *Stamford Advocate*. He is himself a retired senior adult, sensitive to the needs of his peers, skilled in his profession and dedicated to bettering and enriching the lives of our older adults.

RSVP has had requests from over twenty organizations and services within the community for volunteers to fill as many as four to ten different jobs in each facility. Specifically, the Stamford and St. Joseph's Hospitals; four private nursing homes; Aid For Retarded Children; the American National Red Cross; Stamford Day Nursery; Psychiatric Day Treatment Center, Franklin S. DuBois; Homemaker Service Project; Rehabilitation Center of Southern Fairfield County, Inc., Tuberculosis and Health Association of Southern Fairfield County; Young Men's Christian Association; Mental Health Association, Inc., Stamford-Darien; Operation Head Start; Stamford Museum and Nature Center; Smith House Chronic and Convalescent Home; Girls' Club, Inc., Stamford Boys' Club, Inc., Stamford; Sunrise Community Center (for the underprivileged). These requests alone could provide placement for 75 to 100 senior adults. An effectual recruitment program could meet these demands.

Two of our major problems well known to the project and voiced at a recent corps meeting are the inadequate transportation facilities and the volunteers' belief that many senior adults cannot or will not accept volunteering because of the cost of transportation and/or out-of-pocket expenses, such as luncheons.

Although agencies are desprately in need of volunteer services, their budgets rarely, if ever, allow subsidizing any volunteer expenses.

During the three years of RSVP's growth and development, this small but talented and enthusiastic group of senior adults has become a recognized dynamic force in the community and by its contributions is increasing the scope and effectiveness of the community's resources, while dramatically demonstrating its potential as a useful and rewarding program for the elderly.

CARMEN ROMANO, *Chairman.*

AMERICAN PUBLIC WELFARE ASSOCIATION,
PUBLIC WELFARE PROJECT ON AGING,
Chicago, Ill., August 14, 1967.

DEAR SENATOR KENNEDY: Your request for the views of the American Public Welfare Association Public Welfare Project on Aging on Bill S. 276 is greatly appreciated. In addition to reaffirming our original views with respect to last year's Senate Bill S. 2877, I should like to offer a brief supplemental statement.

We believe that the Administration on Aging has demonstrated its ability to assist in structuring a variety of programs to meet the needs of older people in a number of communities. This bill will help to create a program to provide supplemental income, to make available meaningful increased activities, and meet part of the critical demand for manpower, while simultaneously stimulating communities to utilize the untapped reservoir of the knowledge, abilities and skills of older persons.

The programs implemented to date to meet these objectives have been on a relatively small scale. The additional appropriations provided, together with the flexibility in the hours of service, would help overcome some of the difficulties usually encountered in furthering a meaningful program. It is our hope that if the permissible earned income to OASI beneficiaries is increased to $1,680 annually, that the same be applicable in this bill.

We wholeheartedly support this bill, but would like to stress once again the pressing need for utilizing the skills and abilities of recipients of Old Age Assistance and those persons who are living on marginal income, such as many beneficiaries of Old Age Security. These groups are frequently those that are overlooked. A program which makes use of their knowledge and understanding and encourages involvement in a community services program, such as described in S. 276, is of paramount importance.

This bill permits persons to contribute services in their own communities and can bring together persons who need help and those who wish to help.

Thank you for giving us the opportunity to comment on a bill which provides an opportunity to use the talents of older people in a positive fashion.

Sincerely,

JAY L. RONEY, *Director.*

B'NAI B'RITH WOMEN,
Washington, D.C., August 10, 1967.

DEAR SENATOR KENNEDY: Thank you for giving B'nai B'rith Women the opportunity to present a statement on Older Americans Community Service Program as set forth in S. 276.

The name itself seems more appropriate than Community Senior Service Corps. We are more and more aware of the continuing need for the services of volunteers throughout the country since a growing number of competent, motivated women are returning to school and to work. Their places must be filled by new recruits, many of whom could be drawn from the ranks of older Americans.

S. 276 points up the psychological values to Older Americans that unquestionably will result from increasing opportunities for their involvement in meaningful community service projects. It also will permit a far greater number of Older Americans with low incomes to earn in dignified fashion the supplement they need and should have.

Implicit in the bill is the recognition of the value of the services that the Older American can render in his community. Making participation of increasing numbers of Older Americans possible in such programs is also a positive step toward maintaining their physical well-being at the same time that it provides a way for this nation to make the lives of older Americans more worthwhile in the immediate future.

Cordially,

Mrs. ARTHUR G. ROSENBLUTH, *President.*

FOSTER GRANDPARENT PROJECT,
Fort Wayne, Ind., August 7, 1967.

DEAR SENATOR WILLIAMS: We have your recent letter asking for comments on several areas with which Senate Bill 276 is concerned.

Under separate cover we mailed you a copy of our most recent Quarterly Report. These reports give a picture of the activities, reactions and progress of our Foster Grandparents and may be of help to you in further understanding and evaluating this particular program.

The Foster Grandparent Project in Fort Wayne was initiated in November, 1965, with grandparents actually beginning service in late January, 1966. Since that time I sincerely believe both Foster Grandparents and staff have found this one of the most rewarding and stimulating experiences of their lives.

We started out with two local Children's Homes requesting Foster Grandparents. As I made initial community contacts, everyone predicted that in this community there just wouldn't be a sufficient number of qualified individuals to fill the needs of these two Host Institutions (and by qualified I refer to individuals who could meet the O.E.O. criteria of being over sixty years of age and whose income was not in excess of $1,500 a year). As it turned out, we not only filled the

needs of these two facilities but extended our program to two addiitonal Host Institutions, and our quota of Foster Grandparents has been filled for well over a year. We have done no formal recruiting for quite awhile because of this. It is sufficiently difficult to interpret our "filled quota" to the eager applicants who even so learn in one way or another of our project and want and need to participate.

Because I feel so strongly about this program and what it has accomplished, I find it difficult to keep this communication brief or to keep from using superlatives. My opinion is that the Foster Grandparent Projects and other comparable programs can and do meet a need that few people realize exists.

We have watched participants in our program change from drab, dull, listless, depressed individuals to people with a purpose in life, people who once again are a part of the community, or as one grandmother expressed it, "I feel I can walk proudly again". Not only have we viewed change but our grandparents verbalize about this constantly. Another participant expressed it this way, "Before I was a Foster Grandparent it was like I was buried but not dead. Now I'm alive again."

We have equally strong proof of accomplishments among the children in the Host Institutions where the grandparents serve. Children who were so filled with hostility that one could hardly come near them are gradually being taught, through a grandparent's devotion, to receive and give love; a child's reading is helped so he can keep up in school and not become so discouraged that he later drops out; children are learning to enjoy books, games, nature lore because someone has the time and interest to devote to helping develop these interests; children at our Fort Waye State Hospital (for retarded), through our grandparents, are being taught to feed themselves, have been moved to wheelchairs for four or five hours a day after years of never being off a mat on the floor and material weight gains have been noted; in a day school for the retarded a library which the school had wanted for years has now been established and is being manned by two grandmothers. These are only a few of the service roles we have seen performed by these oldsters.

I would surmise that our group is typical rather than unusual. Among our fifty grandparents, 30 have an eighth grade education or less, with less representing as little as the fourth grade completed. Only six finished high school. In spite of limited education, however, everyone has absorbed and benefited from training we offer as well as having contributed skills of their own. Our particular group is not one of the youngest as 27 of the 50 are past 70 years of age, with 4 of this number being over 80. Of the remaining 23, 3 are between 61 and 64 years old, with the others being between 65 and 69.

Another point of possible interest is the tremendous pride these grandparents take in working, in being actually employed. To be actually earning and not "on welfare" is something very important to most of them and they never miss an opportunity to make this point very clear. Only four of our fifty receive any kind of public assistance, yet one lived several years on an income of only $35.00 a month. We have four others with incomes less than $50.00 a month; twelve more with incomes under $75.00 a month; and an additional twelve whose income is under $100.00 a month. Of course no one's income exceeds $125.00 a month. Much has been said about reaching the "poor" of our nation, and there has been some question that possibly our participants, who all have some regular income, do not truly qualify as poor even though they meet the poverty definition. I do not agree with this thinking and feel that much credit should be given to people of this age who are not only willing but eager to work for whatever income is necessary to meet basic need. We have utilized a group who, even though they have been practically existing during their so called "golden years", have nevertheless tried to maintain some standards and taken some pride in making it on their own. I doubt many people who have had even fairly comfortable incomes most of their lives can truly visualize just what it means to live year after year, and especially in this time of inflation, on so little. No wonder so many of our older Americans live in such apathy. As person after person who has visited our Project has said, "You just have to see this to believe it".

Along the line of finances it might interest you to know the primary uses to which our group has put the money they have earned: Payment of back taxes; payment of back medical bills (so they can feel free to once again go to a doctor); a more varied and adequate diet; badly needed new glasses; good and comfortable shoes instead of cheap ones; necessary and prescribed medication through filling of prescriptions which are essential to their health but which they had not been to

have refilled; repairs which have made useable certain necessities which have long been out of service as plumbing, washers, sweepers, lawn mowers, television sets; installation of badly needed telephones for those living alone; dentures; galoshes; winter coats.

As noted earlier, we have watched our group change physically, and they now have a spark, an assurance, an interest in life that was definitely lacking in the beginning. We know they again take and read newspapers; again attend and participate in church activities and attend some community activities; have friends within the group with whom to communicate so that they no longer live day after day in complete isolation. They learned first to confide in and talk with our supervisory staff and then moved out to contacts with the rest of the group. They now have the money to afford a bus to attend church, to go to a park, a meeting, a free concert, even an occasional movie.

Knowing how much our particular program has accomplished, I am indeed certain that its principles could be extended to other facilities. Our Fort Wayne State Hospital could use to advantage four or five times the number of grandparents assigned there, as could possibly most institutions for the retarded throughout the country; older citizens could well be utilized in many of the increasing number of neighborhood centers; in other children's institutions; in many types of hospitals; or as aides in homes where the mother is ill or handicapped yet able to supervise. In addition to our own observations, the staff members of the Host Institutions where the grandparents serve tell us frequently how thoroughly they are convinced, through performance, of the major service rolls these older citizens are performing.

Such programs could be carried out by existing community agencies if they had sufficient and properly trained staff as well as an interest in and knowledge of the problems of the aged. It has been my observation, however, that services for the older citizens so often are concerned with either the completely destitute or a group with slightly higher incomes than these we serve, that is, individuals who still drive some kind of a car and who have had abit more medical attention and better diets, or in other words, people who have a way or the finances to get around and who have slightly more initiative and energy. The group we serve seem to have somewhat the "forgotten man" aspect, and I would surmise there are many such individuals throughout the country. I do feel, however, that one of our minor accomplishments here has been to create a new awareness of this group in our particular community.

It is almost impossible for me to say just a little on this subject because I am so thoroughly convinced of both the need and the benefits of programs for our older Americans. I believe, though, that in most communities *all* needs are great, and other groups are much more vocal than the aged and that therefore to a great degree leadership and stimulation for such programs almost of necessity has to come from the national level.

Hopefully this will be of some value and please do not hesitate to write again if I can supply anything further.

Sincerely,

GLADYS H. RUOFF, *Project Director.*

SENIOR CITIZEN SERVICES OF METROPOLITAN ATLANTA, INC.,
Atlanta, Ga., August 7, 1967.

DEAR SENATOR WILIAMS: This is in response to your letter of 7/26/67 requesting specific information or comments on bill S276.

My experience of eighteen months with the Foster Grandparent Program has certainly convinced me that major service roles can be and are being performed by a significant number of Older Americans. We realize and hope other employers will begin to see that age alone should not be a factor in deciding a person's employability. One of our present Foster Grandparents was forced to retire as an employee in the houskeeping department in one of our host institutions which is a large county hospital. She immediately began work as a Foster Grandparent as the thought of no longer being employed was almost more than she could bare. Her job performance was certainly not impaired when she became 65 and she is doing a good job as a Foster Grandparent. This is only one example which proves that the preconceived idea that a person can no longer function adequately after age 65 is erroneous. There are endless stories and examples

which prove the value of the program but I am sure you have many of those in your files. The relationship of the child and Grandparent is matchless and the Foster Grandparent has a restored interest in life as well as being able to live more comfortably.

The Foster Grandparents who have been employed a year or more are entitled to a weeks vacation. Most of them, upon their return, stated that they were so anxious to return to work that they didn't even want to take another vacation.

Two or three of the Foster Grandparents have a special interest in teenagers so they are assigned to that age child and have done an excellent job. They even stay longer than their four hours and in one instance the Foster Grandparent visited a teen-age girl at home after she was dismissed from the hospital because she was concerned about her.

Many new ideas have been conceived for expanding our present Foster Grandparent Program but limited funds have prohibited expansion. We have discussed with other agencies the ways in which Foster Grandparents could be used, such as working in the home of a retarded child to give the mother some relief and salvage her health while giving new services to the child. This could also be done in homes of visually handicapped children who often have other problems as well as their visual impairment and also in foster homes.

The host hospital in Atlanta feels that senior citizens could perform a tremendous service as companions to elderly persons who are confined to bed in the hospital and have no one to visit them. Some of the Foster Grandparents have already done some visitation with these older sick people.

Using senior citizens as volunteer foster grandparents is being explored as many older people would like to give the time and some are not eligible to be Foster Grandparents due to income. Many senior citizens would like to do volunteer work if they were given compensation for transportation and perhaps a meal. The work they can do with children is unlimited. They can also work with young mothers, teaching them to be better homemakers in such areas as budgeting their money and their time. Their past experience and talents are so valuable but are being wasted.

I do hope this information will be helpful to you. If I may be of further assistance in any way, please let me know.

Best wishes and good luck with the Bill S. 276. I shall be anxious to hear the results of the hearings.

Sincerely,

Mrs. Mary A. Russell,
Program Director.

The Merrill-Palmer Institute
of Human Development and Family Life,
Detroit, Mich., August 17, 1967.

Dear Senator Williams: In reply to your letter of July 27, I am happy to comment on Bill S. 276, or the Older Americans Community Service Program, in terms of my experience with the Foster-Grandparent Program.

Based on my observations of the very beneficial effects of the Foster-Grandparent Program we have been studying on both the older Americans and the children with whom they have worked, I would enthusiastically support the aims of Bill S. 276, i.e., to extend and financially support the utilization of older American in community service roles. The experience we have had with the Foster-Grandparents Program leaves little question in my mind that older Americans can perform, sometimes uniquely well, major service roles in the community. This assumes, of course, that the roles they are called upon to perform are intelligently and realistically chosen, i.e., that they take into account both the special strengths and the physical limitations of older people, and that the foster-grandparents are given sufficient help and supervision.

Enclosed you will find excerpts from the Foster-Grandparent Research Project, May, 1967 report, "Evaluation of A Foster-Grandparent Program". (If you would like a copy of the complete report, we will, of course, be happy to send it to you.) Also enclosed is a brief summary of typical interview comments made by the working foster-grandparents at the Sarah Fisher Home last summer. This material represents some of the results obtained from our study, which has focused on the Foster-Grandparent Program as it has been implemented at a

children's home in Farmington, Michigan, as a typical example of the operation of the program in many parts of the country. In this case, the foster-grandparents have been working with institutionalized infants and young children from birth through five years of age. Briefly, these results indicate that there have been notable improvements in the overall feelings of life-satisfaction, outlook and general morale of the older Americans who have worked as foster-grandparents. Even more striking, perhaps, has been the indication of the generally favorable and sometimes remarkable therapeutic influence the foster-grandparents have had on the development of the emotionally deprived children with whom they have worked.

I am sure the foster-grandparent principle could usefully be extended to many other service activities of various public and private agencies. However, one major area I might suggest at this time would be for foster-grandparent services to be utilized in various ways and for differing number of hours per week within school settings. For example, a small experimental study (in connection with a Master's paper) is now going on under the direction of the Wayne State University School of Social Work. The project has modeled itself to some extent after the foster-grandparent principle, although it is small in scale and utilizes volunteers on a one day a week basis. In this project, older people living in a deprived neighborhood in Detroit are working with "problem" children in a public school setting on a one-to-one basis under the direction of a trained social worker. As I understand it, the program has worked out very well, but will probably not be continued indefinitely. Such a program could well be expanded if it were on a paid basis, such as the Foster-Grandparent Program.

Certain pre-school and kindergarten settings, particularly those where deprived children need special attention, help and emotional support, could, in my opinion, also usefully incorporate foster-grandparents into their operations. I am thinking particularly of "Head-Start" and other such programs. One of the most interesting findings of our own research study has been that foster-grandparents have worked very effectively with "their" children within the pre-school and kindergarten setting at the institution. Here, the foster-grandparents have in many instances been able to give special help and attention to their assigned "grandchildren" in such a way that hyperactive and emotionally upset children are often better able to profit from the opportunities provided by the pre-school and are less disruptive to the other children. In other cases, children whose previous environments had provided very little "school readiness" experience profited from the special but informal and natural enrichment experiences offered them in the course of their interactions with their foster-grandparents in school, e.g., naming colors, reading books together, drawing, writing letters, etc.

At this time I have no specific ideas for other services older Americans could perform, although I am sure that there are many unfilled needs in the community which the talents and experience of older people could be utilized to serve. I hope that the Subcommittee on Aging will consider this proposed Community Service Program favorably.

Sincerely yours,

Mrs. Rosalyn Saltz,
Project Director, Foster-Grandparent Research Project.

National Council of Catholic Women,
Washington, D.C., August 19, 1967.

Dear Senator Kennedy: The National Council of Catholic Women reaffirms the statement made on June 8, 1966 in support of Senate Bills S. 2877 and S. 3326, and endorses the changes made in this year's Senate Bill S. 276.

We trust this statement will be included in the record for consideration by the members of the Special Subcommittee on Aging.

Sincerely,

Mrs. John Shields, *President.*

State of Washington,
Department of Public Assistance,
Olympia, Wash., August 1, 1967.

Dear Sir: Thank you very much for your letter of July 26, 1967, regarding the Senior Service Corps Bill. Our Department, which is the designated agency to

administer Title III of the Older Americans Act, would be highly interested in such a program.

The following community service corps or related services operate in Washington State: Vista, Foster Grandparents, Grass Roots and SCORE programs. The Foster Grandparents program is just getting underway. Vista, Grass Roots, and SCORE furnish employment opportunities for a small number of older persons. The Study of Seattle's Older Population states that there is little organized activity for income supplementation for older people in King County. Presumably, there are fewer activities in less densely populated areas where resources are far more limited.

The following types of servics of public interest could be performed:

1. Teachers aides in public schools, and schools for the handicapped
2. Recreation and program aides in programs for older persons sponsored by city parks and recreation departments
3. Library aides in public libraries
4. Teachers, program, or recreation sides in program for minority groups
5. Staff members of Councils on Aging to survey and help meet needs of older persons
6. To provide home or household repairs for low income older persons
7. Civic beautification programs
8. Information and referral services for older persons seeking employment in areas not regularly covered by Washington State Employment Service.

It is estimated that approximately 12,850 persons over sixty in Washington State would be interested in volunteer or part-time employment. The estimate is based upon the following information:

1. The Washington State Employment Service advises that of the estimated 428,384 persons age 60 and over in the state, 6,773, or approximately 1.6 percent, are registered for employment during an average month. Approximately 10% of this number are placed in jobs. The majority of older persons seeking part-time employment are not reached by WSES.
2. A Seattle-King County Council on Aging Extended Services Project interviewed 1,126 persons over 60 years of age of which 112 or 10 percent revealed they were interested in employment.
3. The Seattle Study of the needs and resources of those over 60 in King County published in 1966 revealed that 18 percent were working regularly, 7 percent work occasionally, or are looking for work, and 75 percent consider themselves not in the labor market.
4. Estimates made by five directors of OEO offices covering 10 of the state's 39 counties reveal that 1,368 or 5.5 percent of older persons in these counties would be interested in a Senior Service Corps.

These estimates would indicate that approximately 25,700 or 6 percent of the population 60 years of age and over could benefit from a Senior Citizens Corps. Because of those who would not have the required skills, or would lack motivation to participate in the available jobs, we estimate that only half of this number of 12,850 would be available for Senior Service Corps.

Sincerely,

SIDNEY E. SMITH, *Director.*

ARIZONA STATE DEPARTMENT OF HEALTH,
Phoenix, Ariz., August 15, 1967.

DEAR SENATOR WILLIAMS: Thank you for your letter and enclosures of July 26, 1967, regarding the Older Americans Community Service Program.

Although our legislature has not yet appropriated funds with which to administer a program under Title III of the Older Americans Act of 1965 in Arizona, we believe that your amendment (S. 276) would provide a welcome additional source of employment for our older citizens and therefore support it.

It is noted that the approval of the designated state agency will be required before a program would be funded. This, of course, has our full support because it promotes the coordination of related activities within the state.

Our continuing difficulty to raise money with which to administer a state aging program makes us particularly conscious of the omission in the proposed Title VI of provision for administrative funds to support the cost to the state agency of reviewing and approving programs under the proposed Title VI. Administrative funds provided the state agency under Section 304 of the Older

Americans Act of 1965 appear to be limited to the support of Title III administrative costs. We therefore urge you to make provision for federal participation in support of the state agency's administrative cost of carrying out the entire aging program to be conducted pursuant to the Older Americans Act.

Your furher consideration of this aspect is respectfully suggested.

Sincerely,

GEORGE SPENDLOVE, M.D.

RUTGERS, THE STATE UNIVERSITY,
THE URBAN STUDIES CENTER,
New Brunswick, N.J., August 28, 1967.

DEAR SENATOR KENNEDY: Thank you for your letter of August 7, 1967, inviting us to comment on the Bill to provide a Community Service Program for Older Americans.

We are deeply interested in this effort and heartily endorse the proposal contained in this bill.

Our view is that there is substantial evidence of a large number of persons sixty years of age and over who presently have skills in the urban service field whose skills are not now being utilized. At the same time there appears to be on the demand side needs, if not requests as reflected in the labor market picture, for a host of jobs or work to be done not now being performed.

Our society seems to be structured to accommodate "full-time employment" but structured against arrangements for part-time employment and part-time roles. There are insufficient choices other than either working full-time or not at all. A proposed Community Service Program not only has the potential of providing needed services to the community through the utilization of the talents of older persons but also it may have great significance to our nation demonstrating the value of employment and/or volunteer service on a less than full-time basis, especially where the jobs and roles relate to the training and work experience of the older persons.

There is a vast reservoir of available skills which need to be linked with vital jobs which need doing. Here are a few facts which seem pertinent:

In New Jersey in 1960 (according to the U.S. Census), there were 200 thousand males and over 450 thousand females, 55 years of age or older who were not in the labor force. This constitutes about 40 percent of New Jersey's males over age 55 and almost 80 percent of New Jersey's females over age 55.

In the United States as a whole, there were over six million males over 55 and over 13 million females over 55 not in the labor force in 1960. The percentages of persons not in the labor force in the entire country are similar for each sex to New Jersey's figures.

Among New Jersey's non-white males age 55 and older in 1960, 47 percent (about 12 thousand) were not in the labor force. This percentage is slightly above the average for the United States as a whole: 45 percent of the non-white males in the United States were not in the labor force.

And 80 percent (about 22 thousand) of New Jersey's non-white females age 55 and older in 1960 were not in the labor force. Again, the New Jersey figure is slightly higher than the national average: 72 percent of the non-white females age 55 and older in the nation in 1960 were not in the labor force.

About 5 percent of New Jersey's males and females over age 55 not in the labor force in 1960 were non-white. About 10 percent of the non-whites over age 55 in both sexes in the entire nation were not in the labor force.

It seems useful and significant to consider the kinds of resources New Jersey has among its non-utilized or under-utilized older persons. About 50 percent of New Jersey's males and about 30 percent of New Jersey's females not in the labor force in 1960 were age 55 or more. The 1960 U.S. Census provides selected information concerning last occupation of experienced workers not in the labor force who last worked some time between 1950 and 1960. This data is supplied for about 50 percent of the males not in the labor force, and for about 30 percent of the females not in the labor force.

If we can assume (1) that most of the experienced workers for which we have information on their last occupation are many of those not in the labor force, and (2) that older persons not in the labor force would be equally represented among the various occupations, we can provide some tentative estimates of available New Jersey manpower in selected occupations.

We would have about 12 thousand teachers, almost all of them females (including college professors, elementary and secondary school teachers, and art and mustic teachers) ; about a thousand welfare and recreation workers (500 males, 1400 females) ; about 700 lawyers, judges, clergymen, physicians, surgeons and dentists (500 males, 200 females) ; about a hundred males experienced in state and public administration. We also have an apparent extensive reservoir of women in supporting medical and health professions including about 12,000 nurses, dietitians, nutritionists, medical and dental technicians, and therapists. And, we have over six thousand people (about two-thirds of them women) with other professional and sub-professional skills.

In addition, we estimate that New Jersey has a trained supply of over 164 thousand persons with clerical skills (7 thousand males, and about 157 thousand females) ; about 48 thousand service workers (10 thousand males, 38 thousand females) ; and about two thousand carpenters, and perhaps a thousand electricians and house painters.

These figures may seem unbelievably high to some, and we perhaps should not consider persons whose skills are up to ten years old as still in a current reservoir of talent. However, of the experienced persons who had last worked between 1950 and 1960, about one third in each occupational category had had experience as recently as 1959—the year just prior to the time the Census was taken. Even if our estimates in each of the above occupational categories was reduced by a third, then, we would still be able to predict a sizeable number of people in New Jersey communities available to provide services to various community and governmental projects and agencies as well as to other non-profit organizations and to needy individuals.

I heartily endorse your efforts which endeavor to set up the mechanics to link individuals aged 60 and over capable of performing useful community services with the needs of communities which are, at present, not being met.

It is ironic that at a time when so much important work needs doing to strengthen our community life, and to enlarge our services to people in need and communities in need that we have this great reservoir of talent and capacity of persons 55 years of age or older and yet are unable to bring these two together.

Your program provides a missing link. It will help match community needs with human resources.

It goes to the root of one of our nation's most serious problems—providing roles and services for people who are not participating in the potential benefits of our society.

Sincerely yours,

MARSHALL STALLEY, *Assistant Director.*

STATE OF OREGON, MENTAL HEALTH DIVISION,
FAIRVIEW HOSPITAL AND TRAINING CENTER,
Salem, August 11, 1967.

DEAR SENATOR WILLIAMS : I have studied your Bill enclosed with your letter of July 26, 1967, and must say that I am in agreement with the principles stated therein. Although I have been with the Foster Grandparents Program only since last May 1, I have had some experiences which have helped me form conclusions regarding the problems of utilizing the manifold dormant talents in our older people whose means are limited.

My program was inadvertantly publicized without my coordination, and as a result the income limitations were not in the article. Over eighty people responded to this one-time release. Unfortunately, over half of them were not eligible for the Foster Grandparents Program because of receiving too much income. However, all but two were living in very modest circumstances and could obviously have made good use of additional income. Among these people were retired schoolteachers, secretaries, clerks, supply (stockroom) clerks, carpenters, and other trades. All of them were anxious to do something, but none of them could afford to volunteer. In other words, there are, even in this small city, many talents lying fallow, and many frustrated older people. I am not in a position to cite specific needs of this community, but I am sure that a study would show that much use could be made of these people by public and private non-profit agencies.

Based on my limited experience, the Foster Grandparent principle could be extended to other institutions which have resident children such as orphanages,

perhaps mental institutions, and possibly hospitals although I believe that the average hospital stay of any child is too brief for such a program to have any appreciable effect. As for schools, probably teachers' aides would be more effective. My observation leads me to believe that many of the resident children in schools for the blind and the deaf located here are truly neglected by their parents, and Foster Grandparents would benefit them.

The varied talents of older people can be used by public agencies in many ways:

(*a*) Retired teachers, if not eligible for a certificate, could be used as teachers' aides; and if they have a valid certificate, as substitute teachers (this latter is the case in some instances),

(*b*) Secretaries could be used as office aides during peak periods such as month-ends when reports are crowded into a tight schedule,

(*c*) File clerks could be used during the same periods,

(*d*) Competent tradespeople could be used as instructors' assistants in vocational training programs, and

(*e*) People of no particular skill, such as the majority of those eligible for the Foster Grandparents Program, could be trained to assist in public health institutions such as hospitals, nursing homes, mental institutions, etc. There are undoubtedly many other uses for these people's abilities, and the above suggestions are merely those which come readily to mind. No doubt, they will not be much different from other suggestions you will receive. However, further research would be necessary for me to make more suggestions.

An interesting aspect in this local area is the difficulty of finding men for these programs. I have found that most of the men in this age group who are physically qualified have been remarkably successful in finding their own part- or full-time work, and are truly in scarce supply for my project. However, I have just barely scratched the surface so far as recruiting is concerned, and I may have to eat these words.

Before I close, I should like to include remarks about those on welfare. My experience with these people has been discouraging regarding stimulating in them a desire to work. My resultant conclusions are that in general these people come in three categories:

(*a*) Those recently on the rolls who are looking forward to becoming self-supporting once more,

(*b*) Those on the rolls who are physically disabled and cannot work, and

(*c*) Those who have been on the rolls for a long time and who, although really physically able to work, find many excuses, usually regarding health, for not going to work. These last apparently have become a resigned group who are utterly dependent on welfare and convinced that they cannot work.

If I can be of any service to you at all, please feel free to call on me. However, if travel is involved, my project has limited funds available for this purpose, and I would respectfully request your committee to reimburse me for expenses. Thank you for your interest in this aspect of society. I personally feel that my present work is rewarding indeed.

Sincerely yours,

O. B. STEELY, *Project Director.*

STATE OF ILLINOIS DEPARTMENT OF PUBLIC AID,
Springfield, Ill., August 7, 1967.

DEAR SENATOR WILLIAMS: I am happy to respond to your letter of July 26, and take pleasure in adding my strong support of the Senior Service Corps Bill (S. 266).

As you may recall, I endorsed this proposal prior to its changes and subsequent re-introduction. I believe that these changes have served to strengthen the proposal. A copy of my letter of June 2, 1966 is attached.

There is no question but that each of the six statements in the prelude to the Bill can be supported from much evidence in Illinois. There is little question but that the program outlined by the Bill, supported by adequate funds, will go far toward the alleviation of these problems.

In our support of S. 3049, I pointed out that our experience with the Foster Grandparents program gave ample proof of the feasibility of using older citizens for this type of work. Furthermore experience with an expansion of this program in Illinois serves only to strengthen this opinion.

Our excellent experience with Title III of the Older Americans Act leads us to believe that there will be a great deal of community support for the Senior Citizens Corps which should go far in contributing to the success of the proposal. Further than this, it is to be expected that Senior Citizens groups funded under Title III would be prime movers in the establishment of such new programs.

The addition of this legislation as a program to help a large segment of our population would be a major contribution for the benefit of many individuals. It would also furnish our staff with a new effective programming tool enabling them to further interest local communities in the production of good, effective, well-designed projects for the assistance of the elderly of Illinois.

I believe that this proposal will represent a fruitful investment of Federal funds in a most desirable service program.

Sincerely yours,

HAROLD O. SWANK, *Director.*

SENIOR CITIZENS, INC.,
JOSEPH B. KNOWLES CENTER,
Nashville, Tenn., August 7, 1967.

DEAR MR. WILLIAMS: Since Miss Jean Akin is a staff member of our organization, she has asked me to incorporate her remarks in my reply to your letter of July 27.

The Foster Grandparent Project began in Nashville, Tennessee, in September 1965. During the nearly two years operation of the project, we have found the services of older Americans to be very effective. The response to the program has been good as approximately 350 people have completed applications for employment or inquired about employment. In addition to this, many have inquired about the program who were not necessarily interested in employment.

At the present time, there are 42 foster grandparents here working in five child caring institutions. Of this total, eighteen work with mentally retarded children, twelve with dependent and neglected children, and twelve in a general hospital pediatrics ward. The work the grandparents have done in each type of institution has been praised by supervisors and heads of the institutions. The ones working with the mentally retarded have done an outstanding job.

At one institution, they began working with blind retarded children and within several months the change in these children was amazing. Many of them were taken from the grandparents and put into a special class. Before the grandparents helped these children, they were left in a dark lonely world. The grandparents take real pride in this work.

We have found attendance for work to be very good. Even in the snow and coldest weather, the grandparents report for work. We have had very few to resign. Most of the people we have now have worked at least a year.

The grandparents enjoy participating in Training Sessions and are eager to learn new material. Many of them have told us that this program has given them a new outlook on life. They are happier with a job to do and the results of their work is very rewarding.

The Foster Grandparent Program has convinced many people that older Americans certainly can provide services to others.

Since 1960, our agency has been active in exploring the potential of older persons for responsible community service work. At that time, our Board of Trustees authorized our staff to select two or three members of our Center program who might have the qualifications to work with groups of senior citizens. Our case worker selected two men, one a retired county agricultural agent and the other a former secondary school teacher. Under the supervision of our staff, these two men worked with a neighborhood church in organizing a branch program of our Center. The tasks involved in this venture included developing plans with representatives of the church, surveying the immediate neighborhood for older people in need of group experience, opening the program, and directing the one day a week program which included crafts, singing, lunch, social recreation, and card playing. These two men performed so creditably that they were employed by our organization for a small monthly stipend, plus travel expenses, to carry on this out-reach program. Today, Senior Citizens, Inc., operates a multi-service Center program in a downtown building and also sponsors twelve branch groups in various parts of the city, all of which are under the direction of trained older people. In addition, we employ about five older people as class instructors in our main Center.

In 1962, Senior Citizens, Inc., obtained a grant from the National Institutes of Mental Health for the purpose of developing a demonstration training program for individuals over fifty wanting to work in community service programs. Over a three year period, we conducted five in-service three-month training institutes attended by approximately 70 individuals who came from Tennessee, Kentucky, Virginia, and Florida. Following graduation, a significant number of these individuals went back to their communities where they either were employed as directors of small centers for the aging or other types of community services.

Today, this training program is being continued by the University of Tennessee, with the cooperation of Senior Citizens, Inc., under a Title III grant from the Administration on Aging of the Department of Health, Education and Welfare.

All in all it is obvious that we have an interest and also a commitment to assist older people utilize their skills in some form of service to the community.

If we can be of further service, please call on us.

Sincerely,

SEBASTIAN TINE, *Executive Director.*

PROGRAMA DE ABUELOS ADOPTIVOS,
CASA DE SALUD ROSARIO BELLBER,
Aibonito, P.R., August 8, 1967.

Re Foster Grandparent Program.

Senator HARRISON A. WILLIAMS, Jr.,
Special Committee on Aging,
U.S. Senate, Washington, D.C.

DEAR MR. WILLIAMS: I concur wholeheartedly with the Bill presented by you known as S. 276, or the Older Americans Community Service Program. Our experience of one year working with the Foster Grandparents Program has showed us all the potentialities inherent in the older people. We have had since the beginning of this project at least 150 acceptable requests for jobs in the program. The (30) thirty FGP's that have been working with us in the program for the last (12) twelve months have demonstrated that by using them we have found a way to solve the problems of the elderly and the problems of the children that they take care of. This was accomplished by the service performed by the foster grandparents. This program also reduces the poverty among the aged poor by providing them with the necessary income through useful employment to raise them above the poverty income level.

This program has proved in the past year the viability of employing the aged in one type of service role. There are other roles in and out of institutions which could be effectively filled by older persons. Maybe these other roles would be of more interest to some of the elders who did not respond in large numbers to the Foster Grandparent recruitment efforts in other areas.

The other service roles that I am thinking as of now are roles that the community for some reason or other can not get done. For example, in Puerto Rico where the Municipal Hospital takes care of the indigent people, there is a great need for having some personnel that can take care of children while the father or mother is being taken care of by the doctor. These children are either with the mother or running loose in the halls of the dispensary thus causing great inconvenience to doctors and nurses as well as to their parents. This service could be rendered by older people.

Other service role for the elders is what was called, in the States "Operation Green Thumb". The beautification of the community is a very important work and can be accomplished by these older people.

Also there are many other service roles that can be performed by the elders such as within offices messengers, receptionists, private telephone operators, telephone answering service operators etc.

I think that an educational program could be instituted and in that program the services of retired teachers can be obtained and used.

There are great potentialities in the elders that can be put to positive use and we have to realize that as the years go by we will have more and more of them. Let's use them.

Sincerely,

JOSÉ M. TRINIDAD,
Project Director, Foster Grandparent Program.

STATEMENT SUBMITTED BY SIDNEY WALLACH, EXECUTIVE OFFICER, OLIVER WENDELL HOLMES ASSOCIATION, NEW YORK, N.Y.

We deeply appreciate the opportunity you have been good enough to extend to us to submit a statement to your special Sub-committee on Aging.

We support your purpose. Indeed, we are highly gratified to note that its objectives take into account the basic aims of the Oliver Wendell Holmes Association to provide a) for the psychological adjustment of retirees and for their pursuit of a renewed, remotivated life of creativity and usefulness, b) for the educational needs and satisfactions involved in this process in which we have had a considerable body of experience and c) for the recognition of the necessity for efforts to enable retirees to bring their gifts of experience, training and life insights into play for their own personal satisfactions and for service to our country's many social and cultural needs.

We append to this document a recent statement descriptive of the origin activity and purposes of the OWHA; and we ask that it be included as part of the record of the Hearing.

It seems to us that, essential to any consideration of sound programs for Americans of old age, there must be the awareness of a major change that has taken place in our national composition. It is a change of which we are not yet sufficiently aware and to whose significance we have not as yet responded adequately.

There is an impressive body of data about the growing number of Americans of older age who have retired; a phenomenon deriving from the medical and technological developments of recent times.

There is the fact of a longer life span after retirement.

There is the fact of infinitely multiplied community needs that can not be fully met out of the current working population; and that need not be met only from those professionally and permanently involved—essential as many of them are—if we are to avoid their endless proliferation, when talented older people are, or can become, available for some of the required skills and services.

Added to these are other relevant considerations:

It is a demonstrable reality that there is a direct correlationship between sustained mental and physical effort and sustained mental and physical health.

There is, on the other hand, the threat of intellectual and social alienation and attrition of retirees if there is no role for them.

Some of the elements in the public attitude to those of older age are attributable, for reasons that historians can more fully develop, to the fact that ours is and has been, a youth-oriented country. We are not like other civilizations, the Greek and Hebrew for example, where the older citizen was turned to and where he had an accepted status appropriate to his life experience.

As a result there is a long-prevailing, harmful public attitude that now calls for effective, even drastic, modification, and in due course, change. It is an attitude to which all the wholesome and creative forces of our country need to direct themselves, if we are to avoid squandering a precious national asset.

Moreover, there has been a natural reaction to this public atmosphere in that it has induced a warped psychological framework for the individual who joins the ranks of retirement and who willy-nilly comes to accept as valid the general image and see himself as a superfluity.

Dr. Wilma Donohue, one of our outstanding scholars on Geriatrics, has referred to this prevailing attitude when, in a recent paper at a Conference on Aging held at the University of Michigan, she said:

"There is a body of conventional knowledge about aging which becomes the heritage of every child growing up in our culture. According to this conventional knowledge the old are weak, slow, inactive, forgetful, dependent, tired and in general to be pitied and treated with kindness unless they interfere with attaining other satisfactions. As soon as there are outward signs of aging—the graying hair, the wrinkled skin, the thickened body and slumping shoulder—the individual is perceived as possessing all the qualities conventionally attributed to the old. If the person labeled as old does not conform to the dimensions of the conventional knowledge about aging, he becomes an oddity, an exception to be remarked upon. Recently, my small neighbor, age 9, having watched me mow my lawn, an activity I thoroughly enjoy and do with considerable vim, said to his friend when I had finished, "She did pretty good for an old lady, didn't she?" It takes no psychoanalyst to diagnose the stereotypes and unconscious attitudes toward the old this young man has already acquired. Totally unaware that it

was happening, he has incorporated into his thinking the American folk knowledge about oldness, a process initiated by his parents in his infancy. He learned early that old toys are thrown away, old clothes are discarded as useless, old pets are put to sleep, old trees are cut down, old grandpa is pitied because he isn't able to work any more, and old grandma is ugly because she has gray hair and wrinkles. In dozens of ways, parents, albeit unintentionally derogate oldness so that by the time a child begins formal schooling he has already acquired the common negative attitudes and common beliefs about age and being old. Unless he is re-educated his behavior toward old people and toward his own aging will be influenced unfavorably for the rest of his life. My point is that the instruction at all educational levels must provide for the unlearning of the unconsciously learned beliefs and attitudes and for the substitution of factual information about the nature of maturity and the potentials of every age group."

As a result of this public misapprehension, the individual retiree, with rare exceptions and no matter what his health, competence, interest and vitality, comes to look upon himself as "dead wood," as "on the shelf." He experiences a decline of status and consequent loss of self-esteem. Very often, he has a conscious and unconscious reluctance to face up to the new situation, unaware as he is of its shining possibilities. He does not know of the potentials, of the continuing important role he can play, or is left indifferent to the stimulating process of the excitement inherent in education during retirement. With the loss of his career-activity, he is often left without any alternative stimulus of personal and social meaningfullness to engage him and to give substance to his life in retirement.

This has added up to a profound and disastrous national failure; often to the rapid deterioration, mentally and physically, of many of those of older age and to the loss of their vast capacity to play a helpful role in the many volunteer activities of our national society. By this neglect, our country is squandering one of its most valuable human resources.

It seems to us that other instrumentalities are necessary to deal with some of the problems of older age, quite apart from programs that seek to provide financial, medical and other forms of direct assistance to those who suffer from economic deprivation, or from marked physical and mental decline. For the older age group can not be regarded as uniform in composition; there are many subgroups within the older age groups and their existence must be taken into account.

It is again worth quoting from Dr. Donohue, who has said:

"There is too great a tendency to generalize about old people, about their needs, and about the method for meeting them. There seems to be an underlying assumption that age wipes out the differences among people so that they become members of a homogeneous group for which a single social prescription can be written. Some of the often heard generalizations are that older workers do not wish to retire, that all old people, if life is to have meaning for them, must have a job whether for pay or glory, that all old people want to and should live in their own homes until they require 24-hour nursing care, and that old people have at best only limited potential for further personal development. These and many similar pronouncements reflect society's lack of appreciation of the need to develop a social structure in which old people can maintain their individual identities and status. Education about aging which substitutes facts for generalizations will not only increase awareness of the individual potentialities of old people but will also provide better guidelines for social action."

This is not to suggest that retirees must turn from the pressures of traditional occupations to others equally demanding as substitute activities. There is room and need for quiet contemplation, for the thoughtful observation of the world around us, for a satisfying use of the true leisure time, as Dr. Alexander Reid Martin has analyzed it, as distinct from the vacant and vacuous consumption of free time.

There is, among many, the impulse to useful creative participation in life's many challenges. They probably need a different time-schedule, and a slower pace; but they represent an important human resource, to be ignored or squandered at our peril.

Indeed, at our rate of technological progress, it may soon be that retirement will not automatically be equated with old age.

The emphasis of the Oliver Wendell Holmes Association is on making years of retirement vivid, vital and more inwardly satisfying.

And so we contend that it is time to see the problem of the American living in retirement *not* as a "case" for the social worker, however essential he may be for a large number of those of older age, but as a human being who has retired from one way of life to another equally rich in possibilities. For, in reality, we are all always retiring from one set of conditions to another: from childhood to youth, from school-boy to our work-desk or bench; from the single to the married state.

To have this concept accepted and lived-by, demands, in the first instance, a psychological preparation, an awareness and acceptance on the part of the individual. The history of our country has developed a condition where retirement is a traumatic experience, as Dr. John W. Gardner and others have pointed out. An effort is indicated for the psychological preparation of those already retired and perhaps even more of those who know that mandatory retirement is ahead of them in a few brief years.

Supporting this effort, however, there must be a national acknowledgment that we, of the United States of America, are, demographically, a different people than we were fifty or a hundred years ago. We must aim at a public knowledge, awareness and acceptance of retirement not as a violation of an outmoded code of public and social morality, but as a living experience and opportunity within the normal structure of our economic, social and cultural institutions.

To contend with this purpose is a manifold task. It cannot be left only to government, Federal, State or City. It is a task for the entire nation and most particularly, for its private sector: its teachers and educators, its churches and synagogues, its business and labor leaders, its public-opinion forming institutions, its media. A vast review is in order as to what is to be our national posture in regard to men and women, now the victims of our unparalleled success in productivity and medical advances, who have been thrust, so to speak, outside the boundary of the comprehensive and highly regarded sphere of active life.

One of the major forces in shaping public attitudes is, we believe, that of the American business world. There is much we can point to in our country's distinctive progress that is the result of the imaginative and statesmanlike advances made possible by the leadership of our economic life. It is unthinkable to us that in a field as vital as this, industry and business should lag behind. In an area of human meaning so compact with possibilities, there is a vital need for leadership from the business community; the more so since, to the extent that this leadership is assumed, there will be reduced pressures for government activity.

It is with these considerations in mind that the OWHA is embarking on a program for which it hopes to have the moral support of American leadership generally; the financial support of government agencies in our initial stages; and the sustained participation thereafter of the American business community.

As a result of our experiences and as the outcome of discussions and explorations with business leaders, we are proceeding to the development, in cooperation with American industry, of carefully planned programs for their executives nearing, and in advance of, retirement.

American industry has long demonstrated a remarkable history of statesmanlike response to national needs. It has made provision for its retirees through annuities and pension plans, through hospitalization and medical provisions, and with legal and individual advisory consultations. It has, we believe, an important, even a major role to play in this new area of retirement. It can set itself to advancing on its present high record of patriotic and human concern. It can sustain its forward-looking traditions and institute a significant, new development in our economic and social structure by moving actively into the field of broadly-conceived pre-retirement preparation.

That American businessmen are aware of the challenges of our extraordinarily productive social and economic order has long been apparent. "The U.S. News & World Report" of April 3, 1967 carried a striking account of the breadth of considerations that animate the American business structure.

That such programs can have immediately practical values for business organizations is indicated from our experiences with the Seminar-Institutes that the OWHA has already established and as extensions of tentative approaches by a few far-sighted corporations in the past ten years or so.

How useful pre-retirement procedures can be to a company can be judged from comments by 32 companies that took part in a survey conducted by Arthur R. Weed for the City of Chicago Mayor's Commission for Senior Citizens. Execu-

tives of these companies gave, as among the reasons for conducting pre-retirement programs:

"Increased production of older employees because of (*a*) increased loyalty to the company; (*b*) desire of employee to reach retirement goals; (*c*) relief of tensions."

"Improved morale of both those directly involved and other employees."

"Improved public relations and company image, both among employees and in their spheres of influence."

" 'Retired Employees May Be Your Best Salesman.' "

This is part of the background of experience in this important and fertile field.

Specifically, the pre-retirement program that the OWHA is prepared to offer to corporations has three essential elements whose combination and inter-relationship are, we hold, of determinant importance. No single one of them is, by itself, capable of contending with the problem and of meeting the totality of needs. It is in their integral combination that we rest our confidence and our high expectations to hold out to retirees an alternative stimulant to the stimulant that has long been theirs at their posts of responsibility.

As an educational organization and on a completely non-profit basis we are now offering to American business organizations our help and resources to organize "Seminar-Institutes" of varying lengths in which their executives scheduled for retirement in an ensuing three or so years will be invited to participate and in which they will have an opportunity to join in the detailed planning. These Seminar-Institutes are to be directed and guided by outstanding specialists and conference leaders in the field of retirement, of medicine, psychology, gerontology, and of important family, human, and social relations with lecturers and seminar-leaders from among university emeriti and other scholars from the academic field.

The subject matter of these programs would embrace the following:

(1) Sessions of realistic consideration of some of the problems that older people face in later years. The objective here would be to put such problems in perspective and to keep them from becoming "self-fulfilling prophecies" (i.e., if people expect to exerience problems, they will.) This part of the program will range over the fields of interpersonal relations, mobility, physical and mental health, and the expectations which are to be found in the "extended" private and community life.

(2) Sessions in what we call a "Learning Experience" that would center around developments of the present explosion of knowledge in the sciences, the social sciences, the arts, and the humanities; programs of up-dated learning for which the OWHA already has considerable "know-how." Here the objective would be to enable the individuals participating in the Seminar-Institutes to experience an updating of disciplined knowledge, a rediscovery of latent intellectual capacities, the satisfaction of sustained learning, and a remotivation to apply their intellectual and experiential gifts in the years of their formal retirement.

(3) Sessions for a realistic consideration of the range of activities valued by the community that are open to older people. The activities may be actual jobs for which pay is received, volunteer or expense-paid assignments, or individual pursuits. Here the group leaders would be from governmental and volunteer agencies who are knowledgeable in the fields of community needs and possibilities for service.

Two important elements of this plan reside in the opportunity for a group of people to meet together on an informal basis to discuss their future with its hopes, desires, and prospects, to plan more effectively, and to set up a continuing mechanism via the OWHA to link their interests with suitable public agencies.

We believe that this activity can develop as an integral part of American industrial and business life and acquire the character of a tradition out of which there will come important fruits of: a wider recognition of the continuing values of those of older age; a confirmed or restored self-confidence and a re-motivation by the individuals who have retired; intangible but none-the-less meaningful values to the companies; and a service to our country consonant with our highest traditions of individual achievement and community responsibility.

In submitting this statement we are animated by a sense of responsibility to bring to U.S. legislators and other public officials, to leaders of industry, and to the public a knowledge of our objectives and services, and our hopes that we may

have their understanding and moral encouragement; and, in so far as that may be possible in a country that aspires to a fine balance between private and public enterprise, their assistance and counsel in the implementation of our purpose.

APPENDED STATEMENT

We are most appreciative of the opportunity to present a statement on the concepts, purpose, and program of the Oliver Wendell Holmes Association. We are grateful to the members of this Committee, to your colleagues in the House, and to the other Federal legislators who are giving thoughtful consideration to the problems and concerns of Americans of older age.

For clearly, these are subjects of growing scope and importance. They touch the lives of millions of Americans directly and of many more millions indirectly—families, relatives, and friends. There are few developments in our domestic public life that have the impact and deeply human meaning and potentials as has this inquiry into ways of affecting the lives of millions of older-age Americans. No doubt, you recall the statement of the President of the United States, who in a message to Congress of January 23, 1967, on this very subject, said:

"Old age is too often a time of lonely sadness, when it should be a time for service and continued self-development. For many, later life can offer a second career. It can mean new opportunities for community service. It can be a time to develop new interests, acquire new knowledge, find new ways to use leisure hours.

"Our goal is not merely to prolong our citizens' lives, but to enrich them."

It is to this awareness and this aspiration that we of the O.W.H.A., along with other organizations, have been and are responsive. The very name of our Association, Oliver Wendell Holmes, that of one of America's greatest jurists, whose creative life lasted into his tenth decade, is symbolic of the vision before us. All those who reach an advanced age can take inspiration from his felicitous phrase on "The Subtile Rapture of a Postponed Power."

We are highly gratified that the U.S. Congress and the Administration on Aging are responding with breadth of concept to the many possibilities for activities and programs that, as evolved, may help the older American in the spirit of President Johnson's declaration and of the understanding so clearly evidenced by the members of the U.S. Congress whose vote made possible earnest efforts to enrich the lives of our older citizens.

There is, we submit, need and room for many types of activities, over and beyond essential legislation on the basic bread-and-butter, health, and housing considerations. Man does not live by bread alone. There is room also for organizations and approaches that take into account the almost infinite variety of aspirations and interests of our older population.

The Oliver Wendell Holmes Association program is directed towards one level: to the retirees with a background of some achievement and experience. We believe it to be not only a level in which suitable projects can be inherently important for many hundreds of thousands of Americans, but also one that, if thoughtfully explored and guided, can marshall immeasurably precious human resources; skills that can be deployed to help legions of other older citizens as well as assist generally in serving in a variety of community needs.

Essentially our program is based upon the concept that we must do what can be done so that those who retire, who are fortunate enough to be in good health, with some resources, and with a history of competence in business, industry, or the professions, can prolong their creative and active life, sustain their sense of self-confidence, and be re-motivated to bring their gifts to the service of our national well-being. It draws upon available evidence that sustained mental and intellectual activity serves to maintain physical well being as well. And it is based, finally, on the awareness that there is an enormous need of enlarging our national source of manpower to help meet the numerous proliferating problems that our country faces, nationally, in State and City, and in large and small communities.

A significant view on this was expressed not so long ago by the Hon. John W. Gardner, the distinguished Secretary of the Department of Health, Education and Welfare, when he said:

"New laws have been passed, new programs initiated to solve social problems that bar millions of citizens from realizing their full potential. These new programs, and existing programs, are in jeopardy unless prompt and effective action is taken to assure a sufficient supply of manpower . . ."

The work of the O.W.H.A. is still on a modest scale; yet we anticipate that it will provide the pragmatic and realistic experiences out of which a broad national practice can be expected to develop. This work has drawn upon the thoughts and volunteer efforts of outstanding educators and civic leaders and has been made possible because of financial support from corporation generosity such as that of the U.S. Steel Foundation, from general Foundation assistance such as that of the New York Foundation (through its Paul A. McGhee Fund), and also because of a grant from the Administration on Aging.

And so we welcome this opportunity to express our sense of gratitude to them as well as to the many volunteers who have contributed of their thinking, time, and effort to the unfolding of our programs.

* * * * * * *

We submit, for the record, some information on our history and activity:

The Oliver Wendell Holmes Association was established in 1962 under a charter of the Board of Regents of the University of the State of New York. Its incorporators and first Board of Trustees were: Harry A. Bullis; Dean Harry Carman; Everett R. Clinchy; Prof. Hans Kohn; Prof. Cornelius Kruse; Prof, Kirtley Mather; Dr. Margaret Mead; Prof. Harlow Shapley; Sidney Wallach; and Dr. Walter Muir Whitehill.

They were all aware of the problem of the individual facing retirement who has had a background of education and experience in the course of an active career in business, the professions, teaching, or the arts, but *who has not prepared for the critical changes confronting him upon retirement.*

We indicated, at the time of our formation, how as a result of the achievements of modern medical science and improved public health, Americans are living longer lives than ever before. We noted that at the same time, thanks to automation, electronic computers, and the countless tools of the new technology, human productivity had been increased far beyond the wildest dreams of the technocrats of a generation ago. In every decade fewer working hours per day, shorter work weeks, and earlier retirement ages were being established in almost every kind of employment. So that we were rapidly approaching a time when the normal pattern for an American seemed to head up to spending one-third of his life in formal education or schooling, one-third in remunerative employment, and one-third in postretirement pursuits.

The Association believed that these new economic, scientific, and social factors called for a program of *planned* preparation, directed expressly to people of retirement age to make possible continued personal satisfaction in an updating of their knowledge and to induce greater personal fulfillment through continuing creative activity individually and in the civic and cultural life of our American civilization.

Such a program we judged would give to the individual an enhanced sense of his own worth. No longer need he feel that on retirement his life loses purpose and direction. Retirement could in a sense be viewed, not as an ending, but as a beginning.

For, reduced to its essentials, the program of the Oliver Wendell Holmes Association points the way to a life of sustained personal accomplishment as contrasted with one of diminishing interests and narrowing horizons. And this, it appeared to the incorporators, called for another dimension in an adult group activity, one unhampered by competitive factors with younger students and with a pace and atmosphere suitable to those of their age and status.

Our program, carried on by what we call "Institutes" or "Seminar-Institutes" of from one week to four weeks' duration, recognized the growing number of retirement communities and resort areas, where a concentration of older persons suggested their establishment. Wherever possible we also turn to colleges or universities for program and faculty counsel and to serve with the O.W.H.A. as co-sponsors of these programs.

We hoped, moreover, to learn through these Institutes more about the relationship between mental and physical well-being in persons of older age and to work with other agencies in advancing gerontological knowledge.

Among those associated in the O.W.H.A. as officers and Trustees, were and are educators such as Dr. Kirtley F. Mather, eminent Retired Geologist from Harvard University; Dr. Seelye Bixler, Retired President of Colby College; Dr. Hana Kohn, noted Historian, formerly of Smith College; and the City College of New York; Dr. Cornelius Kruse, Retired Professor of Philosophy of Wesleyan University; Dr. Margaret Mead, Anthropologist, of the American

Museum of Natural History; Dr. Harlow Shapley, Retired, from the Harvard University Observatory; Dr. Alen T. Waterman, Retired, from the National Science Foundation; and Dr. Walter Muir Whitehill, Director of the Boston Athenaeum.

There are also men active in public affairs such as Frank E. Taplin, Corporation Executive; Dr. John W. Riley, Jr., Vice-President of the Equitable Life Assurance Society of the U.S.; Robert H. Scholl, formerly Vice President at Standard Oil of New Jersey; Evans G. Morgan, Vice-President of the Manufacturers Hanover Trust Co.; Walter S. Charak, Retired Industrialist; Maxwell M. Rabb, former Secretary to President Eisenhower's Cabinet; and George E. Reedy, former Press Secretary to President Lyndon B. Johnson.

A National Advisory Council has also been formed of outstanding experts, including Dr. Leona Baumgartner; Dr. Harwood L. Childs; Henry W. Clark; Dr. Rose Franzblau; Dr. Paul Haun; Dr. Earl Kauffman; Dr. Harold Lasswell; Dr. Alexander Reid Martin; Dr. Peter A. Martin; Clarence B. Randall; Dr. Hans Rosenhaupt; Leon Shimkin; and Dr. Robert E. Sharer.

A large Registry of available teachers and specialists has also been assembled.

In sum, the purposes of the O.W.H.A. are:

(1) To bring to older Americans, those who are retired, or who are scheduled for retirement, a renewed sense of worth, the satisfaction inherent in a continuation of learning and a new motivation for creative self-expression;

(2) To effect a wider recognition of the useful and important roles that older Americans can play in the contemporary world; and of the need for planned implementary programs;

(3) To effect a wider utilization of the valuable (but often wasted) human resources of emeriti laymen and emeriti professors.

All of this derives from our awareness that retirement is often, as Professor Ernest Burgess has put it, a "roleless role." While the whole problem of adjustment to retirement is productive of many questions, issues, and dilemmas for which there are no easy answers, we see in the relinquishment of the work role a traumatic experience often resulting in complete "disengagement," demoralization, or even premature death. And we seek to counter that traumatic effect.

This dangerous possibility may well have been in mind when Dr. Gardner, testifying on June 7 of this year before the Subcommittee on Retirement of the Senate Committee on Aging, spoke of the "psychological impact" of what he called "one of life's toughest adjustments."

It may be worth noting the several considerations that distinguish the Oliver Wendell Holmes Association from among the many fine organizations active in this area. These are:

(a) Our emphasis on a still capable older group of persons, retirees and those nearing retirement, and our extensive utilization of professors emeriti;

(b) Our concern with education-for-citizenship, as contrasted with training for a career or compensating for deficiencies in formal education;

(c) Our emphasis on programs that are fairly intensive and that at the same time are conducted at a suitably leisurely pace, during day-time hours and about all in an environment and with an atmosphere congenial to those we seek to enlist;

(d) The special effort that we make to evoke among the participants in our programs a psychological preparation for retirement and a desire to continue and strengthen their interest in expanding the horizons of their knowledge and understanding, and to evoke the disposition to enrich their lives with a greater vitality, regardless of advancing years, in continuing productivity and self-expression in some form, especially in ways that would contribute to human welfare and public service;

(e) Our enlistment of local participation of citizens' groups, including local business and labor leaders, editors, and heads of voluntary organizations; and the cooperation of local institutions of higher learning;

(f) Evaluation studies to enable us to determine the effects upon individuals of their exposure to our Institutes, with the expectation that such studies will improve our own effectiveness and provide valuable guidelines for other projects in the field. To that end we utilize various types of programs with a variety of approaches and contents.

The rather impressive body of experience we have already acquired includes the organizing and/or sponsoring of Institutes in 12 cities, ranging from Rens-

selaerville, New York, to Hollywood, Florida; Phoenix and Tucson, Arizona; Michigan (in cooperation with Michigan State University); Clearwater, Florida, under the auspices of an especially organized "Pinellas Institute."; the Wagner Free Institute of Philadelphia; in the Cambridge-Boston area; and at the University of Kentucky, and the University of Georgia.

A gratifying number of these Institutes have acquired an independent life with charters of their own. They now draw upon us largely for counsel and for help with faculty and courses. They have reached the stage we had hoped for and envisioned: possessed of sufficient viability to proceed on their own.

We of the O.W.H.A. have now come to a new stage.

As a result of our experiences and as the outcome of discussions and explorations with business leaders, we are proceeding to the development, in cooperation with American industry, of carefully planned programs for their executives nearing, and in advance of, retirement.

American industry has long demonstrated a remarkable history of statesmanlike response to national needs. It has made provision for its retirees through annuities and pension plans, through hospitalization and medical provisions, and with legal and individual advisory consultations. It has, we believe, an important, even a major, role to play in this new area of retirement. It can set itself to advancing on its present high record of patriotic and human concern. It can sustain its forward-looking traditions and institute a significant, new development in our economic and social structure by moving actively into the field of *broadly-conceived* pre-retirement preparation.

That American businessmen are aware of the challenges of our extraordinarily productive social and economic order has long been apparent. *The U.S. News and World Report* of April 3, 1967, carried a striking account of the breadth of considerations that animate the American business structure. Several excerpts from that report may be relevant:

"Business executives see a big and growing place for their companies in helping to solve today's pressing social and economic problems.

"Says Robert Hilkert, first vice president of the Federal Reserve Bank of Philadelphia:

" 'Social responsibility is "in" and the business "in groups" are composed of men who are deeply concerned about social responsibility.'

"Laurence Wood, a vice president of General Electric Company, adds:

" 'Today, to meet the growing demands of people, business must involve itself more completely. It must be concerned with all the problems of society.' "

In developing a program with and for business corporations, we seek to advance our purpose in association with existing Universities in various sections of the U.S., to have them institute Centers for Pre-Retirement Seminar-Institutes.

That such programs can have immediately practical values for business organizations is indicated from our experiences with the Seminar-Institutes that the O.W.H.A. has already established and as extensions of tentative approaches by a few far-sighted corporations in the past ten years or so.

We can learn from those experimental experiences of corporations who have engaged in some form of preretirement preparation, as reported by Charles R. Naef in a publication of the Institute of Management and Labor Relations of the State University of Rutgers, New Jersey. A few excerpts may be illuminating:

"Since the proportion of employees approaching retirement age is expected to increase in industry during the coming years, and since it is widely felt that employees should be able to receive retirement counseling before reaching age 60, in order to derive full and timely benefit from the program, it is likely that the total number of employees eligible and wishing to participate in group programs will increase."

* * * * * * *

"Replies from a majority of the plants stressed that the broad-range preretirement program had definitely improved company-employee relations at the plant. The betterment of industrial relations appears to be an overriding objective. It is predicated on the human relations assumption that if the employees feel that the company treats them as members of the firm and shows concern for them as individuals, and if management assists the employees in solving their problems and ridding themselves of anxieties, the work force will be more contented, productive, and responsive to company needs. To the extent that the broad-range program eliminates friction generated in connection with the insti-

tution of a particular retirement policy, it definitely contributes to the improvement of the company's industrial relations. As one company official put it, 'the morale of those leaving as well as those who some day will retire is improved.' In the long run the former employee's adjustment to retirement may well have an even larger bearing not only on the company's industrial relations but on its public relations and sources of labor supply as well."

How useful pre-retirement procedures can be to a company can be judged from comments by 32 companies that took part in a survey conducted by Arthur R. Weed for the City of Chicago Mayor's Commission for Senior Citizens. Executives of these companies gave, as among the reasons for conducting pre-retirement programs:

"Increased production of older employees because of

"a. increased loyalty to the company;
b. desire of employee to reach retirement goals;
c. relief of tensions.

"Improved morale of both those directly involved and other employees.

"Improved public relations and company image, both among employees and in their spheres of influence.

" 'Retired Employees May Be Your Best Salesmen.' "

This is part of the background of experience in this important and fertile field.

* * * * * * *

Specifically, the pre-retirement program that the O.W.H.A. is prepared to offer to corporations has three essential elements *whose combination and interrelationship* are, we hold, of determinant importance. No single one of them is, by itself, capable of contending with the problem and of meeting the totality of needs. It is in their integral combination that we rest our confidence and our high expectations to hold out to retirees an alternative stimulant to the stimulant that has long been theirs at their posts of responsibility.

As an educational organization and on a completely non-profit basis we are now offering to American business organizations our help and resources to organize "Seminar Institutes" of varying lengths in which their executives scheduled for retirement in an ensuing three or so years will be invited to participate and in which they will have an opportunity to join in the detailed planning. These Seminar-Institutes are to be directed and guided by outstanding specialists and conference leaders in the field of retirement, of medicine, psychology, gerontology, and of important family, human, and social relations with lecturers and seminar-leaders from among university emeriti and other scholars from the academic field.

The subject matter of these programs would embrace the following:

(1) Sessions of realistic consideration of some of the problems that older people face in later years. The objective here would be to put such problems in perspective and to keep them from becoming "self-fulfilling prophecies" (i.e., if people *expect* to experience problems, they will.) This part of the program will range over the fields of interpersonal relations, mobility, physical and mental health, and the expectations which are to be found in the "extended" private and community life.

(2) Sessions in what we call a "Learning Experience" that would center around developments of the present explosion of knowledge in the sciences, the social sciences, the arts, and the humanities; programs of up-dated learning for which the O.W.H.A. already has considerable "know-how." Here the objective would be to enable the individuals participating in the Seminar-Institutes to experience an updating of disciplined knowledge, a rediscovery of latent intellectual capacities, the satisfaction of sustained learning, and a remotivation to apply their intellectual and experiential gifts in the years of their formal retirement.

(3) Sessions for a realistic consideration of *the range of activities valued by the community that are open to older people.* The activities may be actual jobs for which pay is received, volunteer or expense-paid assignments, or individual pursuits. Here the group leaders would be from governmental and volunteer agencies who are knowledgeable in the fields of community needs and possibilities for service.

Two important elements of this plan reside in the opportunity for a group of people to meet *together* on an informal basis to discuss their future with its hopes, desires, and prospects, to plan more effectively, and to set up a con-

tinuing mechanism via the O.W.H.A. to link their interests with suitable public agencies.

We believe that this activity can develop as an integral part of American industrial and business life and acquire the character of a tradition out of which there will come important fruits of: a wider recognition of the continuing values of those of older age; a confirmed or restored self-confidence and a re-motivation by the individuals who have retired; intangible but none-the-less meaningful values to the companies; and a service to our country consonant with our highest traditions of individual achievement and community responsibility.

* * * * * * * *

In submitting this statement we are animated by a sense of responsibility to bring to U.S. legislators and other public officials, to leaders of industry, and to the public a knowledge of our objectives and services, and our hopes that we may have their understanding and moral encouragement; and, in so far as that may be possible in a country that aspires to a fine balance between private and public enterprise, their assistance and counsel in the implementation of our purpose.

SIDNEY WALLACH.

WEST VIRGINIA COMMISSION ON AGING,
Charleston, W. Va., August 18, 1967.

Senator HARRISON A. WILLIAMS, Jr.,
Special Committee on Aging,
U.S. Senate, Washington, D.C.

DEAR SENATOR WILLIAMS: I am writing in support of Senate Bill 276 to amend the Older Americans Act of 1965 in order to provide for a National Community Senior Service Corps.

Our agency would be most interested in this program. The whole concept of creating employment opportunities for older persons is worthwhile and good.

In West Virginia with a total population aged 65+ of 183,000, 40 percent of those persons live on an annual income of $1,000 or less. Add to this the personality disorders that affect many persons who need to remain productive and useful and the plain fact of wasted talent and it seems clear that the establishment of a Senior Service Corps will be of direct benefit to a great number of people.

We support S. 276 as desirable and needed legislation.

Very truly yours,

HARRY F. WALKER,
Executive Director.

SENIOR SERVICE CORPS,
Newark, N.J., August 17, 1967.

DEAR SENATOR KENNEDY: Thank you for forwarding a copy of S. 276, together with a Transcript of the Hearings on S. 2877 and S. 3326 and a reprint of the Congressional Record of January 12, 1967.

In addition to affirming our previous statements I should like to add the following:

The demonstration phase of this project, co-sponsored by The Council of Social Agencies of Essex and West Hudson and the Essex County Section—National Council of Jewish Women ended in June 1967. For several months prior to that an evaluation committee, appointed by the Steering Committee of both sponsors, carefully studied facts, figures and other pertinent data and came to these conclusions:

I. This project to place volunteers in community agencies has clearly demonstrated that retirees from all segments of society are able and willing to use their talents, skills and life experiences in serving community agencies as volunteers, for mutual benefit.

Note: (Many senior citizens need paid employment, many need only incidental expenses such as carfare, lunches and uniforms paid. Many in our Corps require no reimbursement and all the reward they seek is the satisfaction of feeling needed and giving of themselves.)

II. Our Corps has created opportunities for older adults to use their skills, talents and life experiences in a productive and meaningful way.

A. The enthusiastic response of the agencies, private and public non-profit, who are using our volunteers in a wide variety of jobs confirms this.

B. Volunteer activities, unlike other forms of social participation most closely resembles employment. Therefore the volunteer gains social approval and esteem from others for this participation. His own competence is reinforced as he discovers he is contributing to the well-being of others. Many periodicals of the medical and social work professions have recently carried articles confirming these theories.

III. This concept of the Senior Service Corps has been accepted by Social agencies, business and commerce, professionals in the field of aging, by local, state and federal governmental bodies, news media and the older adult population.

Note: (Endorsements from the above have previously been submitted by us and printed in the Congressional Record.)

IV. Lack of funds has seriously hampered the potential impact of this project.

A. Since October 1964 we have had three different directors, including a graduate student for nine months. All have been part-time workers, either two to three days per week due to budget limitations. There is no clerical staff. The clerical function is performed by volunteers.

B. The N. J. Division on Aging granted $1,000,000 to us on April 28, 1966 to demonstrate whether providing funds for transportation and other out-of-pocket expenses will encourage and enable more older persons to serve as non-salaried volunteers.

Note: These funds are now almost exhausted and we have been advised there will not be a renewal of such funding. The grant has proved unquestionably that these enabling funds are essential to such a program. However such arrangements can prove too costly for a local organization to bear for our already severely strained budget now limits our activities.

Our experience in Essex County confirms the problems and successes that are universal to the Senior Service Crops. I would call your attention particularly to two previous statements which I heartily endorse:

First, by Mrs. Syliva Barg, representing National Council of Jewish Women, page 40 of the Transcript:

"Why does a voluntary service program need Federal Funds? The initial funds of our pilot projects are only a first step . . . It can take the pioneering steps . . . To be of national scope our pilot projects *must be expanded* and multiplied within their communities and throughout the country on a scale *beyond the scope of our organization* . . . the impact of this really belongs with Government.

"There are so many demonstration programs that are valuable and they make their point and then they are lost because the program doesn't have the opportunity to make a real impact on a national level and then it is redemonstrated by someone else. . . ."

Second, by Mrs. Eone Hargar, Director of N. J. Division on Aging who made the abovementioned grant of $1,000.00 to Essex County Senior Service Corps: (page 78—Transcript)

"While demonstration funds and declining grant formulas have value as fiscal devices for initiating local action toward desired goals, careful evaluation should be made of the lasting effect of such finance carrots. All of us can cite hopeful beginnings that withered because funds to continue could not be found. In summary, a senior service corps, with emphasis on the potential for contributions by older people to community well being, is a desirable concept. Such a corps should be State administered with financing planned on a continuing and long-range basis."

Before concluding may I add these notes in startling contrast to the unpleasant headlines Newark has made this long hot summer:

My college age son volunteered to take pictures of some of our Corpsmen at work. (The cost of a professional photographer has precluded this before.) Our Corpsmen, though they come from a variety of backgrounds and area were found to be working either directly with the disadvantaged or in agencies serving the same in Newark and its immediate environs.

Some typical pictures taken were:

1. Mr. John Sheppard Jr. (previously mentioned in Congressional Record far various placements including tutoring a blind woman in sociology and anthropology). Since then he has received a full scholarship, for which we had recommended him, to attend the Eleanor Roosevelt Workshop in Human Relations at Rutgers. This summer he agreed to act as adult advisor to the Newark Youth Council a group of Negro teen-agers, organized by the Council of Social Agencies to discuss and propose solutions to some of their problems. At the initial meeting

when the pictures were taken (two days before the riots) Mr. Sheppard persuaded the group, which had previously voted to disband for the summer, to meet again to plan their activities for the fall.

Who knows how many lives, including his own, will be changed by this one man's activities?

2. Mr. Joseph Horowitz, retired from the garment industry, repairing sewing machines for a sewing group at the YMYWHA. He has also donated his services to the Red Cross and Essex County Welfare Board homemaking groups.

3 and 4. Mrs. Anna Levine reading and feeding children in the Pediatrics Ward, and Mrs. Martha Goodman in charge of the Gift Shop at Beth Israel Hospital.

5. Mr. Anthony Lewis (previously mentioned for other jobs in the Congressional Record) retired architect, advising the Newark Day Center on a proposed enlargement of their facilities to serve underprivileged children.

6. Mr. George Meyerstein, retired from his own surgical supply business, now receptionist and typist at the N.J. Historical Society.

7. Mr. Herbert Agens, retired engineer, running elevator at East Orange General Hospital.

8. Mrs. Mary Incitti, waiting on tables at the coffee shop at the Newark Presbyterian Hospital.

I hope that this material will serve to expedite passage of the Older Americans Community Service Program. I respectfully urge that there be a specific provision for the administration of Volunteer Corps, through established agencies such as ours that have proved their worth, to enable them to extend their services to agencies and volunteers, for the benefit of the entire community.

I would greatly appreciate if you would send me a quantity of the reprints of the Congressional Record Vol. 113, No. 3, Dated January 12, 1967 so that we may distribute them to our Steering Committee and to the Corpsmen who are mentioned therein.

Sincerely,

Mrs. MILTON K. WEINSTEIN,
Executive Director.

SENIOR SERVICE CORPS.,
NEWARK, N.J., *December 7, 1966.*

Hon. HARRISON A. WILLIAMS, Jr.,
Senate Office Building,
Washington, D.C.

DEAR SENATOR WILLIAMS: I am enclosing a copy of some recent publicity about the Senior Service Corps which I think you will find particularly interesting since it concerns East Orange residents. As the first paragraph in the enclosed article indicated, it was just a little over a year ago since you came to East Orange to participate in our meeting there.

We have been watching with much interest the progress of the bill you introduced and have read the testimony of the hearings before the special Subcommittee on Aging. Included in the testimony were letters of endorsement from local industry and quotes from agencies who are using our volunteers and asking for more.

Would it be possible for us to have some extra copies of the transcript of those hearings sent us for use in our public relations efforts? Our funds are so limited, we would appreciate not having to secure these through the Government Printing Office.

I assure you of the appreciation of our Steering Committee for your continued efforts in behalf of the Senior Service Corps.

With kindest personal regards.

Sincerely,

Mrs. HANNAH M. WEINSTEIN, *Executive Director.*

[From the Orange (N.J.) Transcript, Dec. 1, 1966]

HE AIDS BLIND WOMAN WEEKLY, AND IS CITED FOR HIS SERVICE

Over one year ago, October 18, 1965, Senator Williams went to East Orange during Senior Service Corps Week and told a conference, sponsored by the Senior Service Corps of Essex County, that he would draft a Federal Bill to "unleash the

energies of elderly citizens, who have either an active or latent desire to serve." This bill has already received the approval of the U.S. Senate.

The Senior Service Corps, co-sponsored by the Essex County Section, National Council of Jewish Women and the Council of Social Agencies of the United Community Fund, is a non-profit, non-sectarian project which has been providing men and women over 60 an opportunity to aid their community through a great span of volunteer services in hospitals, libraries, and other community agencies.

Mrs. Albert Schwartz of South Orange, a SSC volunteer, gave a cooking demonstration to illustrate a talk given by Mrs. Addison of the Red Cross on nutrition hints for Senior Citizens at a meeting for a group of 100 Senior Citizens living in the Marshall street apartments.

At this meeting, which was held November 7 at the Irvington Playground Shelter House, four outstanding volunteers received awards.

Mrs. Virgis M. Spell of 9 16th street, East Orange, who is blind, applied through the East Orange Community Action Committee, of which she is a board member, for a reader to help her with her studies of Sociology and Anthropology at Upsala College. She is being helped weekly by John H. Sheppard, a veteran residing at East Orange Restoration Center, who was one of the recipients of an award for the outstanding job he is doing as a Senior Service Corps volunteer. The head of the Sociology Department at Upsala congratulated Sheppard on the help he is giving Mrs. Spell. Mrs. Spell also attended the meeting to express her appreciation, when Sheppard received his award.

Sheppard, 61, is recovering from a spine operation at East Orange Veterans Hospital. He believes in keeping active and runs afternoon and evening radio programs, besides helping Mrs. Spell. He also helps teach music appreciation. When he was at City College in New York, he was trained in music. He started classes at YM–YWHA in Newark and then became involved in recreational facilities at the hospital.

Anthony Lewis of South Orange, a retired contractor, has helped a Newark Church with their rebuilding program and is now working with the Essex County Heart Association with public education activities. He was also honored.

Mrs. Milton K. Weinstein of 45 Lowell avenue, West Orange, executive director, states that the need for the skills of older people is acute and urges interested older persons to contact her at the Senior Service Corps Headquarters at 623–6030, offices of the Council of Social Agencies.

(Also appeared in West Orange Chronicle and East Orange Transcript.)

OFFICE OF THE MAYOR,
Jersey City, N.J., September 14, 1967.

DEAR PETE: There is no question that your proposed legislation will be of tremendous social significance to our Older Americans. The financial assistance that would be provided in your S. 276 would be a most significant boom to the economic obligations of our Older Americans.

You will recall at hearings you held July 1965 in the city of Newark that I proposed to you a program for the elderly to be known as Operation Service. At that time you will note, from testimony contained in your official hearings, that I recommended a work program for those of social security age to be engaged in work program in various community, public and private agencies—working in fields of health, recreation, welfare and various community programs.

In November 1965, at my recommendation, a proposal was prepared by the Jersey City Housing Authority to conduct Operation Service (Senior Employment Referrals—Ventures in Community Endeavors), which called for approximately 400 Older Americans to be employed and be allowed to earn up to $90.00 per month in order that it would not interfere with their social security payments.

Our proposal was stymied until this year, February 20, 1967, when we visited the office of Vice President Hubert Humphrey to ask that our Operation Service be funded under the Operation Mainstream provision of the anti-poverty legislation—transferred from the Office of Economic Opportunity to the United States Department of Labor—Bureau of Work Programs—since December 1966.

We were happy to receive information from the United States Department of Labor that our proposal was approved and funded in the amount of $102,000 which will allow approximately 40 individuals to be employed in this program. Only those over 65 are being accepted for consideration in this pilot program. The family income, of course, must be within the Office of Economic Opportunity

poverty index. We have been assured that if refunding permits our program will be increased to allow for the engagement of many more we wish to reach. There are more than 26,000 in Jersey City who will be eligible to work in our Operation Service.

For your information please be advised that our enrollees in this program will be paid $1.50 per hour for 25 hours—plus one hour per week of adult educational and counseling programming.

Very special steps are taken to assure the enrollees that they will not be hurt in any way financially due to the income provisions of the Social Security Act. For any of the enrollees who live in public housing, special steps have been taken regarding any income from Operation Service in order to assure their rents will not be increased. For your information and guidance our enrollees will be engaged in the following work categories:

Homemaker Service Worker, Neighborhood Worker, Clerical Aide, Teacher Aide, Landscape-Maintenance Aide, Library Assistant, Dental Aide, Nursing Assistant, Physio Therapy Aide, Information Aide, X-ray Assistant, Childcare Assistant, Hospital Friendly Visitor, Caseworker Assistant, Community Health Assistant and Recreation Aide—Arts and Crafts.

The Jersey City Housing Authority is the sponsor of the program, and payment for certain expenses incurred by the Housing Authority is provided for in the budget that has been approved by the United States Department of Labor.

For your information and guidance please be advised that I have arranged for the following community services to be provided as this community's contribution to our program. All these ventures are being provided at no cost either to the sponsor or to the elderly participants—and none of these items are provided for in the budget:

(1) Some administrative services provided by the Jersey City Housing Authority as sponsor.

(2) Interviewing, testing and counseling is being provided by the New Jersey Department of Labor Division of Employment Services.

(3) Complete initial physical examinations and periodic checkups by the Division of Medical Services—Jersey City Department of Health.

(4) Adult Education Programming by the Jersey City Board of Education.

(5) Social Security counseling by the Hudson County District Office of the Social Security Administration.

(6) Training by the Department of Recreation—Department of Hospitals—Jersey City Housing Authority and various other public and private agencies.

Applications for recruitment purposes have been received from various Senior Citizen Clubs, Hudson County Welfare Department, Division of Old Age Assistance, Jersey City Housing Authority, elderly tenants and various social agencies.

It is anticipated that our enrollees will be sufficiently trained, and after one year's experience be considered for possible employment—perhaps on a part-time basis as official members of the various health, welfare, housing departments, City Hall and county institutions.

Such a return to the mainstream of society is the goal of this program, and we feel that in this manner we will be able to show public and private employers that it is a shameful waste of the many years of experience, talent and devotion that is within our elderly population, and is being unused. I congratulate you upon your efforts to help America's elderly.

It has been an area that our nation has been pathetically weak in—insofar as anti-poverty programming is concerned. We understand from the Regional Office of the United States Department of Labor that our Operation Service is the only one to their knowledge that has been funded to provide work opportunities for those 65 and over. No doubt it will be a "show-case operation"—and we intend to make it just that!

Although I have not fully read the details of your S. 276, I believe you might consider the financial aspects of "Mainstreams funding"—coupled with the basic provisions of our Operation Service for your "Older Americans Community Service Program." You have my personal thanks for your interest in our elderly. Any consideration or assistance that can be given by any of us for this segment of our population is indeed over due.

Sincerely,

THOMAS J. WHELAN, *Mayor*

BOSTON, MASS., *September 22, 1967.*

Senator EDWARD M. KENNEDY,
Committee on Labor and Public Welfare,
U.S. Senate, Washington, D.C.

DEAR SENATOR KENNEDY: I am enclosing brief comments to be added to the testimony of the hearings of your Special Subcommittee on Aging of the Senate Committee on Labor and Public Welfare.

I am very sorry that I could not be present myself but I hope that these comments of mine will be useful.

With kindest personal regards.

Sincerely yours,

PAUL D. WHITE.

PAUL DUDLEY WHITE, M.D., BOSTON, MASS., SEPTEMBER 22, 1967

Mr. Chairman, Members of the Subcommittee: I appreciate very much the opportunity to send a comment of mine about the value of community services to older Americans, in whom I have been greatly interested during the last few decades both from a personal experience as a physician and in general as an American citizen.

Natually assistance of many kinds is often needed by older Americans, particularly when they are poor, unhappy, or ill, but it is my experience in helping to care for thousands of aged patients that their physical health often plays a relatively minor role and that their social, financial, and spiritual difficulties are preponderant.

One of the most important lessons that I have learned through the decades of medical practice is that very many patients outgrow their physical troubles in large part for a variety of reasons, including what nature can do for them, and can be very much better at say 70 or even 80 than they were at 60, a fact rarely appreciated or publicized.

The most useful part of my treatment has often been to keep the old man or the old woman working at some occupation, which may have been orignally an avocation, long after the so-called age of retirement. By so doing I would estimate that half of their physical, intellectual, financial, social, and spiritual problems have been resolved either in whole or in large part.

Another important need is that of the recognition, years before the retirement age, of the necessity to make plans for their future by themselves as well as by others.

But we, both privately and through government—local, state, and national—must help to supply really valid opportunities for such work, and of course the more useful and interesting the work, the better it is.

FOSTER GRANDPARENT PROGRAM,
BRANDON TRAINING SCHOOL,
Brandon, Vt., August 17, 1967.

DEAR SENATOR WILLIAMS: I was very pleased to receive your letter and would like you to know that I am wholeheartedly enthusiastic about the Senior Service Corps Bill. The concept sounds like the beginning of an answer to what I've felt is an almost untouched human resource—our Senior Citizens.

The greatest frustration and disappointment of my job has been interviewing men and women who feel bored and useless with nothing to do and whom I cannot hire as Foster Grandparents because their incomes exceed the Office of Economic Opportunity's poverty level requirement. To tell a couple living on $2,600 a year that they are "too rich" for our Program is difficult, but equally difficult is to have no alternative to our Program to suggest to many physically and mentally capable elderly persons who are eager to give their lives some involvement.

Our eldest Grandmother, age 85, happened to mention that she would "rather be at the Brandon Training School wearing out than sitting home and rusting out." All of the Grandparents heartily agreed with her; and, as a result, our first training class "motto" was "Let's Wear Out—Not Rust Out." This 85 year old woman has been with us almost a year now and shows no signs of "wearing out," in fact several Grandparents' physicians and families say that they seem younger since they are working and feel needed again.

Our Programs' Foster Grandparents have an average age of over 72 years and about half of them are Foster Grandfathers. From working with this group, I'm not only convinced that major service roles could be performed by older Americans, but because of some of the following reasons perhaps this age group could BEST perform such roles:

1. We have found that the Aides and Matrons caring for retarded children more readily and happily accepted working with elderly persons than with young college students.

2. People of all ages and socio-economic groupings seem to accept the elderly into their lives and confidence without fear. Perhaps this is because older people do not have ambitious motivations in their dealings with others.

3. Most elderly people do not have personal family or career obligations competing with their work situation for time and attention. Therefore, the elderly seem to be 100% committed and involved in the service job which they are performing. This may be why the elderly have the quality of patience which would be important in many service roles.

4. None of our Foster Grandparents had ever worked with retarded children or even visited an institution such as this before becoming part of our Program. I had anticipated that the tragedy of the severely retarded residents might be overwhelming, but without exception our Grandparents have graciously adjusted to their new work. Many younger visitors to the institution have commented that this was more than they could do. This quality of calmly accepting and patiently working with unusual or troubled persons should be an important asset in many other community service roles.

5. The Grandparents' enthusiasm for their work has had a healthy influence on some of the others who work with the same children. We have found these elderly people adaptable to training, willing to be supervised, and eager for suggestions of different methods of training their "grandchildren."

6. As employees, these elderly people are more than punctual, usually arriving much earlier than their appointed time. Except for some serious illnesses, many of the Grandparents have had perfect attendance records. Four hours work a day does tire persons in this age group, but such part time hours should be appropriate for many service roles.

I would think that the Foster Grandparent principle could be extend to some of the following service activities:

1. Assistants in Day Care Centers, and Teacher Aides.

2. Supervisors of after-school youth activity centers and teen centers. Many young people do not have home atmospheres conductive to study or constructive recreation activities after school. Although most towns have teen centers, their use is often limited to weekend dances because of lack of adult supervision for other daily activities.

3. Elderly persons trained and familiarized with Head Start Program children during the summer months could continue the Program during winter months when teachers are occupied in regular school positions.

4. With regular visits, active elderly persons could encourage new interests and activities for the "rest home" or "shut in" elderly who often live in lethargy. The Sheltered Workshop principle might be extended to confined persons in this way.

5. The Foster Grandparent principle might work with Vocational Rehabilitation Units in two ways:

a. Elderly persons might be a source for good Foster Homes because they often live alone in homes too large for their needs and because they have time to offer companionship to newly rehabilitated persons.

b. Vocationally capable retardates are often unhappy in community job placements because of loneliness and lack of friends and activities which they had had at an institution. The Foster Grandparent principle might help them make this adjustment to community living through their knowledge of their community and through companionship.

6. Many communities do not offer Girl or Boy Scouting type of activities because parents of young children often cannot count on being available for weekly meetings. This need might well be met with the assistance of elderly persons.

Enclosed are some narrative reports which describe our Program. Should you wish any further information, I would be most happy to forward it to you.

Sincerely,

Mrs. Carolyn Whitlock.
Project Director.

NEW HAMPSHIRE SOCIAL WELFARE COUNCIL,
Concord, N.H., August 17, 1967.

DEAR SENATOR WILLIAMS: We, who for many years past have been concerned with the health and happiness of our elderly emotionally and materially deprived citizens, deeply appreciate your concern and remedial efforts.

Since September '65, our Council has sponsored the Foster Grandparent Program for the State of New Hampshire. During this period, we have been privileged to provide a most beneficial and satisfying work experience to eighty (80) elderly men and women who had been facing a life of despair and frustration. I am enclosing unsolicited testimony from a few of these "Grandparents". They speak for themselves.

It is impossible for me to say which group—the young or old—have benefited the most. Certainly they have needed one another.

In New Hampshire we have concentrated in working with mentally retarded children confined in our State School. The patience, love and skill shown by our FGPs has been most effective. They have proven to be a new source of dedicated service personnel. Since our grant funds limit us to the employment of not over forty (40) individuals at one time; full potential of the program has not been realized. We have a waiting list of over one hundred (100) FGP applicants—and well over two hundred (200) children awaiting their attention.

I am sure the principles of the FGP program could effectively be expanded to include other activities. In New Hampshire we are just starting to provide day care centers for retarded children living in their home communities. We would like to provide FGP personnel to work in these centers under the supervision and guidance of professionally trained staff.

Some of the elderly we have known, prefer to work with material things rather than people. Neighborhood beautification programs such as Green Thumb, might be considered—and I think would attract those interested and proficient in gardening. They currently do not have the opportunity or wherewithal to use their talents.

Many of our impoverished citizens have felt excluded from our volunteer programs. They have been tied down with large families, no baby sitting money or proper dress, travel or even lunch resources. Perhaps some sort of a home "Vista" volunteer program might be considered. The volunteers remaining in their own homes and neighborhoods.

Many of our FGPs have sewn, knit, etc., for their wards. They enjoy and appreciate any opportunity to participate and be accepted in a structural service organization. We might effectively develop something of a "Service Corps", through which the elderly might make and construct things needed by our hospitals, schools, institutions, etc.

Again, may I express our gratification and appreciation of your concern and respectfully request your committee to do everything possible to further the welfare of our older people.

Very sincerely yours,

VALLENCE A. WICKENS,
Project Director.

PITTSBURGH RETIRED TEACHERS ASSOCIATION,
Pittsburgh, Pa., August 12, 1967.

DEAR MR. WILLIAMS: I received the Legislative Report from Mr. Ernest Giddings, Legislative Representative of the National Retired Teachers Association and the Association of Retired Persons.

As President of the Pittsburgh Retired Teachers Association, comprised of over eleven hundred members, may I state the proposed changes as suggested by the members of our group in reference to Item 3, H.R. 12080—Social Security Amendments of 1967.

1. Age changed from 72 to 70 years.
2. Any retired person, age 70, without the required earned quarters be eligible for payments regardless of any local, state, or federal government annuity.
3. The minimum be set at $50.00 and that any future benefit increase would apply to this minimum.

The reasons for asking for the above changes:

1. Thousands of teachers had retired before social security became available to them; hence were unable to secure required earned quarters.

2. Thousands of retired teachers are in the poverty class according to the annuities received, even though they have given on an average of forty years to the youth of the nation.

The additional income derived from a social security check would provide them with additional necessities of life.

Sincerely,

MARTHA S. WOLFF, *President.*

GEORGIA CENTER FOR CONTINUING EDUCATION,
UNIVERSITY OF GEORGIA,
Athens, Ga., August 16, 1967.

DEAR SENATOR KENNEDY: In reply to your letter of August 7, I am glad to submit a statement on Senate Bill 276 for the printed hearing record. This is an excellent amendment to the Older Americans Act of 1965, and I welcome the opportunity to support it.

As documentation for the enclosed statement I submit:

1. *Second Annual Report* of the University of Georgia Council on Gerontology.*
2. *Proceedings of a Conference on Programs for Retired Professionals*, December 6–7, 1966.*
3. *Proceedings of the Atlanta Conference on Programs for Retired Professionals*, May 8–9, 1967.*
4. *Proceedings of The White County Conference on Programs for Retired Persons and A Report of the Organization of the White County Achievement Council*, January–June, 1967.*

Sincerely yours,

ROBERT P. WRAY,
Chairman, Council on Gerontology.

STATEMENT OF ROBERT P. WRAY, CHAIRMAN OF THE UNIVERSITY OF GEORGIA COUNCIL ON GERONTOLOGY, REGARDING SENATE BILL 276—AUGUST 22, 1967

I. INTRODUCTION

The University of Georgia manifested its special interest in "Older Americans" by establishing a Council on Gerontology in July, 1965. Through the Council the University is developing a program of instruction, training, and research related to the study of the processes of aging in the social, behavioral and biological sciences, and the translation of such knowledge into practice.

The first step was a "working conference" in January, 1966, to assess Georgia's needs in gerontology. This lead to: (1) a series of faculty training seminars in various aspects of gerontology; (2) workshops in curriculum development; (3) the offering of a community non-credit course in adult development and aging for persons who work for or in behalf of older persons; (4) seminars in leadership development and management for employees who work with aged persons; (5) a study of retirement needs and what to do about them; and (6) the current early stage in developing a program of instruction at the undergraduate and graduate levels.

It is obvious from the above recital that retired persons and retirement programs, both "pre" and "post," are a natural concern of a University Gerontology Program. The number of people who retire increases year by year. The average age at which people retire is decreasing. The result is a trend toward the day when the years spent in retirement may actually exceed the years spent in gainful employment.

II. CONFERENCES WITH RETIRED PERSONS

The University of Georgia, through its Council on Gerontology, has gone directly to those who have retired in a search for ways to make retirement worthwhile for the individual, his family, his friends, and his community. This was made possible by: (1) the Georgia Commission on Aging with a grant from funds made available under Title III of The Older Americans Act; and (2) The Oliver Wendell Holmes Association with program suggestions and financing.

The first retirement conference was held at the University of Georgia, December 6–7, 1966; the second in Atlanta, May 8–9, 1967; and the third in Cleveland (rural White County) in conjunction with the April, May, and June meetings

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*In subcommittee files.

of the new White County Achievement Council. The organization of this Council of about 40 regular members, and the Atlanta Conference (attendance 34) were outgrowths of the initial conference at the University (attendance 30).

Attendance at the conferences has been primarily from the following fields in the order listed: Business and Industry, Teaching, Community Service, The Ministry, Government, Law, Medicine, Dentistry, Nursing, and Pharmacy.

The major recommendations directed at making it possible for persons to have worthwhile retirement are:

1. Additional meetings for the same groups.
2. Similar conferences for other groups of retired persons.
3. The development of activity programs for the mutual benefit of the community and the retired person, either as a provider or consumer of service.
4. Educational programs to develop skills and update knowledge essential to adequate operate of activity programs.
5. Retirement Preparation.

The Cleveland conference differed from the others by developing an activity program simultaneously with discussions of the educational and personal involvement objectives. At the end of the third session five activity groups had been formed; and the council had decided to accept an invitation to operate a new Hospitality Center in Cleveland in behalf of the White County Area.

III. COMMENTS AND SUGGESTIONS

Against the above background of experience I appreciate the invitation to submit for the printed hearing record the following comments and suggestions regarding Senate Bill 276.

1. The proposed program is very much in line with the major recommendations developed by the three retirement conferences summarized above. The statement made when the bill was introduced reads: "The program proposed in this bill would match a *desire to serve* with an opportunity to serve." This is in line with the expressed sentiment of the approximately 100 retired persons who attended our three retirement conferences and recommended "The development of activity programs for the mutual benefit of the community and the retired person." The entire statement of findings and purpose is excellent.

2. Our experience following the first of the three retirement conferences supports the thesis that retired professional persons with accumulated knowledge and "know-how" welcome opportunities to serve their communities. Leadership by retired persons in promoting the second conference included two physicians, an industrial executive, and two others with administrative experience; leadership for the third conference was by two retired employees of a major public utility who had worked primarily in fiscal management.

3. The conditions in Section 603 under which the Secretary may approve community service programs are generally satisfactory and permit considerable flexibility; however it should be made clear that those who provide the training (item 4) need not be retired persons or individuals aged sixty and over; neither should age nor retirement status be conditions for employing those called on for advice as specialists. However, I heartily endorse the use of retired persons over 60 years of age to as great an extent as possible both as specialists and training instructors.

I commend the alternative provided in item (7) whereby the State Agency will administer *or* supervise a program. To as great an extent as possible, I favor operation of a program by private nonprofit organizations with supervision, rather than direct administration, by the State Agency.

4. If Section 604 is intended to exclude *retired* employees of the Federal Government, I urge that this restriction be removed since many of them need the privilege of the proposed legislation.

5. Apparently Senate 276 does not include preparation for retirement. A bridge should be built between employment and retirement. After people retire, it is difficult in many cases for them and community service programs to get together, and even if contact is made, counseling received might have been more effective at an earlier date. I suggest that Section 603, (b) be amended by adding "including up to one-half of the cost of preretirement programs conducted by local employers who also contribute money, services or facilities in support of the total program."

WISCONSIN STATE COMMISSION ON AGING,
Madison, Wis., August 11, 1967.

DEAR SENATOR WILLIAMS: I am complying with your request to furnish information concerning what enactment of S. 276 could mean to Wisconsin.

First, I would divide the state geographically into horizontal thirds: the southern-most section has the larger well-populated cities; the middle section is pretty well covered population wise; and the upper third of our state, rugged, and isolated in several respects, is drastically in need of many kinds of services and industry. With the exception of Superior, the towns are small and mostly far apart. It is devoid of many of the resources, making services to older people non-existent. What you hope to do through S. 276, could be carried out on a full-time basis in this northern third of our state. I will endeavor to indicate various types of services that could be used in this area.

First, as an example, retired teachers. There are many retired teachers in the northern part of the state who have had to retire at the age of 65 and are living on their teacher's pension and social security. Many times, this is not sufficient for every day existence. These people could be brought back into activity by tutoring, substituting in emergencies created by teacher vacancies or illnesses, and specially assisting the slow learners and the potential drop-out. They could enhance the value of the "accent on youth", their existence would again have meaning, and their pocketbooks would be in better shape. I think the head-start program has done much to put some of the older teachers back to work. With an adequate training program, many of our retired teachers could return to meaningful work.

Second, what about the registered nurses, retired at the age of 65? This state has been attempting to bring back the older retired nurse by offering refresher courses through the employment service and has been successful. The State Department of Nurses has done some of this on a state-wide basis. However, I do think that in the northern part of our state, an individual would have to travel to a larger area in order to receive the refresher course, and by your bill, which would pay for the training purposes, this could be done in the local area. Along with the RN's, I think of others in the health field, such as nurses aides and practical nurses who are now retired and could be employed in the many facets of the health field. It's a little different when you approach an agency and say, "I have some training funds. If you will take over the training program, we will help with the finances." than it is when you ask them to do it all on a voluntary basis.

In our northern communities, so many of the younger people leave as soon as they finish school, and come south to the bigger cities. This leaves only the elderly to stay in their homes. Here again, I can see a very strong need for homemaker services performed by some agency within the community who could take over this responsibility and make this service available to all in the county who might need it, in order to help them stay in their own homes and be independent for as long as possible. With training funds, this certainly could be done.

Seems as though every town has a library. Why not train library assistants to work with the librarian at a cost that could be rewarding to the older person who had a cultural background and loves to read? It's not heavy or hard work, but would be extremely interesting and worthwhile to an older person.

I have one or two other ideas that I don't think are consider very often. What about typing and shorthand? Or the receptionist who has retired after many years of professional services? Or, those who might want to be trained for this type of work? I realize that there are not too many schools that give shorthand but a typist, while she might be slow, could be accurate and put out quality instead of quantity. I know of many offices in the north that are asking for stenographers and typists but there are none because the youngsters leave and come down to the better-paying jobs in the south. Why not take the oldster with a little training, offer har a typing course and put her in a worthwhile position?

Again we find an opening for receptionists in doctors offices, banks, dental offices, and so forth. This takes only a neat appearing person who could answer the phone, deal with the public, and do light typing. I'm sure that there are many gracious older people who would be delighted to be working again.

Last but not least, Wisconsin has always been known as the great dairy state. Each day I see more and more farmers giving up their farms and coming into the city. I think if we could do something to help them stay on the farm we

could still retain our standing as a top dairy state. The farmer who quits the farm has several reasons, but the outstanding factor is the help situation.

I realize that there have been many new innovations in farming and I'm sure that many of our older retired farmers would be frightened of the new machinery and the new procedures on farms today. However, with a little training, couldn't the older farmer be put back on the farm and help the younger person stay? I should think that the farm organizations would be eager to help foot the bill just to keep the dairy industry in this state alive.

In my travels through the north I have found many older men who are physically able to return to farming but who have given up and retired to the city to sit around and do nothing. I think with a little financial incentive, that they would be more than willing to return to farming.

The majority of letters we get in this office really relates to "How can we obtain money in order to live?" Income is our biggest problem right now; how to supplant that income upon retirement. To me, S. 276 seems a natural way to step into retirement through use of a Senior Service Corps and alleviate the problems and the emotional stress of retirement (mandatory or otherwise). The senior citizen would be able to continue to be a worthwhile citizen and offer something to the community rather than just sit around or play cards. Older people possess valuable skills and resources that can be important to any community in meeting the needs not now being done because of insufficient manpower.

We have had experience with one training program exclusively for senior citizens. Last Christmas, several persons attended a short training course for store clerks held at the Vocational School. The cost of the course was borne by the Madison Chamber of Commerce. This was just a local project held in Madison.

Senator, I think you have a very worthwhile bill and I hope that Congress will see fit to pass it, for I know that many of Wisconsin's retirees would avail themselves of this wonderful opportunity.

Thank you for writing.

Sincerely,

MILDRED A. ZIMMERMANN,
Acting Executive Director.

INTERNATIONAL UNION, UAW,
Detroit, Mich., October 10, 1967.

Senator EDWARD M. KENNEDY,
Chairman, Special Subcommittee on Aging, Committee on Labor and Public Welfare, Senate Office Building, Washington, D.C.

DEAR SENATOR KENNEDY: Thank you for your letter of August 8. I am pleased to respond and to give you the UAW's observations and reactions to Senate Bill 276.

The United Auto Workers enthusiastically supports the aims of Senate Bill 276, and the establishment of an "Older Americans Community Service Program."

Our organization has for many years believed that the talents and energy of retired people were being largely ignored. This waste of human resources is doubly tragic. It deprives many retirees of the satisfaction of making a meaningful social contribution; it deprives hard pressed community institutions of manpower they badly need. Our schools, hospitals social services, recreational and community betterment programs will be able to enrich and extend their services to people if S. 276 is enacted with adequate funding.

When our Union pioneered in winning industrial pensions at the bargaining table we knew we had only done half the job. Certainly it is a tremendous step forward to enable a workingman to retire in dignity, rather than toil until he drops. But it is also important that his retirement years be satisfying to him. Ever since the first auto pension went into effect in 1950, our Union has expended as much effort to make retirement personally rewarding, as it has to upgrade retirement benefits to meet material needs.

Our efforts are so well known to all those with an interest in aging, and have so often been reported and commented on before Congress, that I shall not repeat them here. As recently as July 26 of this year we presented testimony before the Subcommittee on Retirement and the Individual of the Senate Special Committee on Aging which included a description of some of our programs.

A constant guiding principle has permeated our collective bargaining, our retired worker chapters, our pre-retirement education programs, and the many senior centers we have helped initiate. That principle is that though a worker retired from the job, he continues to be a full-fledged member of our Union and of society. In fact, retirement may enable him to make a fuller contribution to his fellow man than when he was beset by job and family responsibilities. The enthusiasm and energy with which thousands of retirees have responded to our calls for volunteer activity convince me that there is a tremendous potential in the older people of this country. S. 276 can help unlock this potential.

By providing compensation, S. 276 would remove financial deterrence to community service. Most retired persons simply cannot afford to be community volunteers for an extended period. S. 276 would also encourage retirees to serve by showing that our nation values what they can contribute.

There are several concerns which I would like to call to your attention.

First, our experience, as well as that reported by other organizations, shows that a senior service program must be well planned and administered. Participants must be recruited, screened, trained and reassured. They must be reasonably well matched to the nature of their intended assignment. The personnel of the institution for which they will work must also be educated to proper use of the older person at truly useful tasks.

Second, while S. 276 specifies that "the program will not result in the displacement of employed workers" it should also be made clear that the program will not stand in the way of developing new positions that would normally be filled on the job market. Surely it is not Congressional intent to use older Americans as a cheap source of manpower.

Third, S. 276 sets no minimum rate for compensation. This could become a problem. Perhaps a minimum rate related to federal minimum wage legislation would effectively handle this question.

Fourth, the Older Americans Community Service Program must be adequately funded. We have already had enough demonstrations which show that senior programs provide mutual benefit to retirees and to the community. What is needed now are sufficient funds to establish a large scale program which will have meaningful impact in firing the enthusiasm of older Americans and alleviating the terrible gaps in community services.

The $9,000,000 proposed for the first fiscal year would pay only about 6,000 older Americans. Though this small amount might be justified by the problems inherent in starting a new program, the projection of only enough funds for about 10,000 participants in the second year is a more serious defect. It does not point the way toward expansion of the program to socially significant dimensions.

We hope that the Congress will act soon to establish an effective Older Americans Community Service Program. I commend your Subcommittee for its interest in advancing such a program.

Sincerely yours,

WALTER P. REUTHER, *President.*

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