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OLDER AMERICANS ACT AMENDMENTS
OF 1969

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HEARINGS

BEFORE THE

SELECT SUBCOMMITTEE ON EDUCATION

OF THE

COMMITTEE ON EDUCATION AND LABOR
HOUSE OF REPRESENTATIVES

NINETY-FIRST CONGRESS

FIRST SESSION

ON

H.R. 10767

A BILL TO EXTEND, STRENGTHEN, AND IMPROVE THE
OLDER AMERICANS ACT OF 1965

HEARINGS HELD IN WASHINGTON, D.C.
MAY 6, 7, AND 8, 1969

Printed for the use of the Committee on Education and Labor

CARL D. PERKINS, *Chairman*



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OLDER AMERICANS ACT AMENDMENTS OF 1969

TUESDAY, MAY 6, 1969

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

The select subcommittee met at 9:50 a.m., pursuant to call, in room 2257, Rayburn House Office Building, Hon. John Brademas (chairman of the select subcommittee) presiding.

Present: Representatives Brademas, Meeds, Reid, Steiger, Collins, and Hansen.

Staff members present: Jack G. Duncan, subcommittee counsel, Marty LaVor, minority research assistant, Nancy Neilen, clerk, and Arlene Horowitz, staff assistant.

(Text of H.R. 10767 follows:)

(1)

1 fiscal year ending June 30, 1970, \$25,000,000 for the
2 fiscal year ending June 30, 1971, and \$20,000,000 for the
3 fiscal year ending June 30, 1972."

4 (b) Section 603 of said Act is renumbered as SEC. 703,
5 and is further amended by striking the words "and for the
6 fiscal year ending June 30, 1970, and the two succeeding
7 fiscal years, such sums may be appropriated as the Congress
8 may hereafter authorize by law." and by inserting in lieu
9 thereof, the words "\$12,000,000 for the fiscal year ending
10 June 30, 1970, \$15,000,000 for the fiscal year ending June
11 30, 1971, and \$20,000,000 for the fiscal year ending June
12 30, 1972."

13 EXTENSION OF DURATION OF PROJECT SUPPORT

14 SEC. 3. The last sentence of section 302 of such Act is
15 amended (1) by striking out "and 50 per centum of such
16 cost for the third year" and inserting in lieu thereof "50
17 per centum of such cost for the third year, and 40 per centum
18 of such cost for the fourth year"; and (2) by striking out
19 "three years or for any period after June 30, 1974" and
20 inserting in lieu thereof "four years".

21 STATE PLAN REQUIREMENTS FOR PLANNING,

22 COORDINATION, AND EVALUATION

23 SEC. 4. (a) Effective with respect to appropriations for
24 fiscal years beginning after June 30, 1969, section 303 (a)
25 of such Act is amended (1) by redesignating clauses (2)

1 through (8) as clauses (4) through (10), respectively;
2 (2) by striking out “, and for coordinating the activities of
3 such agencies and organizations to the extent feasible” in
4 clause (5) (as so redesignated) ; and (3) by adding the fol-
5 lowing new clauses after clause (1) :

6 “(2) provides for statewide planning, coordination,
7 and evaluation of programs and activities related to the
8 purposes of this Act in accordance with criteria estab-
9 lished by the Secretary after consultation with State
10 agencies on aging;

11 “(3) provides satisfactory assurance that there will
12 be expended for carrying out the plan for each fiscal
13 year, from State funds other than Federal funds, an
14 amount not less than the amount expended for like pur-
15 poses from such funds for the fiscal year ending June 30,
16 1969;”.

17 (b) Section 304 of said Act is deleted and the following
18 new section 304 is inserted in lieu thereof:

19 “AUTHORIZATION OF APPROPRIATIONS FOR STATE
20 ACTIVITIES

21 “SEC. 304. (a) There are authorized to be appropriated
22 \$5,000,000 for each fiscal year through June 30, 1972, for
23 paying a portion of the costs of the State agency (established
24 or designated as provided in section 303 (a) (1) in the con-

1 duct of comprehensive planning, coordination, and evaluation
2 of programs and activities related to the purposes of this Act
3 and the implementation of the grants provided in this title.

4 “(b) (1) From the sum appropriated for a fiscal year
5 under subsection (a) :

6 “(A) the Virgin Islands, Guam, American Samoa,
7 and the Trust Territory of the Pacific Islands shall be
8 allotted an amount equal to one-half of 1 per centum of
9 such sum; and

10 “(B) each other State shall be allotted an amount
11 equal to 1 per centum of such sum.

12 “(2) From the remainder of the sum so appropriated
13 for a fiscal year each State shall be allotted an additional
14 amount which bears the same ratio to such remainder as the
15 population aged sixty-five or over in such State bears to
16 the population aged sixty-five or over in all of the States, as
17 determined by the Secretary on the basis of the most recent
18 information available to him including any relevant data
19 furnished to him by the Department of Commerce.

20 “(3) A State’s allotment for a fiscal year under this sec-
21 tion shall be equal to the sum of the amount allotted to it
22 under paragraphs (1) and (2), except that—

23 “(A) the Virgin Islands, Guam, American Samoa,
24 and the Trust Territory of the Pacific Islands shall re-
25 ceive at least \$25,000, and

1 “(B) each other State shall receive at least
2 \$75,000.

3 “(c) The amount of any allotment to a State under
4 subsection (b) for any fiscal year which the Secretary de-
5 termines will not be required for carrying out the activities
6 in subsection (a) shall be reallocated from time to time, on
7 such dates as the Secretary may fix, to other States which
8 he has determined have need of such funds to further their
9 efforts in planning, coordinating, evaluating, and implement-
10 ing programs for older people.

11 “(d) The amount of any allotment to a State under
12 subsection (b) for any fiscal year shall be available to pay
13 not more than 75 per centum of the costs of the State in
14 carrying out the activities in subsection (a).”

15 (c) (1) The heading of title III of the Older Ameri-
16 cans Act is amended to read “TITLE III—GRANTS FOR
17 STATE AND COMMUNITY PROGRAMS ON AGING”
18 and (2) the heading of section 301 of such Act is amended
19 by adding at the end thereof the words “for community
20 grants”.

21 (d) Section 302 of such Act is amended by—

22 (1) adding the words “for community grants”
23 at the end of the heading of such section;

24 (2) deleting the word “title” in subsection (a)

6 AUTHORIZATION OF AREAWIDE MODEL PROJECTS UNDER

8 SEC. 5. Section 305 of such Act is redesignated as section
9 306, and the following new section is inserted immediately
10 preceding such section:

12 "SEC. 305. (a) The Secretary is authorized, upon such
13 terms as he may deem appropriate, to make grants to or con-
14 tracts with State agencies established or designated as pro-
15 vided in section 303 (a) (1) to pay not to exceed 75 per
16 centum of the cost of the development and operation of state-
17 wide, regional, metropolitan area, county, city, or other area-
18 wide model projects for carrying out the purposes of title
19 III, to be conducted by such State agencies (directly or
20 through contract arrangements). Projects shall be conducted
21 in fields of service to, or creation of opportunities for, older
22 persons designated by the Secretary by regulation after con-
23 sultation with the State agencies on aging.

24 “(b) There are authorized to be appropriated to carry
25 out this section \$5,000,000 for the fiscal year ending June 30,

1 1970, and \$10,000,000 for each fiscal year ending June 20,
2 1972.

3

REALLOTMENT

4

SEC. 6. The first sentence of subsection (b) of section
5 302 of such Act is amended by striking out "the State
6 notifies the Secretary will" and substituting in lieu thereof
7 "the Secretary determines will".

8

EXTENSION OF CONTRACT AUTHORITY FOR RESEARCH AND

9

DEVELOPMENT PROJECTS

10

SEC. 7. (a) Section 401 of such Act is amended by
11 striking out "any such agency" and substituting in lieu there-
12 of "any agency".

13

(b) Such section is further amended by (1) striking
14 out "or" at the end of paragraph (c); and (2) striking out
15 the period at the end of paragraph (d) and substituting in
16 lieu thereof ";" and (3) inserting at the end thereof the
17 following new paragraphs:

18

"(e) to collect and disseminate, through publica-
19 tions and other appropriate means, information concern-
20 ing research findings, demonstration results, and other
21 materials developed in connection with activities assisted
22 under this title; or

23

"(f) to conduct conferences and other meetings
24 for the purposes of facilitating exchange of information

1 and stimulating new approaches with respect to activi-
2 ties related to the purposes of this title.”

3 TRAINING PROJECTS

4 SEC. 8. Section 501 of such Act is amended to read as
5 follows:

6 “SEC. 501. The Secretary is authorized to make grants
7 to any public or nonprofit private agency, organization, or
8 institution, and contracts with any agency, organization, or
9 institution, for—

10 “(a) the specialized training of persons employed
11 or preparing for employment in carrying out programs
12 related to the purposes of this Act and the development
13 of curriculums for such training;

14 “(b) the conduct of studies of the need for trained
15 personnel to carry out such programs;

16 “(c) the preparation and dissemination of materials,
17 including audiovisual materials and printed materials,
18 for use in recruitment and training of such personnel;

19 “(d) the conduct of conferences and other meetings
20 for the purposes of facilitating exchange of information
21 and stimulating new approaches with respect to activities
22 related to the purposes of this title; and

23 “(e) the publication and distribution of informa-
24 tion concerning studies, findings, and other materials
25 developed in connection with activities under this title.”

1 NATIONAL OLDER AMERICANS VOLUNTEER PROGRAM

2 SEC. 9. Such Act is further amended by inserting the
3 following new title VI:

4 "TITLE VI—NATIONAL OLDER AMERICANS
5 VOLUNTEER PROGRAM

6 "PART A—RETIRED SERVICE VOLUNTEER PROGRAM

7 "GRANTS AND CONTRACTS FOR VOLUNTEER SERVICE
8 PROJECTS

9 "SEC. 601. (a) In order to help retired persons to avail
10 themselves of opportunities for voluntary service in their
11 community, the Secretary is authorized to make grants to
12 State agencies on aging or grants to or contracts with other
13 public and nonprofit private agencies and organizations to
14 pay part or all of the costs for the development, operation,
15 or both of volunteer service programs under this section, if
16 he determines in accordance with such regulations as he
17 may prescribe that—

18 "(1) volunteers shall not be compensated for other
19 than transportation, meals, and other out-of-pocket ex-
20 penses incident to their services;

21 "(2) only individuals aged sixty and over will pro-
22 vide services in the program (except for administrative
23 purposes), and such services will be performed in the
24 community where such individuals reside or in nearby

1 communities either (a) on publicly owned and operated
2 facilities or projects, or (b) on local projects sponsored
3 by private nonprofit organizations (other than political
4 parties), other than projects involving the construction,
5 operation, or maintenance of so much of any facility
6 used or to be used for sectarian instruction or as a place
7 for religious worship;

8 “(3) the program will not result in the displace-
9 ment of employed workers or impair existing contracts
10 for services;

11 “(4) the program includes such short-term training
12 as may be necessary to make the most effective use of
13 the skills and talents of those individuals who are par-
14 ticipating, and provides for the payment of the reason-
15 able expenses of trainees;

16 “(5) the program is being established and will be
17 carried out with the advice of persons competent in the
18 field of service being staffed, and of persons with interest
19 in and knowledge of the needs of older persons; and

20 “(6) the program is coordinated with other related
21 Federal and State programs.

22 “(b) Payments under this part pursuant to a grant or
23 contract may be made (after necessary adjustment, in the
24 case of grants, on account of previously made overpayments
25 or underpayments) in advance or by way of reimbursement,

1 in such installments and on such conditions, as the Secretary
2 may determine.

3 "AUTHORIZATIONS OF APPROPRIATIONS

4 "SEC. 603. There are authorized to be appropriated, for
5 grants or contracts under this part, \$5,000,000 for the fiscal
6 year ending June 30, 1970, \$10,000,000 for the fiscal year
7 ending June 30, 1971, and \$15,000,000 for the fiscal year
8 ending June 30, 1972.

9 "PART B—FOSTER GRANDPARENT PROGRAM

10 "SEC. 611. (a) The Secretary is authorized to make
11 grants to or contracts with public and nonprofit private
12 agencies and organizations to pay not to exceed 90 per
13 centum of the cost of the development and operation of
14 projects designed to provide opportunities for low-income
15 persons aged sixty or over to volunteer to render supportive
16 person-to-person services in health, education, welfare, and
17 related settings to children having exceptional needs, in-
18 cluding services as "Foster Grandparents" to children re-
19 ceiving care in hospitals, homes for dependent and neglected
20 children, or other establishments providing care for children
21 with special needs.

22 "(b) Payments under this part pursuant to a grant or
23 contract may be made (after necessary adjustment, in the
24 case of grants, on account of previously made overpayments
25 or underpayments) in advance or by way of reimbursement,

1 in such installments and on such conditions, as the Secretary
2 may determine.

3 "CONDITIONS OF GRANTS AND CONTRACTS

4 "SEC. 612. (a) (1) In administering this part the Sec-
5 retary shall—

6 "(A) assure that the participants in any project
7 are older persons of low income who are no longer in
8 the regular work force;

9 "(B) award a grant or contract only if he deter-
10 mines that the project will not result in the displacement
11 of employed workers or impair existing contracts for
12 services.

13 "(2) The Secretary shall not award a grant or contract
14 under this part which involves a project proposed to be car-
15 ried out throughout the State or over an area more compre-
16 hensive than one community unless—

17 "(A) the State agency (established or designated
18 under section 303 (a) (1)) is the applicant for such
19 grant or contract or, if not, such agency has been afforded
20 a reasonable opportunity to apply for and receive such
21 award and to administer or supervise the administra-
22 tion of the project; and

23 "(B) in cases in which such agency is not the
24 grantee or contractor (including cases to which sub-
25 paragraph (A) applies but in which such agency has

1 not availed itself of the opportunity to apply for and
2 receive such award), the application contains or is
3 supported by satisfactory assurance that the project has
4 been developed, and will to the extent appropriate be
5 conducted in consultation with, or with the participation
6 of, such agency.

7 “(3) The Secretary shall not award a grant or contract
8 under this title which involves a project proposed to be
9 undertaken entirely in a community served by a community
10 action agency unless—

11 “(A) such agency is the applicant for such grant or
12 contract or, if not, such agency has been afforded a
13 reasonable opportunity to apply for and receive such
14 award and to administer or supervise the administra-
15 tion of the project; and

16 “(B) in cases in which such agency is not the
17 grantee or contractor (including cases to which sub-
18 paragraph (A) applies but in which such agency has
19 not availed itself of the opportunity to apply for and re-
20 ceive such award), the application contains or is sup-
21 ported by satisfactory assurance that the project has been
22 developed, and will to the extent appropriate be con-
23 ducted in consultation with, or with the participation of,
24 such agency.

25 “(b) The term ‘community action agency’, as used in

1 this section, means a community action agency established
 2 under title II of the Economic Opportunity Act of 1964.

3 "INTERAGENCY COOPERATION

4 "SEC. 613. In administering this part, the Secretary
 5 shall consult with the Office of Economic Opportunity, the
 6 Department of Labor, and any other Federal agencies ad-
 7 ministering relevant programs with a view to achieving
 8 optimal coordination of the program under this title with
 9 such other programs and shall promote the coordination of
 10 projects under this part with other public or private pro-
 11 grams or projects carried out at State and local levels. Such
 12 Federal agencies shall cooperate with the Secretary in dis-
 13 seminating information about the availability of assistance
 14 under this part and in promoting the identification and in-
 15 terest of low-income older persons whose services may be
 16 utilized in projects under this title.

17 "AUTHORIZATION OF APPROPRIATIONS

18 "SEC. 614. There are authorized to be appropriated,
 19 for grants or contracts under this part, \$15,000,000 for the
 20 fiscal year ending June 30, 1970, \$20,000,000 for the
 21 fiscal year ending June 30, 1971, and \$25,000,000 for the
 22 fiscal year ending June 30, 1972.

23 SEC. 10. Title VI of such Act is redesignated as title
 24 VII, and sections 601, 602, and 603, are redesignated as
 25 sections 701, 702, and 703, respectively.

1 SEC. 11. (a) Section 102 (3) of the Act is amended by
2 striking the words, "and American Samoa." and inserting
3 in lieu thereof, "American Samoa, and the Trust Territory
4 of the Pacific Islands."

5 (b) Section 302 (a) (1) is amended by striking "and
6 American Samoa" and inserting in lieu thereof, "American
7 Samoa and the Trust Territory of the Pacific Islands".

Mr. BRADEMAs. The subcommittee will come to order.

Today the Select Subcommittee on Education begins 3 days of hearings on several bills to amend the Older Americans Act of 1965.

Among the bills on which the subcommittee will take testimony are H.R. 10767 introduced by the gentleman from New York, Mr. Reid, and myself; and bills introduced by Mr. Perkins, Mr. Hawkins, and other Members of the House.

The most urgent problem confronting us is the fact that the appropriation authority contained in the Older Americans Act expires on June 30 of this year.

On the question of extending that authority, I know of no significant controversy. There is, I think, broad agreement that the sense of Congress was first expressed in the 1965 act on the proposition that there should be an agency in the executive branch, which is the focal point for activities relating to the special needs of older citizens, and I think that that agreement continues.

That there should continue to be such an agency seems to me, and I think to most Members of the House, beyond dispute.

Today, nearly 10 percent of the population of the United States are over the age of 65, a figure in excess of 19 million people.

The older citizens in our society find themselves confronted with the broad spectrum of problems ranging from retirement income to housing, to health, to education, to recreation, and many problems of a unique nature because of their age.

The matters on which decisions must be made by the subcommittee and on which we shall be taking testimony in the next 3 days relate to the level of funding, the type of programs, and to the means which this agency will utilize in its relationship with State agencies.

On these subjects there may be differences of opinion, but I am optimistic that these differences can be ironed out without major difficulty and that in short order the subcommittee and the full Committee on Education and Labor can move to reassure the older Americans who have benefited from this act in the last several years.

I might also take a moment to observe that the bill introduced by Mr. Reid and myself would extend the funding authority under the Older Americans Act from its present expiration date of June 30, 1969, to June 30, 1972.

Our bill would amend the act by providing for additional assistance to State agencies for the aging and by extending the legislative authority for the foster grandparents program currently being operated by the Administration on Aging under the Office of Economic Opportunity.

Finally, the bill would make provision for a retired service volunteer program under which older persons may be helped to find public service opportunities on a volunteer basis.

Many of the senior citizens in our country need added income and certainly no one can assert that the present social security benefits are overgenerous in this respect.

I am sure that all of us read with interest the statement in the New York Times yesterday to the effect that Mr. Mills would be pressing for an increase in benefits next year. But in addition to the basic needs of older citizens and regardless of whether or not he

may have very serious needs, there is, I think, an almost universal wish among older persons to be useful to the communities in which they live.

With the experience we have had in the foster grandparents program and the many years of success in such areas of volunteer public service as the Gray Ladies and similar activities, I think it is clear that there is a rich vein of virtually untapped talent among our older citizens.

The bill which Mr. Reid and I have introduced is aimed at helping to tap these talents on a volunteer basis. I might here observe that I think in this respect our bill would move in the direction of which Mr. Nixon spoke in his campaign last year and of which the President has spoken on a number of occasions since.

To allow these human resources to go unutilized makes little sense to me, in any event, when the Nation requires their services and thousands of senior citizens are anxious to serve.

We are particularly pleased today to be able to welcome a civil servant who is much admired by Members of the House of Representatives and the Senate on both sides of the aisle for her leadership in the whole spectrum of important issues that affect the lives of millions of Americans.

I am particularly pleased to be able to welcome the distinguished Administrator of the Social and Rehabilitation Service of the Department of Health, Education, and Welfare, Mary Switzer.

STATEMENT OF MARY SWITZER, ADMINISTRATOR, SOCIAL AND REHABILITATION SERVICE, DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE; ACCOMPANIED BY DONALD REILLY, ASSOCIATE COMMISSIONER, ADMINISTRATION ON AGING

MISS SWITZER. Thank you, Mr. Chairman. I am happy to be able to say to you that there was just handed to me a copy of the "Dear Mr. Speaker" letter transmitting the administration's bill; so this has been officially sent to the Congress now. It will make discussion a little easier.

MR. BRADEMAS. Without objection, that document will be inserted into the record following your testimony.

MISS SWITZER. Thank you, Mr. Chairman.

I would also like to express my really great gratitude to the committee for calling this hearing. We have been getting a little nervous about the timing, since the authorizations for appropriations expire on June 30.

We have, as you know, a new Commissioner on Aging designate, Mr. John Martin, who has not yet been confirmed. He, therefore, could not be with us this morning.

He and I have gone over the main features of what he feels would be an adequate program for the Administration on Aging. I am a little better prepared to talk about it, I think, than I was when I came before this committee a year ago. I had had relatively little experience with the Administration at that time.

I am convinced more and more, Mr. Chairman, and I am glad that all of the bills that we are considering recognize this, that the most im-

portant single thing to do is to strengthen the State agencies on aging wherever they are and in whatever form they take.

It seems to me that given the pattern of the development of services in our Federal-State spectrum, unless one has a strong State agency responsible for a program, no matter how many projects, no matter how many efforts are made, the focus is not clear and no one has the responsibility for leadership.

I have a statement which I would like, with your permission, to submit for the record. Rather than read it, I would prefer to talk of the more important parts of the program that need attention by the committee in the process of renewing the authorizations and give some examples of good things that have come from what we have been doing. Then I will respond to questions which might facilitate the committee's work.

Mr. BRADEMAS. You may proceed as you wish.

Miss SWITZER. As I said, I think the most important thing is the strengthening of the State agencies on aging. The bills all recognize this.

The new authorizations and allotment formulae make it clear that the committee also realizes that you can't run a State agency on a shoestring. It, therefore, has made a minimum allotment of \$75,000 to every State for State agency operations an essential part of the administration of title III.

As you recall, under the existing legislation the operating funds for the State agencies on aging, and the project funds which the State also administers, are in one appropriation. While there is no interchangeability in the sense of shifting project funds into State agency operations, nevertheless, it does allow shifting of State agency operating funds into projects. Separating them out, which the present bill authorizes be done, will assure that the pressure for projects does not result in a weak State agency.

I think it is clear that if one increases the minimum allotment for State agency operations to \$75,000 for every State, which I am strongly in favor of doing, some of the States who, by the current allotment process, would have gotten a higher share, will get, for this particular purpose next year, considering the amounts in the President's budget, less than they would get if there was a free allotment floor. This has to be taken into consideration. Mr. Reid would probably be interested to know that New York would lose a little, but I feel they will make it up in future years.

I think it is most important that the States that cannot afford or do not have the resources to put the \$75,000 in, small States, the States that haven't had a good momentum started, get going.

The second part of this program, the State projects, has been very successful. They have been varied. They have been spread around among many, many different communities, bringing new services to older people.

I am not sure that in another period we might not want to be a little bit more directive as to what might be done. However, we have had a great variety of service projects, homemaker projects, home maintenance, friendly visiting, telephone reassurance services, nutritional meals on wheels. This is a very, very popular and important

part of the overall community service to the older members of our population.

There were also a good many special transportation services. I think transportation is one of the most important inhibitors to an older person taking part in community life.

The opportunity that has been given to the older people to participate in community work through the foster grandparent program, of course, is one of the most appealing and moving results of the last couple of years of activity in the Administration on Aging.

I will come to that in a little while.

Title IV, which is the research and development program, has hardly had time to really make the kind of progress that makes sensational findings, but I think one project, which perhaps would justify the whole effort, is the project that was carried on in Denver under the University of Denver and Judge Finesilver. Its findings refuted the stereotype of the older driver as a high insurance risk.

You will recall that he is the judge who pioneered in securing the opportunity for the deaf to drive their own automobiles by constantly studying the accident rate among special disability groups, and especially for the deaf. He has done the same thing now for the older driver. It is really very exciting, I think, and very reassuring. He has demonstrated, as far as I know the only one who has, that the older driver is not a dangerous driver just because he is old.

Many insurance companies and licensing authorities are reexamining their whole premium structure and licensing restrictions on older drivers. I think that the Insurance Rating Board is taking definite action. We don't know whether it was as a result of this study or not, but as far as we know this is the only study that has been done.

This is the type of thing that reassures our older citizens that we have concern for them and that they are considered as fairly as anyone else.

As time passes for all of us, we become more and more conscious of the need for this.

One of the developments, that needs further study and constant observation, is the effect of moving to retirement communities by older people.

I happen to have kind of a prejudice against this myself. I have questioned the tremendous momentum that has been given to separating older people from the rest of the community by having retirement communities outside of the regular ebb and flow of life around them. There is a project that is directed to whether we can find out anything about the rightness or appropriateness of this way of life, and a number of related projects.

So title IV is an important section to keep going, of course, and to improve, and perhaps to do it on a more planned basis, having decided, now, that the administration will be having a new lease of life. The administration will be having an opportunity to chart its course as to where it wants to go both in research and in demonstration projects under a new commissioner.

You have to have a balance of both research and demonstrations. I know that one of the great successes I have always attributed to the rehabilitation program was the fact that we were able to select a target and concentrate on that target, see if anything could be done about it,

and when we accomplish something transfer that knowledge and new technique into the general part of the program. I think that under a renewal of authority and under a reaffirmation of the congressional interest in research and demonstration to improve the programs for the aging, this program will make significant further progress.

Title V also has an important role. It is the training section. It is the section that attempts to interest professional people going into the helping professions to concentrate on work with older people, in counseling, planning, in administration of Federal and State programs, in direction of senior centers, and in management of senior citizen housing.

I think one reason the State programs have lagged for competent professional help has been that we have had no very good prior proving ground for administrators of State commissions on aging. We have had interested people. We have had people who have done other kinds of community work, but we haven't had any concentrated group of training programs that would provide a pool of people that we could count on to go into this work. The same is true of the administration and management of retirement homes and all of the related kinds of facilities.

I think in any program we would find that we need management people as well as professional service people. We found this in workshop programs in rehabilitation and we find this now coming up in the program for the aging. These training programs are beginning to provide the first people specifically skilled in operating programs for older people.

Our training program has been operating less than 4 years. We now have 15 long-term degree programs with over 200 students. We also have, in the 24 short-term programs we have supported during this period, trained almost 5,000 people in new or upgraded skills in serving the aged. This is, I believe, a very fine effort.

One of the elements in title III affecting the State-supported projects, which I would like to mention and didn't when I was talking about that section, is removing the ceiling on the number of years a project can receive Federal support. We considered allowing an additional year and saying it could be 4 years instead of 3. We have come to believe that the State agency should have the option of deciding how long a project ought to go on and when it becomes more effective to change over to something else.

The Brademas-Reid bill would provide for a fourth year and continue the sliding percentage to 40 percent for the fourth year. The administration bill, in contrast to the Brademas-Reid bill, would take off any specific limit on the length of the program and would apply the 50-percent matching ceiling for the third and any subsequent year.

There was also a change in the matching ratio for State agency activity costs which I think is quite important in view of the competitive situation that exists for State funds. As you know, the present law is on a 50-50 matching basis, and the new bills lift this up to a 75-25 matching basis. Even this has lost its competitive position since we thought about it because the rehabilitation bill last year raised the Federal share to 80 percent. So it is very important, I think, to give to this program, which is still a young one, the momentum of every conceivable device we can find.

Finally, I would like to comment on the section in the bill that makes the foster grandparent program a permanent part of the responsibility of the Administration on Aging and gives it a broader group to serve—we call the latter feature senior companion.

It is a volunteer program in the truest sense because it does provide for the older people to move into situations that they could never achieve if the money wasn't made available to pay for their transportation and to give them perhaps the different kind of clothing that they have to wear when they go into an institution—the things that are needed over and above what you need to stay at home.

Whereas, someone with an adequate income can provide all this for himself, a person on a very modest income needs considerable help to really be able to do the kind of a volunteer job that is necessary. Since we select only older persons of low income into this program at present, the income also helps provide many of the basic necessities of life.

I know that on your bill, Mr. Chairman, and Mr. Reid's, Mr. Reid particularly has talked with me about a broader volunteer program which might be an extensive recognition of the role of the older person in community work.

The administration bill does not have as broad a base for this national volunteer program as your bill does. It is not that the administration is not in favor of it and wouldn't be happy to see it come into being. After all, this volunteer concept is the philosophy of the present administration without any question; but the budgetary restrictions are such that we have to make some hard choices.

The question then becomes one of whether or not to build on what we have or start with something totally new in the use of volunteers. The administration bill, I believe, is more of an effort to expand the foster grandparents' senior companion program into what would be the beginnings of the kind of volunteer program that the committee has in mind.

Mr. Reilly reminds me that areawide projects, which we had talked a good deal about last year, are authorized in the committee's bill but are not in the administration bill. That is for the budgetary reasons and because it was felt that the Administration on Aging needs to strengthen the State programs before many of them would be ready to mount areawide projects. Again, I think that this—adding to the capability of the State agencies—is a terribly important element.

Taken as a whole the administration bill would, I think, do a great deal to extend and build up the State administrations on aging and provide better opportunities for service for older persons.

I think, Mr. Chairman, I have summarized and emphasized the points that I think need emphasis. I would like to respond to questions now, if you have any.

(The document referred to follows:)

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE,
Washington, D.C.

Hon. JOHN W. McCORMACK,
The Speaker of the House of Representatives,
Washington, D.C.

DEAR MR. SPEAKER: We enclose for your consideration a draft of a bill "To amend the Older Americans Act of 1965 to extend its duration, to authorize assistance for projects for foster grandparents and senior companions, to provide

assistance to strengthen State agencies on aging, and to otherwise strengthen and improve that Act."

After almost four years of operations under the Older Americans Act, the Department of Health, Education, and Welfare can record significant progress in its effort to help solve both the long and short range problems of older persons. Good foundations have been laid at the Federal, State, and local levels upon which to build toward the goal of assuring each older American a share in the Nation's economic and social well-being. New legislation is now required to authorize appropriations for the fiscal year beginning on July 1, 1969, and subsequent years, for the existing programs of the Older Americans Act. At the same time, experience with operating these programs, and the Foster Grandparent Program in cooperation with the Office of Economic Opportunity, has made clear the need for revision and strengthening of the programs in order to increase their impact in meeting the needs of older people.

Section 2 of the bill would extend the programs authorized under titles III, IV and V of the Older Americans Act. It authorizes such sums as may be necessary for fiscal years 1970 through 1972. The President's budget for fiscal year 1970 recommends \$13,000,000 for the total title III program and \$6,110,000 for the combined titles IV and V programs.

Section 3 of the bill would amend the existing provisions for Federal sharing of projects costs under title III allotments to provide that grants for such projects would no longer be limited to the present three-year period. Under present law, the maximum Federal share of project cost is 75 percent for the first year; 60 percent for the second year, and 50 percent for the third year. Under the proposed amendment the Federal share of project cost would be such percentage of the cost of any project as the State agency on aging may provide but not in excess of 75 percent for the first year, 60 percent for the second year, and 50 percent for the third and any subsequent year of a project. This amendment is designed to give State agencies the flexibility to make an award of additional support in the case of community projects which are demonstrating a solid approach to developing services.

Sections 4 and 5 are designed to strengthen the State agencies established or designated under title III. State plan requirements would be amended to include a provision for Statewide planning, coordination, and evaluation of programs related to the purposes of the Older Americans Act in accordance with criteria established by the Secretary after consultation with representatives of such State agencies.

The amendments would provide separate authorizations of appropriations for this part of title III for fiscal years 1970 through 1972 for making grants to each State to pay not in excess of 75 percent of the costs of planning, coordinating, and evaluating programs and activities related to the objectives of the Act and of administering the State plan. From the sum appropriated for a fiscal year, the Virgin Islands, Guam, the Trust Territory of the Pacific Islands and American Samoa would be allotted an amount equal to one-half of 1 percent of such sum or 25,000, whichever is greater, and each other State would be allotted an amount equal to 1 percent of such sum. From the remainder of the sum appropriated for a fiscal year each State would be allotted an additional amount which bears the same ratio to such remainder as the population aged sixty-five or over in such State bears to the population aged sixty-five or over in all of the States, as determined by the Secretary on the basis of the most recent information available to him, including any relevant data furnished to him by the Department of Commerce. A State's allotment under the new section would be the sum of these two amounts except that no State (excluding the Virgin Islands, Guam, the Trust Territory of the Pacific Islands and American Samoa) would receive less than \$75,000. The amount of any allotment to a State under this section for a fiscal year which the Secretary determines will not be required for carrying out State agency activities would be reallocated to other States which the Secretary determines have need in meeting such costs for sums in excess of those previously allotted to them and will be able to use such excess amounts for meeting such costs during the period for which the original allotment was available.

An allotment under this section would be available to State agencies which have provided reasonable assurance that there will be expended for the purposes for which payments are made, for the year for which such payments are made from funds from State sources, not less than the amount expended for such purposes from such funds for fiscal year 1969. Under present law, 10 percent or \$25,000, whichever is the larger, of a State's allotment under title III is avail-

able to pay one-half (or such smaller portion as the State may request) of the costs of the State agency in administering the State plan. These amendments would enable the State agencies to give increased direction to programming of services to older persons in the communities and to provide the kind of State-level leadership which is essential to obtain maximum cooperation from all agencies and organizations which are concerned with the well-being of older persons. These efforts would involve appropriate coordination with such organizations, including, for example, those concerned with the provision of health and social services, living arrangements, manpower activities, and community action. The importance of these activities would be emphasized by dividing the present title III authorization into two parts with separate authorizations for State agency operations and community projects.

Sections 6 and 7 reflect technical changes needed in the Older Americans Act. Section 6 would enable the Secretary to determine the amount of a State's allotment under title III which will not be required for carrying out the State plan and which will therefore be available for reallocation to other States, thus eliminating the requirement (not contained in other grant-in-aid laws) of prior formal notice to the Secretary. Section 7 would permit contracts (but not grants) for research and development projects or for training projects to be made under titles IV and V without regard to the present limitation that the contractor be a public or non-profit private agency. This change would bring titles IV and V into line with corresponding provisions in other laws, e.g., the Cooperative Research Act, thus permitting flexibility in this respect in the interest of economy, expeditiousness, or effectiveness.

Section 8 of the bill would add to the Older Americans Act a new title authorizing a Foster Grandparent and Senior Companion Program. The Secretary would be authorized to make grants to or contracts with public or non-profit private agencies and organizations to pay not more than 90 percent of the cost of the development and operation of projects designed to provide opportunities for persons aged sixty or over to render personal services on an individual relationship basis to children, older persons, and other individuals having exceptional needs. Thus, the bill would authorize support of projects such as those now being carried out under the Foster Grandparent Program funded under the Economic Opportunity Act (i.e., services to children receiving care in hospitals, homes for dependent and neglected children); projects for services to older persons receiving institutional care in hospitals, nursing homes, intermediate care facilities, or homes for the aged; and projects for services to other persons in need of special personalized assistance because of physical infirmities or other special circumstances.

The Foster Grandparent Program which is now funded under the Economic Opportunity Act, and in the administration of which the Administration on Aging of this Department is being utilized, would be absorbed by the new program. The Foster Grandparent Program has been in operation for over three years and has proven the feasibility of the type of program proposed here. The President in his Economic Opportunity Message to Congress stated that he had directed preparations to be made for the transfer of the Foster Grandparent Program from the Office of Economic Opportunity to the Department of Health, Education, and Welfare.

In administering the new title, the Secretary would not award any grant or contract in any State having a State agency established or designated under title III of the Older Americans Act unless that agency were the recipient of the award or the project application had been submitted to such agency for review and recommendation. In the case of the projects proposed to be undertaken in (and to be limited to) a single community served by a community action agency (established under the Economic Opportunity Act) such agency would be the recipient of the award or be afforded a reasonable opportunity to apply for and receive the award. In addition, the Secretary would award a grant or contract only if he determined that the project would not result in the displacement of employed workers or impair existing contracts for services.

The Secretary would give preference to projects in which priority is given in the enrollment of participants to older persons of low income who are no longer in the regular work force. In so doing he would give first priority to those projects in which there would be a high percentage of low income older people. He would award a grant or contract for a project in which older persons other than those of low income (as determined in accordance with criteria prescribed by the Secretary) are to be enrolled as participants only upon reasonable assurance that such enrollees would not receive reimbursement or compensation with

respect to such participation, except for incidental expenses such as transportation and meals.

The Secretary would be required to consult with Federal agencies administering relevant programs with a view to achieving optimal coordination of the program under the new title with such other programs. Such Federal agencies would be required to cooperate with the Secretary in disseminating information about the availability of assistance under the new title and in promoting the identification and interest of older persons whose services may be utilized in projects under the new title. The Secretary would also be required to promote the coordination of projects under the new title with other public or private programs carried out at State and local levels.

The new title would provide authorizations of appropriations of such sums as may be necessary for fiscal years 1970 through 1972. The President's budget for fiscal year 1970 contains \$9,250,000 for the Foster Grandparent Program.

Section 9 of the bill would provide that for the purposes of section 701 of the Economic Opportunity Act of 1964, as amended, payments made to or on behalf of any person under a program conducted under the new title VI of the Older Americans Act (of the kind formerly carried on under the Economic Opportunity Act) shall be deemed to be payments made to or on behalf of such person under title I of the Economic Opportunity Act.

Section 10 of the bill would provide that such portion of any appropriation under title III or VI or section 703 of the Older Americans Act for any fiscal year after fiscal year 1969, as the Secretary may determine, but not exceeding 1 percent thereof, would be available to the Secretary for evaluation (directly or by grants or contracts) of the program authorized by this Act. In the case of allotments from such an appropriation, the amount available for such allotments (and the amount deemed appropriated therefor) would be reduced accordingly.

Section 11 of the bill would add the Trust Territory of the Pacific Islands as a "State" for purposes of the Older Americans Act.

Section 12 would provide for joint funding of projects by more than one Federal agency similar to that provided in the Juvenile Delinquency Prevention and Control Act of 1968 and the Economic Opportunity Act of 1964.

We would appreciate it if you would refer the enclosed draft bill to the appropriate committee for consideration.

We are advised by the Bureau of the Budget that enactment of this proposed legislation would be in accord with the program of the President.

Sincerely,

ROBERT H. FINCH, *Secretary.*

PREPARED STATEMENT OF MARY E. SWITZER, ADMINISTRATOR, SOCIAL AND REHABILITATION SERVICE, U.S. DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

Mr. Chairman and members of the Subcommittee: I am pleased to be here today to advocate extending and strengthening the Older Americans Act. The bills under consideration today: H.R. 10767, introduced by you Mr. Chairman and Mr. Reid; H.R. 8623, introduced by Mr. Perkins; and H.R. 4580, introduced by Mr. Hawkins, are all evidence of broad agreement on the need for extension and strengthening of this important law. An Administration bill addressed to these purposes will be submitted.

As you know, new legislation is required to authorize appropriations for the fiscal year beginning on July 1, 1969, and subsequent years, for the grant programs established by the Older Americans Act of 1965. At the same time, almost four years of experience with operating these programs and with operating the Foster Grandparent Program in cooperation with the Office of Economic Opportunity have made clear the need for revisions and strengthening of the programs in order to increase their impact in terms of meeting the needs of older people. In particular, the redesign of the title III program to strengthen the State agencies on aging and the establishment of a permanent new program under the Older Americans Act building on the success of the Foster Grandparent Program are essential steps forward at this time.

THE OLDER AMERICAN

There are now over 19 million persons over 65 years of age; by 1971 the total will rise to over 21 million. This is a larger proportion of the Nation's

population than the total of the 20 smallest States. By 1985, the older population will reach 25 million.

The number of older Americans increases by 820 per day, 300,000 per year. It is a constantly changing population; there is a 35% change over each five-year period, as deaths are more than balanced by additional people turning 65. As a result of this continuing shift in composition, the educational level and expectations of the older population are also shifting upward.

The rapid urbanization of America and the great mobility of its population have had a great impact on older Americans. Most of us live in small homes or apartments, and this has largely ended the multigenerational home. Thus, 90% of the 8 million older men and 80% of the 11 million older women live in their own households. The mobility of Americans has resulted in the distance between the residences of older persons and their grown children being all too often measured in hundreds of miles.

96% of persons 65 and above live in the communities of our Nation. Only 4% are institutionalized.

At birth, the average life expectancy is 70. For men it is 67. For women it is 74.

There are 5 million older people whose income is below the OEO-established poverty level. The poor and "near-poor" total 40% of older Americans.

The average age at retirement is dropping steadily. This, together with increasing longevity, is adding to the length of the retirement period. In fact, the number of man hours spent in retirement is now approaching in length the period of life span spent prior to entering the work force.

Thus, we have more older persons living longer in retirement; usually living with spouse or alone; often without nearby relatives; often with low income; and with no clearly defined role in society once regular employment is no longer a major life focus. Programs which serve older persons as well as other age groups exist throughout the Federal and State structures. However, few of these programs focus on older people as whole persons. Instead, most programs deal with one or more special aspects of the life of the older person. The Older Americans Act, therefore, was intended to provide a specific point of concern within the Federal and State structures for older persons as older persons.

PROGRESS UNDER THE OLDER AMERICANS ACT

The Administration on Aging and the State agencies on aging have made significant progress in the 3½ years of operation of the title III program. Only three States and two territories do not have programs in operation. We estimate that by the end of June there will be over 1,000 community projects funded through the title III program, serving over 660,000 older persons in a wide variety of ways. In fiscal year 1968 alone:

- 6,000 older Americans were served in their homes by homemaker or home health aide services;

- 83,000 older Americans were served through home maintenance, friendly visiting, or telephone reassurance services;

- 17,000 older Americans received the benefit of nutritional meals, home delivered to the homebound, and in friendly community settings for the healthy;

- 11,000 older Americans were placed in paid, part-time jobs;

- 41,000 older Americans benefitted from special transportation services for the frail, and for those without available public transportation;

- 47,000 older Americans received personal counseling services;

- 29,000 older Americans volunteered their time and talents to the community;

- 290,000 older Americans participated in recreation and leisure time programs;

- 4 million older Americans reside in the areas covered by the local planning programs of title III.

The persons served by these programs represent the full spectrum of the social, economic, ethnic, and racial composition of the Nation.

The projects are for the most part new service activities, though there is a substantial number of expansions of pre-existing services. The program itself is a bloc grant approach; highly responsive to locally generated ideas.

The title IV research and development grant program is now beginning to show results as the first of its multi-year projects are being completed. Some examples are—

A nationwide study by the University of Denver which refutes the stereotype of the older driver as high insurance risk and potentially dangerous driver-licensee. The findings were that accident involvement of older drivers was less than that of other age groups. Many insurance companies and licensing authorities are re-examining discriminatory rates and policies because of the findings of this study.

A new technique for outreach and information and referral services is being successfully pioneered by the educational television station in Hershey (WITF-TV) and by the statewide five-station educational television network in Minnesota. Up to 85% of the total 65+ population in the viewing areas is reached by programming on activities and topics important to older people, such as tax relief, social security, preventive health care, volunteer service opportunities, senior center activities, adult education, and the programs of service agencies. The Hershey project provides on-the-show answers to phoned-in questions. The Minnesota project arranges group-watching in locations where there are many older people, followed by professionally led discussions. Both encourage TV watchers to visit senior centers and service agencies.

A study of changes in life pattern caused by widowhood is being made by Roosevelt University to develop new content for counseling services.

A study of 1,300 retirees who have moved to retirement communities by the University of Wisconsin is examining the social and economic problems caused by such moves and means of resolving them.

A study by the University of Southern California of the amount of exercise which provides maximum benefit for older men and to develop an exercise program appropriate for senior centers holds much promise. It was covered in the Sunday newspaper supplement, *Parade*, on April 27.

The title V training grants program has established 15 long-term university training programs at the Masters Degree level in areas where no previous training existed. The areas are occupations in aging concerned with (a) planning, administration, and coordination at Federal, State and community levels; (b) administration and management of retirement housing, homes for the aged, and related facilities; (c) management and staffing of multi-service senior centers; and (d) specialized service needs of older people in adult education, architecture, home economics, library science, and recreation. These programs currently have over 200 students in training.

In addition, 24 short-term projects have trained 4,750 persons already employed in the field of aging, or about to enter such employment, in order to upgrade skills and better fit them for working with older people.

EXTENSION OF THE GRANT PROGRAMS

Each of the programs I have described above has solid accomplishments to its credit. Each is contributing to making possible a better life for older people. Clearly, extension of the programs by new funding authorizations is warranted.

We are recommending authorization of appropriations of such sums as may be necessary for fiscal years 1970 through 1972 for the grant programs. This will allow the flexibility necessary to respond to the demands of each fiscal year as the program develops. This is in contrast to the specific amounts proposed in the bills before the Subcommittee. As you know, the President's budget for fiscal year 1970, which has been submitted to the Congress, recommends appropriations for the title III program of \$13,000,000 and for the titles IV and V programs of \$6,110,000.

EXTENSION OF SUPPORT FOR TITLE III PROJECTS

We also recommend that the States be given the flexibility to determine the time-span for support of title III projects within the confines of the total allotment available to them and the number of new projects they wish to launch in their respective States. Therefore, we propose dropping the specific time limit on Federal support and permitting the States to make the determination as to the length of time for which funding is appropriate after careful periodic evaluation. This will guarantee continuation of the best projects. The bills before you would add a permissible fourth year of Federal support for these projects.

We recommend that the Federal share of project cost be such percentage of the cost of any project as the State agency on aging may provide but not

in excess of 75% for the first year, 60 percent for the second year, and 50 percent for the third and any subsequent year of the project.

STRENGTHENING OF STATE AGENCIES

The State agencies on aging should be strengthened by establishing new State plan requirements for statewide planning, coordination and evaluation and by providing additional resources to carry out these activities.

We believe that the separate authorization of appropriations for planning, coordination, evaluation and grant program administration will emphasize the importance of these activities. A separate authorization allows the Congress to clearly show its intent in what are essentially two different, but related areas: strengthening State agencies on aging for planning, coordination, evaluation and leadership; and making funds available for additional community grants. This is also the approach taken by H.R. 10767.

Again, we would recommend that authorization of appropriations of such sums as may be necessary for fiscal years 1970 through 1972 be provided. The bills before you would authorize specific amounts.

A shift from a 50-50 sharing basis to a 75 Federal-25 State sharing formula as contained in all the bills before the Subcommittee will also be in the Administration bill. It is desirable since it puts the aging program on the same matching basis as the rehabilitation program and the social services component of the public assistance program. Without this equality, States are tempted to put their matching funds into programs with more favorable ratios.

Through these amendments, the State agency on aging should be provided with the resources necessary for it to provide leadership in the analysis of existing programs serving older persons; the identification of gaps and weaknesses in services; the development of plans to link existing services and fill gaps in service so as to achieve coordinated, comprehensive services throughout the State; and the persuasion of public and private agencies to cooperate in implementation of the plans.

The existing programs in areas such as health, education, social security, public welfare, manpower, housing, and transportation already serve many older people to some degree. In addition, a wide variety of voluntary agencies provide services to many older people. The resources of these organizations far surpass those of AoA and the State agencies on aging. However, often older people are not served, or not served well, because their interlocking problems do not fit particular programs, or they are in a geographically uncovered area. Such amendments will help the State agencies on aging to work to remedy this situation.

A NEW TITLE

There is a specific need for legislation to establish a new title VI of the Older Americans Act authorizing a Foster Grandparent and Senior Companion Program. President Nixon has directed that preparations be made for the Foster Grandparent Program to be completely operated by DHEW, rather than the current joint operation between OEO and DHEW. This will carry out the agreement for transfer that was made between OEO and DHEW last year. Funds for continuing the existing 68 projects during fiscal year 1970 have been placed in the budget request of the Administration on Aging rather than the OEO request. Also, as you know, this Subcommittee reported favorably on a bill last year which would have effected the transfer, and the bill was then approved by the House.

We believe that we have evolved a new role for older persons in providing personal relationships to emotionally deprived children, older people, and others with special needs in institutional and related settings. Institutions generally provide good health care, nutritious diets, and sanitary surroundings. However, very few can provide enough staff so that there is adequate time to consider the needs of the residents to be recognized and related to *as an individual* rather than one of a large group. These unsatisfied emotional needs can result in withdrawal into a severe personal isolation. Thus, through this program, we can satisfy the need of retired older persons for meaningful activities, provide badly needed social services, and supplement the income of older persons who are below the poverty line.

The evaluation of the Foster Grandparent Program project in Denton, Texas, done by the Department of Economics and Sociology of the North Texas State University, Denton, reported that "a majority (63%) of the foster grandparents indicated that their health was 'better now' than before they entered the program, and the rest said it was 'about the same.' None said 'not as good.'"

A research study of the Utah Foster Grandparent project by Dr. Robert M. Gray, Department of Preventive Medicine and Sociology, University of Utah, produced the following finding:

"A comparison of the foster grandparents and their controls at the end of the project with respect to several dimensions of successful aging disclosed that the foster grandparents were more active in community affairs, had better personal and social adjustment, were more satisfied with their lives, had better mental health, a more favorable self-image, experienced less stress, had better physical health, and felt less alienated and more a part of the general society than did the Control Group subjects who had not participated in the Foster Grandparent project.

"A comparison of the mean scores of the two groups of children at the end of the project experiment disclosed that the Experimental Group children had significantly higher scores in learning performance, social competence, and language ability."

In addition to its present project locations, we believe that the program should be extended to reach other children with similar problems; to serve elderly people in nursing homes, homes for the aged, and similar settings, to serve the homebound elderly on a preventive basis; and to assist other persons in need of this type of special, personalized attention. Elderly persons, who are in institutions or homebound are often among America's most isolated, forgotten, and lonely citizens. We call this program element Senior Companions. Only the name is different, however. The special human qualities of the basic personal relationship services program are exactly the same.

The Administration on Aging, in administering the program, intends to continue to emphasize opportunities for low-income older persons to provide these personal relationship services; and to compensate them at the minimum wage level so that they can afford to volunteer. The Administration bill will also provide, as an expansion element, for the use of volunteers. The volunteers serving as foster grandparents and senior companions would be compensated only for program related expenses. We believe this to be a logical extension of the program, since the income paid to current participants, in effect, enables them to volunteer for this role on the same basis as their more economically secure peers.

We also recommend that the income exemption which public assistance recipients who have been serving as foster grandparents have received under the Economic Opportunity Act be continued, so that any exemptions available under the Economic Opportunity Act will continue to be available to these participants.

SUMMARY

Mr. Chairman, I would like to state my conviction that although the bills and recommendations before this Committee contain a number of differing provisions, they all contain the same basic philosophy for strengthening the Older Americans Act that will be contained in the Administration bill.

The provisions I have recommended—strengthening the State agencies on aging; providing flexibility to lengthen the period of Federal support for title III projects, and establishing the Foster Grandparent-Senior Companions program as a permanent, on-going program—will all provide significant new strength to the Federal-State-local partnership established by the Older Americans Act.

This completes my testimony on the bills before the Committee today. We will be glad, however, to provide any additional information and technical assistance requested by the Committee.

Mr. BRADEMAS. Thank you very much, indeed, Miss Switzer. We appreciate that statement, and I appreciate also your dilemma in not being altogether sure on what is in the administration bill.

Miss SWITZER. We will learn it together, shall we say.

Mr. BRADEMAS. However, I do judge from your testimony that there are certain differences between the bill proposed by the administration and the bill introduced by Mr. Reid and myself.

I might ask you a few questions about some of those matters as well as about the overall question of money.

As I understand it, the program proposed by the President's budget for fiscal year 1970 would call for appropriations for the title III pro-

gram of \$13 million, and for the titles IV and V programs of a little over \$6 million.

I think the amounts proposed for fiscal year 1970 by Mr. Reid and myself in our bill, respectively, would be \$30 million for title III and \$12 million for the titles IV and V.

In addition, in our RSVP program, our retired service volunteers program, we would contemplate authorizing \$5 million, \$10 million, and \$15 million over a 3-year period.

I would just observe with respect to that latter point that I notice in the newspapers, I think the Wall Street Journal the other day, a story about the difficulties the administration was having in getting these volunteer programs off the ground all over the United States.

I should have thought that there might be a little more enthusiasm expressed by the administration for a little seed money to help generate some volunteer activities across the country, or the whole enterprise is likely to collapse.

So you are speaking to two friends of volunteers, if we can avoid another acronym at this stage of the proceedings.

Do you have any comment to make on so modest an investment as proposed by the administration in the volunteer activities in this field?

MISS SWITZER. You have to make very hard choices when you come to a strict budget.

If I had the say, I might make them in a different way. But I am sympathetic with the problem. There isn't any question about it, however, in a program like this you cannot make progress without a commitment. You will not get a volunteer program unless you have something to promote it with.

I think the administration recognizes this. The only question is whether with the foster grandparents program more or less set, there is more virtue in going ahead with it or more virtue in trying to change it over into something else.

I think the dollar amounts that are in the 1970 budget, at any rate, are going to be hard to change. I spent last week with the Appropriations Committee and the tight budget situation is about as severe as I have known it for a number of years. It creates real problems for the Department in making its choices. When you think of the many things we have to balance, you can realize what the dilemmas are.

Specifically to answer your question, I would say that it is not possible to do anything very major in the field of a national volunteer effort without an investment.

MR. BRADEMAs. I am very glad to hear you make that observation. I appreciate the dilemma in which you find yourself.

You also spoke, Miss Switzer, of your apprehensions about some of the communities that are almost entirely composed of retired persons.

We do not get into that problem in this bill, really, but I wonder if you would address yourself to what may be to some extent a related problem, to which also we do not address ourselves in this bill but which some persons are suggesting we should have.

That is the authorization for the construction and renovation of multipurpose centers for the activities of older citizens. Do you have any comment on that?

Miss SWITZER. Yes. I think if we are going to get away from these self-contained ghettos for older people, then the one thing you have to provide is an outreach to older people from the community. Of course, one way to do that would be through the volunteer program.

Another way to keep people from being attracted to them is to provide senior centers in the older persons' home communities.

In my experience, no program that has changed the face of the way we do things in this country has ever made very much progress without some physical investment. There are all kinds of examples. The rehabilitation program perhaps I know best because it is the most recent, and I happen to be familiar with it. Until we got an authority to put money into physical plant, we were not able to do much in the way of influencing what went on within those four walls.

I think the same thing is true of centers for older people's activities. If you had even a small amount of money, for example, and were able to entice good architectural brains to design the kind of place that would be most conducive to having good programs for older people in all manner of locations, that is to say in rural areas, in cities and so on, you could really, I think, do some very exciting things.

One or two examples of such things already exist in California and other places. I think you would get a tremendous upsurge and a kind of optimistic note from these. There is a certain drabness about many of the makeshift places we have to use for senior centers and this tends to cast a poor image to the older persons using the center.

Even a small investment in the direction of improvement would, I think, make a lot of difference. The House Committee on Education and Labor has always recognized this need in the rehabilitation program.

Mr. BRADEMAS. I have more questions, but I would like to move around to the members of the subcommittee and then come back and ask you more subsequently.

Mr. REID. First, Miss Switzer, I want to thank you for your thoughtful and reasoned testimony, and to again say how fortunate I think our Government is to have the benefit of your services in this very critical area.

Miss SWITZER. Thank you very much.

Mr. REID. Equally, I am mindful that the transition from one administration to the next will have some delays and some lack of clarity as to new objectives.

I would add that I have talked to Secretary Finch about this matter. I am convinced that he is prepared to raise the sights of the administration.

I am not certain that the conversations have yet been held on this, but I would hope that some of your ideas and some of the ideas in the Brademas-Reid bill will have the full support of the administration, not alone Secretary Finch who I think is entirely sympathetic to it, but also the support of the Bureau of the Budget.

We, of course, have the Appropriations Committee to consider.

I quite concur with your view that you have to have a meaningful commitment backed up by appropriate resources if you start a volunteer program.

My colleague, Mr. Brademas, and I think that there are merits in this volunteer program. Our bill has placed some money into it, and

I will endeavor to facilitate and encourage some further discussion as the administration tries to sort out its thinking in this area.

I would judge that you think a broader volunteer program, given the resources, is wholly in line with the philosophy that we should be pursuing.

MISS SWITZER. I think so. I think in many ways it is the most productive thing we can do in this field at the moment.

MR. REID. Mr. Phil Rockefeller is here. He is not part of the committee. He is in liaison with Secretary Finch. I am sure he will relay your thoughts as well as mine this morning to the Secretary.

We will endeavor to keep the liaison close.

In a memorandum that you sent me awhile back, as I recall, you suggested that we should increase grants for food and nutrition services.

Do you feel that there are adequate funds to meet this need in the projected administration bill?

I grant you, we are both trying to study it fresh this morning.

MISS SWITZER. I am not sure.

How much money did we have out of our allotment this year for nutrition?

MR. REILLY. There is \$225,000 that we are putting into the nutrition study which is being conducted on a broad scale by the Department. Then there are some 26 specific nutrition projects in our research and demonstration program which total up to just under \$2 million in terms of experimenting with a variety of means of delivering nutrition to older people.

MR. REID. What about the actual provision of food? Miss Switzer indicated in her testimony that there were a certain number of senior citizens living below the poverty level who presumably are in short supply on food.

Have you examined what would be necessary to make sure that our aged do not have to go hungry in America?

MISS SWITZER. It is hard to say how many people we really need to feed. I, myself, feel that the most important thing is to get the food to the people through some community organization effort, where the action taken can be fitted to the local problem.

We have tried to do this in title III and in the title IV demonstration projects. As nearly as we can figure out we have probably gotten direct nutrition services to about 17,000 people in various parts of the country through the title III program.

This is in about 44 projects, so, obviously, it isn't a very large unit number per project. It seems to me that one of the high priority areas that I think I spoke of before Mr. Reid came in was that we would have to address ourselves to nutrition in the new era of planning under the new law. It is one of the places where we could have the best payoff if we concentrated instead of \$2 million, \$4 million out of our total resources, let us say, in nutrition.

I think this is a very highly important area for exploration in helping the older people, particularly the older person living alone.

Whether they are poor or rich there is often a real problem.

I would say, as I was saying before you came in, Mr. Reid, whenever you get a new act, you try to readjust the priorities and think through whether you ought to be making different emphases.

I would say that the nutritional aspect of how you get adequate food to older people ought to be one of the high priorities. We have demonstrated a few ways of doing it. We are developing better ways. This is a place where the volunteer program could be enormously productive, too, because you don't give food by committees in Washington. You give food by organizing little projects down where people live. Meals on wheels is one example. Church people have so much fun preparing food. A lot of people like to cook, and they like to prepare food. If you can have the volunteers doing a lot of the work and a minimum investment, you can really get a lot of things done.

Mr. REID. In any event, I would very much appreciate it, and I think all members of the committee would, if you can give us some specifics as to what might be strengthened or included in the bill before the committee to insure that older Americans do not go hungry.

I am frankly puzzled at the attitude of the administration on this subject, and I am hopeful that they will recognize the absolute priority of a major program to provide food in over 479 counties where there is neither food stamps or surplus food, and to meet the needs of some 10 million Americans.

I do not think this is a minor matter. I think it is a matter of high priority. As regards funds here, there are ample cuts that could be made in defense and in other areas which I will not list.

I think it is inexcusable not to provide adequate food for those in dire need. I think this takes on added force in terms of the senior citizens.

I would appreciate any specifics as to mechanism, amount, authorization.

Miss SWITZER. I will be glad to give more thought to this and supply it to the record, if I may.

(The information requested follows:)

NUTRITION PROGRAMS FOR OLDER AMERICANS

As a result of the 1967 Amendments to the Older Americans Act, a significant nutrition program has been launched under the title IV research and development program. During fiscal years 1968 and 1969, approximately \$4 million has been invested in the program. Of the 29 projects launched in fiscal year 1968, 27 are in progress and 2 are completed. Projects are located in 17 States in all regions of the Nation.

Of the nutrition projects now in operation, 23 are demonstrations and the other 4 are focused on research. The projects are testing nutrition program techniques that will not only improve diet but also enhance self-esteem and self-sufficiency. All projects include a food, nutrition and consumer education component.

The Administration on Aging has also contributed to the National Nutrition Survey. Adults 60 and over constituted 13% of the total sample of 12,000 studied.

Most of the projects have been in operation for less than a year so final results are not yet in. Ultimately, all of the projects will provide new knowledge about the feasibility and acceptability of such programs and techniques for providing services so as to cope more effectively with older people's distinctive nutrition problems.

We therefore feel that it is advisable to await the results of these projects before making recommendations for a major new nutrition program for older Americans.

In the meantime, the Administration on Aging is encouraging the State agencies on aging to support food and nutrition service programs in their respective States. In fiscal year 1968 under the title III program, 44 projects served 17,341 older persons.

Mr. REID. Equally, after you have had a chance to look at the administration bill, we certainly would appreciate any thoughts you may

have. But I think it is very much of a preliminary design, and I doubt that it has been gone over at the highest levels with the degree of care which I am sure you will give it.

Miss SWITZER. Thank you.

Mr. REID. Thank you, Mr. Chairman.

Mr. BRADEMAs. Mr. Steiger.

Mr. STEIGER. Thank you, Mr. Chairman.

It is good to have you back again, Miss Switzer. You continue to amaze everybody by both your approach to the problems and your willingness to continue. I commend you.

Miss SWITZER. This committee probably is acquainted with a man who has done so much for the deaf-blind, Peter Salmon, who is the head of the Industrial Home for the Blind in Brooklyn. He is a great elder statesman in the whole field.

He was in town last week with the President's Committee, and I just didn't get around at all because of my knee.

He sent me a telegram which said, "You didn't have to do this to show your devotion to the handicapped."

Mr. STEIGER. You have recommended in the administration bill what is a significant change in the concept of the grants under title III—I wondered if you wanted to enlarge on that—by giving the States the flexibility to make a determination as to the length of time for Federal support.

It is a shift both from that which existed in the original Older Americans Act when it was a specified 3-year period, and under the bill recommended last year by the previous administration, which was a specific 4-year period of time.

I would be interested in any comments you might wish to make on this proposal specifically, and the justification or rationale for it.

Miss SWITZER. In the first place, I think that one of the most important developments that we have to address ourselves to in this new bill is strengthening the State agencies, giving them the potential to really try to be the focus for the improvement of programs affecting older people in the States.

To this end, the minimum allotment of \$75,000, even though it might, with the limited money available, take a little away from what some of the larger States might otherwise be able to have next year is a step in the right direction.

I guess you could have a variety of ways of dealing with this project problem. We did recommend the 4 years last year; 3 years turned out to be not enough. This is, I think, not unusual in a new program.

If the State agency has the option of extending a project that fits in with its plans, it seems to me that it is desirable to let the State continue that project as long as it deems it to be essential. The administration bill will allow this, at up to a 50-percent matching rate after the second year.

I think you can also make a case for some terminal point, because projects tend to have a way of going on forever if there isn't a terminal point. It is a question of balance. This act that we are considering today is a 3-year extension of the present act. So it isn't as though we were authorizing anything that would necessarily go beyond the 3 years.

It seems to me that what we should do is to take off the ceiling of 3 or 4 years on the project and see exactly what the results are. Then when we come up for the next authorization or renewal we would have a better opportunity to decide whether there should be some limitation.

Mr. STEIGER. We are now into the fourth year of the operation of projects that were funded in the initial year of the Older Americans Act?

Miss SWITZER. Yes. But, you know, this is such a new program, and relatively few projects were funded during the 1966 fiscal year. Most of the projects have not completed a full 3 years.

As I was saying, I think you can make a case for putting a terminal point of time on projects. I think it is more desirable to do it administratively than legislatively, because legislatively you are stuck with it no matter whether the project ought to go on or ought not, whereas administratively you can have fairly substantial rules, but allow some flexibility. It may very well be that instead of leaving all the discretion to the State you might want to direct the Secretary to make rules concerning this.

You will recall in the rehabilitation program that we have a very definite policy on demonstration projects, that they must have a terminal point and they must be taken over by the community. We started out with 3 years, and we found out 3 years wasn't long enough in most of the cases. Sometimes they have gone as long as 5. But we made the rules. We said it has to be 4, or 3, or 5 years, whatever we decided.

Mr. STEIGER. Miss Switzer, the problem you have raised here, and what I am looking for guidance on, is what it is that has happened in those communities that have at this point reached the end of the 3-year seed money approach that was used in the original act.

Miss SWITZER. They often don't have the money to pick up the costs.

Mr. STEIGER. Are we finding that there are communities that have not picked up a senior center, for example?

Miss SWITZER. That is right.

Mr. STEIGER. Do we have a breakdown as to cases in which this has happened? If so, could that be submitted?

Miss SWITZER. Yes; we can put that into the record. We will be glad to.

A total of 470 projects are scheduled to end by the end of fiscal year 1970. Under current legislative provisions it is expected that 187 will continue at about the same level, 195 will be at a reduced level and 25 will not continue. That is not a bad record, you know, really, for a new program like this.

We will supply this for the record.

Mr. STEIGER. I will ask unanimous consent that that be included into the record.

Miss SWITZER. Would you like to have it broken down a little more by localities?

Mr. STEIGER. That is not necessary. I am interested in the overall question.

(The information to be furnished follows:)

ANALYSIS OF TITLE III PROJECT CONTINUATION

INTRODUCTION

The purpose of this paper is to present the findings of a recent study of certain Title III projects in order to determine their probability of continuation after the termination of Federal support.

In March of this year a questionnaire was completed on all Title III projects which will complete, or have completed, their third and final year of Federal support prior to July 1, 1970. This questionnaire was completed by Regional SRS-AoA Staff after consulting by phone with the appropriate State agencies; or by the State Agencies themselves. (The questionnaire is attached as an appendix.)

Only projects scheduled to complete three full years of Title III support at the time of the survey are included in this survey. Many projects, especially training projects, are funded for a shorter period of time. Most of these "short term" projects are funded as a one time activity with no intention of continuance. Some projects do continue on their own after one or two years of Title III support; and a few projects fail before the projected three year period is even completed. (As of April 1, 1968, 181 of these "short term" projects have completed.)

In all, a total of 405 Title III projects were reviewed, representing 42% of all projects on record at the time the survey was conducted. Only 7%, or 27, of the projects reviewed had completed three full years of operation as of March 31, 1969. Fifty four percent, or 219 of the projects, will not complete their third year until 1970. Thus, the data and conclusions of the report pertaining to the probability of continuation are based primarily on the *estimates* of State agency and Regional office personnel.

SURVEY OVERVIEW

TABLE 1.—SUMMARY OF PROJECTS, BY COMPLETION DATE

3d-year completion date	Number	Cumulative number
Dec. 31, 1968, to Mar. 31, 1969.....	27	27
Apr. 1, 1969, to June 30, 1969.....	49	76
July 1, 1969, to Dec. 31, 1969.....	110	186
Jan. 1, 1970, to June 30, 1970.....	219	405

Perhaps the most important single question asked on the questionnaire was for an estimate of the probability of continuation of each project following the termination of Federal support. The responses to this question were as follows:

TABLE 2.—Probability of project continuation

46 percent of the projects will continue at the same or higher level of operation.....	185
48 percent of the projects will continue at a reduced level of operation.....	195
6 percent of the projects will not continue.....	25
Total projects reviewed (100 percent).....	405

This table shows that less than half of the projects reviewed will continue at the same level of activity as under the final year of Federal assistance.

ANALYSIS OF PROJECTS WHICH WILL REDUCE LEVEL OF OPERATION

Table 2 shows that only 25 of the projects reviewed will cease activities and services entirely after Federal support ends. However, it is estimated that 195 projects will reduce activities following the end of Federal support.

Tables 3 and 4 present a more detailed analysis of this large and important group of Title III projects.

In order to determine the extent of possible project reduction, the survey questionnaire asked for an estimated total budget for the year following the termination of Federal support. The information reported for each project was

compared with the budget for the third project year. In terms of a percent reduction, the results of this analysis were as follows:

TABLE 3.—*Projects by percent of budget reduction in year following termination of Federal support*

Percent of budget reduction :	Number of projects
Less than 10 percent.....	9
10 to 49 percent.....	128
50 percent or more.....	48
No information.....	10
Total.....	195

If it can be assumed that a budget reduction of 10% or more is significant, then 95% of this category of projects will undergo a significant budget reduction in the year the project is expected to assume full financial responsibility. It is estimated that almost 25% of this group will have a budget reduction of 50% or more.

Those projects planning to reduce their programs were asked to estimate in what way the budget reductions would affect their program. In most cases the reduction in budget would mean a reduction in paid staff. In some cases it was indicated that volunteer workers would be added to take the place of staff reductions. However, most of these projects will apparently suffer the severe loss of their full-time experienced leadership and staff. A few projects indicated that they will move to less desirable quarters as a result of the budget reduction. The net effect of lowered budgets and reduced staffs will undoubtedly mean fewer older persons served, less effectively. Table 4. below indicates the impact of projected budget reductions:

TABLE 4.—*Most frequent program reductions*

	Number of projects ¹
Reduced hours of project operation.....	57
Specific services dropped.....	48
Fewer persons to be served.....	55
Quality of services reduced.....	30
Geographic area of project service reduced.....	15

¹Types of reductions cannot be totaled. Some projects plan more than one type of reduction. Many projects state only that there will be "staff" reductions.

Although the questionnaire requested specific reasons for the reduction or discontinuance of project activities, most projects respond with the general comment of, lack of community resources and support.

GENERAL CHARACTERISTICS OF PROJECTS SURVEYED

In order to determine any possible correlations between the size of a project and/or its major activity, and the probability of a project continuing; comparisons were made of these characteristics. These comparisons are presented in Tables 5 and 6 below:

TABLE 5—PROJECTS BY MAJOR ACTIVITY

Type of activity	Level of project activities after third year						
	Total	Full		Reduced		Terminated	
		Number	Percent	Number	Percent	Number	Percent
Total.....	405	185	100	195	100	25	100
Senior center.....	172	80	43	85	44	7	28
Community planning.....	60	28	15	23	12	9	36
Training.....	11	1	1	5	2	5	20
Other direct services.....	162	76	41	82	42	4	16

There appears to be very little correlation between the types of projects and their probability of continuing. Perhaps the only exception is with training projects. Only one training project expects to continue fully after the termination of Federal support.

TABLE 6.—PROJECTS BY LEVEL OF THIRD YEAR BUDGET

Third-year total budget	Level of project activities after thrid year						
	Total	Full		Reduced		Terminated	
		Number	Percent	Number	Percent	Number	Percent
Total.....	405	185	100	195	100	25	100
Less than \$10,000.....	66	38	20	21	11	7	28
\$10,000 to \$20,000.....	129	61	33	63	32	5	20
\$20,000 to \$40,000.....	123	48	27	68	35	7	28
\$40,000 and over.....	86	38	20	43	22	5	20
Unknown.....	1					1	4
Average.....		\$26,000		\$29,500		\$25,000	

Note: Budget amount is not shown to be a significant factor in determining whether a project will continue.

STATEMENT OF PROBABILITY OF TITLE III PROJECT CONTINUATION

(Complete for each Title III project which will complete its third year of Federal support on or before June 30, 1970).

State..... AoA Project No.....

- Project will complete third project year on..... (date).....
- Major activity or service of project.....
- Total project budget for third year \$.....
- Based on best estimate of Regional Office and State Agency, check one of the following:
 - ☐ A. Project service or activity will continue at same or higher level of operation in year following termination of Federal support.
 - ☐ B. Project service or activity will continue at a reduced level in year following termination of Federal support. How will program be reduced? (e.g., specific services to be dropped, fewer persons served, fewer hours of operation, or quality reduced).
 - ☐ C. Project service or activity will *not continue* after termination of Federal support.
- What is the *estimated total* budget for the year following termination of Federal support? \$.....
- If "B" or "C" in No. 4 above is checked, explain why reduction or discontinuance of program is necessary.
- If project will not continue at same or higher level of operation, would a fourth year of Federal support secure the needed State or local support to continue the project on its own?
 - ☐ yes ☐ no

Mr. STEIGER. Am I correct in understanding that it is the proposal of the administration that this determination as to extending the length of time for the grants will be made by the State commission on each one?

Miss SWITZER. This is the proposal.

Mr. STEIGER. In addition to that, is it clear that this is a proposal which is intended not to be used across the board, but, rather, is to be selective?

Miss SWITZER. It is to be selective.

Mr. STEIGER. There is no disagreement either in the administration bill or in the Reid-Brademas bill on the question of strengthening the State agencies.

I think we all concur that this is an absolutely essential part of any action by the Congress this year. I think everyone on this committee certainly recognizes this problem.

In the administration proposal, you are suggesting, as it was suggested previously, that the foster grandparents and senior companion program become a statutory part of the Administration on Aged rather than delegated.

Miss SWITZER. Yes.

Mr. STEIGER. And you have new programs in senior companions. Is there anything you want to touch on, in addition to that which you have in your testimony, on either of those programs?

Miss SWITZER. I think we would like to broaden the name from foster grandparents. That has such a limited connotation, as being only intended for work with children.

Our concept of the program, really, is that it should be a program that goes wherever the need is. Putting in senior companion, and you might think of some better title, is an effort to have programs in the communities that might reach out to older people who need the same type of fostering, if you will, as the kids in the institutions that have benefited so much from the foster grandparent program have had.

It is really sort of a start toward what would be the broader volunteer program that the Brademas-Reid bill addresses itself to.

Mr. STEIGER. Am I correct in saying that assuming this program is a start toward something which might be done, there are serious budgetary limitations which make it almost impossible to embark on any substantial new program?

Miss SWITZER. This has been the decision up to now. It is always possible, of course, to change priorities and to change amounts. I am sure that there isn't any magical time—deadline after which this couldn't be done. But as of now it has been felt that considering the time and funding pressures that were on the President in making his adjustments of the budget, this was the best we could do.

Mr. STEIGER. Would we not also raise a problem in terms of funding the ongoing grants under title III were we to authorize funds being diverted to renovation and construction?

Miss SWITZER. Yes. I think you would have to have a new title and new money because that type of activity runs into money. You can't do that on a shoestring. There wouldn't be money in title III for that under present conditions; you would have to put more money into it.

Mr. STEIGER. Those are all the questions I have, Mr. Chairman.

Mr. BRADEMAs. Mr. Hansen.

Mr. HANSEN. Thank you, Mr. Chairman.

I note from reading the record of past proceedings that you have been assisting this committee in a very important way long before I arrived. Nevertheless, I would like to join my colleagues, Miss Switzer, in expressing my appreciation for your presence and your very helpful testimony.

Miss SWITZER. Thank you, Mr. Hansen.

Mr. HANSEN. My experience with the older Americans program is somewhat limited, but it was my privilege to serve as one of the organizers and the president of a community group in my hometown of Idaho Falls which became the sponsoring agency for the first older Americans program in that part of the State a little over a year ago.

I did have the opportunity to see the first fruits of this initial effort just shortly before I came to Washington. So I have that acquaintance with it. I have been impressed with its potential.

I have just one question. In your testimony, you recommended strengthening of the State agencies on the aging, presumably through separate authorization for funding the planning and coordinating functions apart from the actual community grants?

Miss SWITZER. Yes.

Mr. HANSEN. What has been the experience thus far in the program within the States that suggests the necessity for desirability for these efforts to be strengthened in the State agencies?

Miss SWITZER. It is primarily an effort to try to keep separate the things that go in one direction as against the things that go in another direction.

My feeling is that if the agency operating funds can be shifted, the temptation on the part of a State agency might be to spend more on projects, and skimp on adequacy of the State agency.

We found, for example, that in fiscal year 1969 little more than one-half of the States will use all the funds they are permitted for State plan administration.

It does seem to me that if you are going to have a national program, a Federal-State program, you have to have a minimum investment of something at the State level so that the Governor, the State legislature and the State government generally have some place to turn to, to hold responsible for what is going on in the State.

We felt that if a State couldn't use the money for anything else, perhaps this would give them more impetus to set up a strong State agency on aging.

Frankly, I have not been impressed, generally speaking, with the vigor, enthusiasm, and drive that has accompanied State agencies on aging. This is why I think the increase in the support for State agencies is desirable. It seems to me that if we keep them separate, at least they can't use the money for something else.

Mr. HANSEN. The temptation, I gather, has been more in the direction of using this money for projects rather than the planning function.

Miss SWITZER. Yes.

Mr. HANSEN. Has there been any problem the other way, that projects have suffered by reason of too much being diverted?

Miss SWITZER. No, I don't think so. An examination of the State organizations would, I think, be quite clear, that a minimum was going into State administration.

I think you wouldn't want to go all out the other way, but until you have more than one good person running a State agency, unless you have a good Commission, unless you have something that you are able to hold responsible for development, it seems to me it is really not realistic to look for much progress.

Mr. REILLY. At present, the maximum that a State can actually put into State operations is the higher of 10 percent of the State allotment or \$25,000. So, in effect, even if a State had proclivities toward doing a lot of planning, there really isn't enough money available now to allow them to do it.

Mr. HANSEN. So the problem is really in the other direction.

Mr. REILLY. Yes.

Mr. HANSEN. Thank you very much.

Thank you, Mr. Chairman.

Mr. BRADEMAS. Miss Switzer, I have two or three other questions before I call on Mr. Meeds.

My questions follow logically, I think, from the ones that have been put to you by Mr. Hansen, and I hope my friend from Wisconsin will indulge me as I make this particular observation.

I noted that you observed that by providing, as I guess all of these bills do, for specific authorization for program and for administration that the State agencies would be less likely to spend the money for purposes other than those for which Congress intended that they should be spent.

You probably won't have the data at your fingertips, but I would be grateful if you could supply to the subcommittee answers to the kinds of questions I should now like to recite.

In my own home State of Indiana, I regret to have to report, we have the dubious distinctive of being the largest State in the Union which does not participate in title III programs under the act.

The reason that we are not able to do so is the fact that although our general assembly this year overwhelmingly passed a bill paving the way for the Indiana Commission on the Aging and Aged to participate in the Older Americans Act, the Governor of our State vetoed the bill.

I would therefore be grateful if you could advise the subcommittee just what the failure of our State to participate in the program is costing the older citizens of Indiana.

(The information requested follows:)

STATUS OF IMPLEMENTATION OF TITLE III IN INDIANA

On April 11, 1967, the Administration on Aging set forth the following provisions which must be included in any enabling order which would designate the single State agency implementing the Older Americans Act in Indiana:

- (1) the State agency must be empowered to develop and administer the approved State plan;
- (2) the State agency must have primary responsibility for coordinating State activities related to the Older Americans Act;
- (3) the State agency must be authorized to accept and expend funds for the purposes of the Act; and
- (4) the State agency personnel—except the Director and his secretary—be subject to the State Employee's Merit System.

In 1968, it was proposed that the Commission on Aging be designated as the sole State agency for implementing the Older Americans Act in accordance with the above standards. This action was to be accomplished through an Executive Order of the Governor. However, the move was nullified by the ruling of the Attorney General that the Governor had no authority to place a State agency under merit system when it had not been previously designated for merit system coverage by the General Assembly.

In 1969, the Indiana General Assembly passed a bill designating the Commission on Aging as the single State agency for implementing the Act. This bill did meet all of the above Department of Health, Education, and Welfare requirements but was vetoed by the Governor on the grounds that it did not authorize the necessary State funds to earn Title III resources.

TITLE III RESOURCES AVAILABLE FOR INDIANA

	Total Federal funds available	Federal funds available for State agency operations	State funds required ¹
Fiscal year:			
1966.....	\$110,500	\$15,000	\$15,000
1967.....	132,000	15,000	15,000
1968.....	218,480	25,000	25,000
1969.....	348,800	34,880	34,880
Subtotal.....	809,780	89,880	89,880
1970:			
President's budget ²	268,500	75,000	25,000
Authorization provided in H.R. 10767.....	528,532	98,532	32,844

¹ According to the provisions of the Older Americans Act for title III, the State government is required to match at a 50-50 percent ratio only those funds earmarked for administrative costs. The above table assumes that the State would use the maximum amount available for this purpose and would therefore have to provide an equal amount of funds for fiscal year 1966-67, fiscal year 1968, and fiscal year 1969. The amounts shown above for State funds in fiscal year 1970 affect the proposed change in matching ratios to 75-25 percent. In addition, the local communities desiring title III grants would be required to match Federal funds. It is estimated that local matching would have cost Indiana another \$325,000 since the beginning of title III.

² Assuming that proposed \$75,000 minimum in each State for State agency costs is adopted.

I may say, in order to be very fair about it, that his predecessor, who is of my political party, was also not a supporter of this program. I think they are both horrendously mistaken.

The present Governor made a very specific pledge contained in the February-March 1969 issue of "Mature Living," which I ask unanimous consent to insert into the record, made a pledge as reported in this document last fall in the campaign, in which he very strongly criticized his predecessor, and, as I have suggested, quite rightly, for not having made it possible for Indiana to participate.

He then said he was in favor of our State participating. Then on the 15th of March, he vetoed the bill.

(The article follows:)

[From the Mature Living, Newsletter of the Indiana State Commission on the Aging and Aged, February-March 1969]

COMMISSION'S WORK TO GO ON DESPITE VETO OF BILL

In October-November commission newsletter, "Mature Living," there appeared this statement from Republican Gubernatorial Candidate Edgar D. Whitcomb:

"For eight years now, the Democrat Party has cried loud and long about human rights and human dignity but here in Indiana my opponent has utterly failed to do anything about it. Action, not words, is what is required.

"I am well aware of the fact that modern medicine and technology have increased the life span of the citizens of our State. The number of people who exceed the age of retirement is growing rapidly and so are the problems associated with the aging and aged. These problems cannot be ignored. They must be dealt with intelligently. You may be certain that I am anxious to upgrade the services and facilities essential to solve these problems.

"The Commission on the Aging and Aged definitely needs to be strengthened. One way to do this is to support legislation which will make funds available to the Commission on the Aging and Aged under the terms of the Older American Act. I will do whatever is required to make funds available under the terms of this Act in order to solve the problems of the aging and aged in Indiana.

"I have read the proposed bill which proposes to place the Indiana State Commission on the Aging and Aged under the provisions of the 'State Personnel Act' and authorize it to accept and disburse funds from any source, and I am in favor of these provisions."

The following bill was introduced in the House and in the Senate:

A bill for an act to place the Indiana State Commission on the Aging and Aged under the provisions of the "State Personnel Act" and authorize it to accept and disburse funds from any source.

Be it enacted by the General Assembly of the State of Indiana:

Section 1. On and after the effective date of this act, the terms and provisions of the State Personnel Act shall govern the manner of employment and shall apply to all employees of the Indiana State Commission on the Aging and Aged, Provided, That the Executive Director and his confidential secretary shall not be subject to the terms and provisions of the State Personnel Act.

Section 2. On and after the effective date of this act, the Indiana State Commission on the Aging and Aged is hereby authorized to accept and disburse funds from any source, federal, state and local including bequests made available to the State of Indiana.

Section 3. Whereas an emergency exists for the immediate taking effect of this act, the same shall be in full force and after its passage.

The House Bill was amended as to title, the title becoming a bill for an act to create the Indiana Older Americans Act.

The Senate Bill passed the Senate with four dissenting votes and was assigned to a committee in the House but was never carried out. The House Bill 1504 passed the House with no dissenting votes, was assigned to the committee in the Senate, was reported out and passed with one dissenting vote.

On Saturday, March 15, Governor Whitcomb vetoed the bill.

One of Governor Whitcomb's aides advises us that all bills that were not funded by the General Assembly were vetoed by the Governor because the General Assembly failed to provide any funds for those things that were not in the budget.

We were assured by the Governor's aide that the Governor vetoed the House Bill 1504 not because he was not in sympathy with House Bill 1504 but because no budgetary provisions had been made to increase the budget of the commission as it would have to be increased if the commission was to administer Title III funds of the Older Americans Act.

The commission has a budget for the next biennium and will continue to operate a program such as the budgetary provisions will permit.

Mr. BRADEMAS. Again, I would be grateful if you could let us have tables showing for each fiscal year through 1969 what Indiana might have received had the enabling legislation been in force, and I would also be grateful, if it is possible—and I think members of the committee would be grateful—to have this kind of information not only for our own States but for all 50 States, what our States would be eligible to receive in fiscal 1970 under present law, under the Brademas-Reid bill, and under the administration proposal.

Miss SWITZER. Certainly.

(The information to be furnished follows:)

COMPUTATION OF PROVISIONAL ESTIMATES OF STATE ALLOTMENTS FOR FISCAL YEAR 1970 UNDER TITLE III
OF THE OLDER AMERICANS ACT OF 1965, AS OF DEC. 15, 1968

State	Persons 65 and over, mid-1967 ¹		Percent distribution for allot- ments ²	Allotment, fiscal year 1970 ³	
	Number	Percent distribi- tion		Total	Maximum for administra- tive costs ⁴
Total, 55 "States".....	18,953,000	100.00	100.00	\$13,000,000	\$1,601,810
Alabama.....	294,000	1.55	1.72	223,600	25,000
Alaska.....	7,000	.04	1.02	132,600	25,000
Arizona.....	127,000	.67	1.31	170,300	25,000
Arkansas.....	214,000	1.13	1.52	197,600	25,000
California.....	1,643,000	8.67	5.03	653,900	65,390
Colorado.....	174,000	.92	1.43	185,900	25,000
Connecticut.....	272,000	1.44	1.67	217,100	25,000
Delaware.....	40,000	.21	1.10	143,000	25,000
District of Columbia.....	71,000	.37	1.17	152,100	25,000
Florida.....	776,000	4.09	2.90	377,000	37,700
Georgia.....	334,000	1.76	1.82	236,600	25,000
Hawaii.....	40,000	.21	1.10	143,000	25,000
Idaho.....	65,000	.34	1.16	150,800	25,000
Illinois.....	1,098,000	5.79	3.69	479,700	47,970
Indiana.....	476,000	2.51	2.17	282,100	28,210
Iowa.....	346,000	1.83	1.85	240,500	25,000
Kansas.....	259,000	1.37	1.64	213,200	25,000
Kentucky.....	316,000	1.67	1.78	231,400	25,000
Louisiana.....	278,000	1.47	1.68	218,400	25,000
Maine.....	111,000	.59	1.27	165,100	25,000
Maryland.....	268,000	1.41	1.66	215,800	25,000
Massachusetts.....	603,000	3.18	2.48	322,400	32,240
Michigan.....	744,000	3.93	2.83	367,900	36,790
Minnesota.....	394,000	2.08	1.97	256,100	25,610
Mississippi.....	206,000	1.09	1.51	196,300	25,000
Missouri.....	549,000	2.90	2.35	305,500	30,550
Montana.....	67,000	.35	1.16	150,800	25,000
Nebraska.....	177,000	.93	1.43	185,900	25,000
Nevada.....	25,000	.13	1.06	137,800	25,000
New Hampshire.....	74,000	.39	1.18	153,400	25,000
New Jersey.....	650,000	3.43	2.59	336,700	33,670
New Mexico.....	64,000	.34	1.16	150,800	25,000
New York.....	1,913,000	10.09	5.69	739,700	73,970
North Carolina.....	370,000	1.95	1.91	248,300	25,000
North Dakota.....	63,000	.33	1.15	149,500	25,000
Ohio.....	973,000	5.13	3.39	440,700	44,070
Oklahoma.....	275,000	1.45	1.67	217,100	25,000
Oregon.....	210,000	1.11	1.52	197,600	25,000
Pennsylvania.....	1,208,000	6.37	3.96	514,800	51,480
Rhode Island.....	97,000	.51	1.24	161,200	25,000
South Carolina.....	176,000	.93	1.45	185,900	25,000
South Dakota.....	78,000	.41	1.19	154,700	25,000
Tennessee.....	348,000	1.84	1.86	241,800	25,000
Texas.....	904,000	4.77	3.22	418,600	41,860
Utah.....	72,000	.38	1.18	153,400	25,000
Vermont.....	45,000	.24	1.11	144,300	25,000
Virginia.....	333,000	1.76	1.82	236,600	25,000
Washington.....	305,000	1.61	1.75	227,500	25,000
West Virginia.....	184,000	.97	1.45	188,500	25,000
Wisconsin.....	449,000	2.37	2.10	273,000	27,500
Wyoming.....	30,000	.16	1.07	139,100	25,000
American Samoa.....	1,000	0	.50	65,000	25,000
Guam.....	2,000	.01	.50	65,000	25,000
Puerto Rico.....	152,000	.80	1.37	178,100	25,000
Virgin Islands.....	3,000	.02	.51	66,300	25,000

¹ Provisional estimates for the 50 States and the District of Columbia from the Census Bureau's Current Population Reports, Series P-25, No. 384, Feb. 13, 1968; provisional estimates for the remaining "States" supplied by the Census Bureau.

² Formula provides for allotment of sum of: (1) $\frac{1}{2}$ of 1 percent of the total appropriated for title III to American Samoa, Guam, and the Virgin Islands and 1 percent to the remaining 52 "States"; and (2) an additional amount to each "State" equal to its proportion of the total 65 and over population in the 55 "States" applied to the remaining 46.5 percent of the appropriation.

³ Based on \$13,000,000 budget allowance for fiscal year 1970.

⁴ 10 percent of the allotment or \$25,000, whichever is larger.

TITLE III ALLOTMENTS FOR 1970 UNDER H.R. 11048 AND H.R. 10767 BASED ON THE APPROPRIATION REQUEST IN
THE PRESIDENT'S BUDGET

	Amounts available for local projects	Amounts available for State agency operations	Total
Total	9, 000, 000	4, 000, 000	13, 000, 000
Alabama	155, 826	75, 000	230, 826
Alaska	91, 242	75, 000	166, 242
Arizona	118, 152	75, 000	193, 152
Arkansas	138, 438	75, 000	213, 438
California	448, 938	75, 000	523, 938
Colorado	128, 502	75, 000	203, 502
Connecticut	149, 202	75, 000	224, 202
Delaware	99, 108	75, 000	174, 108
District of Columbia	104, 904	75, 000	179, 904
Florida	257, 256	75, 000	332, 256
Georgia	163, 692	75, 000	238, 692
Hawaii	98, 694	75, 000	173, 694
Idaho	104, 076	75, 000	179, 076
Illinois	321, 426	75, 000	396, 426
Indiana	193, 500	75, 000	268, 500
Iowa	164, 934	75, 000	239, 934
Kansas	146, 304	75, 000	221, 304
Kentucky	160, 794	75, 000	235, 794
Louisiana	151, 686	75, 000	226, 686
Maine	115, 254	75, 000	190, 254
Maryland	148, 374	75, 000	223, 374
Massachusetts	224, 550	75, 000	299, 550
Michigan	248, 562	75, 000	323, 562
Minnesota	176, 112	75, 000	251, 112
Mississippi	135, 954	75, 000	210, 954
Missouri	207, 162	75, 000	282, 162
Montana	104, 490	75, 000	179, 490
Nebraska	128, 502	75, 000	203, 502
Nevada	95, 796	75, 000	170, 796
New Hampshire	106, 974	75, 000	181, 974
New Jersey	232, 416	75, 000	307, 416
New Mexico	104, 076	75, 000	179, 076
New York	505, 242	75, 000	580, 242
North Carolina	172, 800	75, 000	247, 800
North Dakota	104, 076	75, 000	179, 076
Ohio	299, 484	75, 000	374, 484
Oklahoma	150, 858	75, 000	225, 858
Oregon	135, 540	75, 000	210, 540
Pennsylvania	356, 606	75, 000	431, 616
Rhode Island	111, 114	75, 000	186, 114
South Carolina	128, 502	75, 000	203, 502
South Dakota	106, 974	75, 000	181, 974
Tennessee	168, 246	75, 000	243, 246
Texas	286, 650	75, 000	361, 650
Utah	105, 318	75, 000	180, 318
Vermont	100, 350	75, 000	175, 350
Virginia	163, 278	75, 000	238, 278
Washington	156, 240	75, 000	231, 240
West Virginia	131, 400	75, 000	206, 400
Wisconsin	188, 532	75, 000	263, 532
Wyoming	96, 210	75, 000	171, 210
Guam	45, 414	25, 000	70, 414
Puerto Rico	124, 776	75, 000	199, 776
Virgin Islands	45, 828	25, 000	70, 828
Somalia	45, 414	25, 000	70, 414
Trust Territories	46, 242	25, 000	71, 242

TITLE III ALLOTMENTS FOR 1970 UNDER H.R. 11048 AND H.R. 10767
BASED ON THE AUTHORIZATIONS CONTAINED IN H.R. 10767

	Amounts available for local projects	Amounts available for State agency operation	Total
Total	20, 000, 000	5, 000, 000	25, 000, 000
Alabama	346, 280	78, 503	424, 783
Alaska	202, 760	75, 000	277, 760
Arizona	262, 560	75, 000	337, 560
Arkansas	307, 640	75, 000	382, 640
California	997, 640	226, 141	1, 223, 781
Colorado	285, 560	75, 000	360, 560
Connecticut	331, 560	75, 149	406, 709
Delaware	220, 240	75, 000	295, 240
District of Columbia	233, 120	75, 000	308, 120
Florida	571, 680	129, 583	701, 263
Georgia	363, 760	82, 453	446, 213
Hawaii	219, 320	75, 000	294, 320
Idaho	231, 280	75, 000	306, 280
Illinois	714, 280	161, 924	876, 204
Indiana	430, 000	97, 474	527, 474
Iowa	366, 520	83, 097	449, 617
Kansas	325, 120	75, 000	400, 120
Kentucky	357, 320	80, 984	438, 304
Louisiana	337, 080	76, 435	413, 515
Maine	256, 120	75, 000	331, 120
Maryland	329, 720	75, 000	404, 720
Massachusetts	499, 000	113, 093	612, 090
Michigan	552, 360	125, 220	677, 580
Minnesota	391, 360	88, 701	480, 061
Mississippi	302, 120	75, 000	377, 120
Missouri	460, 360	104, 365	564, 725
Montana	232, 200	75, 000	307, 200
Nebraska	285, 560	75, 000	360, 560
Nevada	212, 880	75, 000	287, 880
New Hampshire	237, 720	75, 000	312, 720
New Jersey	516, 480	117, 088	633, 568
New Mexico	231, 280	75, 000	306, 280
New York	1, 122, 760	254, 530	1, 377, 290
North Carolina	384, 000	87, 047	471, 047
North Dakota	231, 280	75, 000	306, 280
Ohio	665, 520	150, 851	816, 371
Oklahoma	335, 240	75, 975	411, 215
Oregon	301, 200	75, 000	376, 200
Pennsylvania	792, 480	179, 654	972, 134
Rhode Island	246, 920	75, 000	321, 920
South Carolina	285, 560	75, 000	360, 560
South Dakota	237, 720	75, 000	312, 720
Tennessee	373, 880	84, 750	458, 630
Texas	637, 000	144, 421	781, 421
Utah	234, 040	75, 000	309, 040
Vermont	223, 000	75, 000	298, 000
Virginia	362, 840	82, 270	445, 110
Washington	347, 200	78, 687	425, 887
West Virginia	292, 000	75, 000	367, 000
Wisconsin	418, 960	94, 995	513, 955
Wyoming	213, 800	75, 000	288, 800
Guam	100, 920	25, 230	126, 150
Puerto Rico	277, 280	75, 000	352, 280
Virgin Islands	101, 840	25, 460	127, 300
Samoa	100, 920	25, 230	126, 150
Trust territories	102, 760	25, 690	128, 450

TITLE III ALLOTMENTS UNDER PERKINS BILL

	Amounts available for local projects	Amounts available for State agency operations	Total
Total.....	\$22,500,000	\$2,500,000	\$25,000,000
Alabama.....	387,168	43,019	430,187
Alaska.....	229,185	25,465	254,650
Arizona.....	295,099	32,789	327,888
Arkansas.....	343,226	38,136	381,362
California.....	1,132,098	125,790	1,257,888
Colorado.....	321,255	35,695	356,950
Connecticut.....	375,660	41,740	417,400
Delaware.....	246,971	27,441	274,412
District of Columbia.....	263,712	29,301	293,013
Florida.....	652,917	72,546	725,463
Georgia.....	409,140	45,460	454,600
Hawaii.....	246,971	27,441	274,412
Idaho.....	260,573	28,952	289,525
Illinois.....	830,778	92,310	923,088
Indiana.....	487,609	54,179	541,788
Iowa.....	416,463	46,274	462,737
Kansas.....	368,337	40,926	409,263
Kentucky.....	399,723	44,414	444,137
Louisiana.....	378,799	42,089	420,888
Maine.....	286,729	31,859	318,588
Maryland.....	372,522	41,391	413,913
Massachusetts.....	557,707	61,968	619,675
Michigan.....	636,176	70,686	706,862
Minnesota.....	442,620	49,180	491,800
Mississippi.....	339,042	37,671	376,713
Missouri.....	528,413	58,712	587,125
Montana.....	261,619	29,069	290,688
Nebraska.....	322,302	35,811	358,113
Nevada.....	238,601	26,511	265,112
New Hampshire.....	265,803	29,534	295,337
New Jersey.....	583,863	64,874	648,737
New Mexico.....	260,573	28,952	289,525
New York.....	1,280,665	142,297	1,422,962
North Carolina.....	429,019	47,669	476,688
North Dakota.....	259,527	28,836	288,363
Ohio.....	761,727	84,636	846,363
Oklahoma.....	376,706	41,856	418,562
Oregon.....	341,133	37,904	379,037
Pennsylvania.....	891,461	99,052	990,513
Rhode Island.....	278,360	30,927	309,287
South Carolina.....	322,301	35,811	358,112
South Dakota.....	267,896	29,766	297,662
Tennessee.....	417,510	46,390	463,900
Texas.....	724,062	80,451	804,513
Utah.....	264,757	29,418	294,175
Vermont.....	250,110	27,790	277,900
Virginia.....	409,140	45,460	454,600
Washington.....	393,446	43,716	437,162
West Virginia.....	326,486	36,276	362,762
Wisconsin.....	472,962	52,551	525,513
Wyoming.....	241,740	26,860	268,600
Guam.....	113,546	12,616	126,162
Puerto Rico.....	308,700	34,300	343,000
Virgin Islands.....	114,592	12,733	127,325
Samoa.....	112,500	12,500	125,000

Mr. BRADEMAs. Finally, I think it would be helpful if we could have a similar column showing what each State has in fact received in the past.

Miss SWITZER. Certainly.

(The information to be furnished follows:)

STATE ALLOTMENTS FOR FISCAL YEARS 1965-66 AND 1966-67 UNDER TITLE III OF THE OLDER AMERICANS ACT OF 1965

State	Total ¹		Fiscal year 1965-66 ¹		Fiscal year 1966-67 ¹	
	Total	Maximum for administrative costs	Total ²	Maximum for administrative costs ³	Total ²	Maximum for administrative costs ³
Total, 55 "States"	\$11,000,000	\$1,748,750	\$5,000,000	\$859,850	\$6,000,000	\$888,900
Alabama	189,200	30,000	86,000	15,000	103,200	15,000
Alaska	111,600	30,000	51,000	15,000	60,600	15,000
Arizona	141,400	30,000	64,000	15,000	77,400	15,000
Arkansas	168,300	30,000	76,500	15,000	91,800	15,000
California	546,300	54,630	247,500	24,750	298,800	29,880
Colorado	157,800	30,000	72,000	15,000	85,800	15,000
Connecticut	183,700	30,000	83,500	15,000	100,200	15,000
Delaware	121,000	30,000	55,000	15,000	66,000	15,000
District of Columbia	130,900	30,000	59,500	15,000	71,400	15,000
Florida	302,200	31,620	136,000	15,000	166,200	16,620
Georgia	199,100	30,000	90,500	15,000	108,600	15,000
Hawaii	119,900	30,000	54,500	15,000	65,400	15,000
Idaho	127,600	30,000	58,000	15,000	69,600	15,000
Illinois	403,600	40,360	184,000	18,400	219,600	21,960
Indiana	242,500	30,000	110,500	15,000	132,000	15,000
Iowa	206,500	30,000	94,000	15,000	112,800	15,000
Kansas	182,000	30,000	83,000	15,000	99,000	15,000
Kentucky	197,400	30,000	90,000	15,000	107,400	15,000
Louisiana	183,700	30,000	83,500	15,000	100,200	15,000
Maine	141,300	30,000	64,500	15,000	76,800	15,000
Maryland	181,000	30,000	82,000	15,000	99,000	15,000
Massachusetts	279,900	30,240	127,500	15,000	152,400	15,240
Michigan	305,800	31,680	139,000	15,000	166,800	16,680
Minnesota	218,900	30,000	99,500	15,000	119,400	15,000
Mississippi	166,600	30,000	76,000	15,000	90,600	15,000
Missouri	258,400	30,000	118,000	15,000	140,400	15,000
Montana	128,700	30,000	58,500	15,000	70,200	15,000
Nebraska	159,500	30,000	72,500	15,000	87,000	15,000
Nevada	116,100	30,000	52,500	15,000	63,600	15,000
New Hampshire	130,900	30,000	59,500	15,000	71,400	15,000
New Jersey	284,900	30,540	129,500	15,000	155,400	15,540
New Mexico	126,500	30,000	57,500	15,000	69,000	15,000
New York	627,600	62,760	285,000	28,500	342,600	34,260
North Carolina	207,900	30,000	94,500	15,000	113,400	15,000
North Dakota	127,600	30,000	58,000	15,000	69,600	15,000
Ohio	377,200	37,720	172,000	17,200	205,200	20,520
Oklahoma	184,800	30,000	84,000	15,000	100,800	15,000
Oregon	166,700	30,000	75,500	15,000	91,200	15,000
Pennsylvania	446,500	44,650	203,500	20,350	243,000	24,300
Rhode Island	137,000	30,000	62,000	15,000	75,000	15,000
South Carolina	157,300	30,000	71,500	15,000	85,800	15,000
South Dakota	132,000	30,000	60,000	15,000	72,000	15,000
Tennessee	203,500	30,000	92,500	15,000	111,000	15,000
Texas	345,500	34,550	156,500	15,650	189,000	18,900
Utah	128,700	30,000	58,500	15,000	70,200	15,000
Vermont	123,200	30,000	56,000	15,000	67,200	15,000
Virginia	199,100	30,000	90,500	15,000	108,600	15,000
Washington	193,600	30,000	88,000	15,000	105,600	15,000
West Virginia	161,700	30,000	73,500	15,000	88,200	15,000
Wisconsin	233,200	30,000	106,000	15,000	127,200	15,000
Wyoming	117,700	30,000	53,500	15,000	64,200	15,000
American Samoa	55,500	30,000	25,500	15,000	30,000	15,000
Guam	55,000	30,000	25,000	15,000	30,000	15,000
Puerto Rico	150,200	30,000	68,000	15,000	82,200	15,000
Virgin Islands	55,000	30,000	25,000	15,000	30,000	15,000

¹ Sec. 302(c) of the act provides that a State's allotment for the 1st fiscal year, 1965-66, shall remain available to it during the 2d fiscal year, 1966-67, as well. State allotments for the 2d (1966-67) and subsequent fiscal years remain available only for the fiscal year for which they were appropriated by the Congress. Sec. 302(b) provides for reallocations of amounts which States release as not required for carrying out their State plans but such reallocations must be used before the end of the period for which they were appropriated.

² Sec. 302(a) of the act provides for allotment of: (1) $\frac{1}{2}$ of 1 percent of the total appropriated under sec. 301 to American Samoa, Guam, and the Virgin Islands and 1 percent to the remaining 52 "States"; and (2) an additional amount to each "State" equal to its proportion of the total 65-plus population in the 55 "States" applied to the remaining 46.5 percent of the appropriation.

³ 10 percent of the allotment or \$15,000, whichever is larger.

FINAL STATE ALLOTMENTS FOR FISCAL YEAR 1968 UNDER TITLE III OF THE OLDER AMERICANS ACT
(INCLUDES REALLOTMENTS OF MAY AND OF JUNE 1968)

State	Revised allotment ¹	Amount released for reallotment	Amount reallotted ²	Final allotment fiscal year, 1968	
				Total	Maximum for administrative costs ³
Total 55 "States"	\$10,022,000	\$227,725	\$227,725	\$10,022,000	\$1,388,130
Alabama	172,378			172,378	25,000
Alaska	102,224		2,331	104,555	25,000
Arizona	131,288		3,348	134,636	25,000
Arkansas	160,367		4,079	164,446	25,000
California	532,331		16,072	548,403	54,840
Colorado	149,735	9,245		140,490	25,000
Connecticut	175,323		4,581	179,904	25,000
Delaware	114,567		2,616	117,183	25,000
District of Columbia	123,072		2,887	125,959	25,000
Florida	305,340			305,340	30,534
Georgia	182,400		5,082	187,482	25,000
Hawaii	113,541		2,602	116,143	25,000
Idaho	116,255			116,255	25,000
Illinois	385,232		11,315	396,547	39,655
Indiana	218,480	218,480			
Iowa	195,558		5,231	200,789	25,000
Kansas	172,122		4,472	176,594	25,000
Kentucky	187,033		4,960	191,993	25,000
Louisiana	175,323		4,581	179,904	25,000
Maine	133,728		3,226	136,954	25,000
Maryland	174,223		4,526	178,749	25,000
Massachusetts	264,795		7,440	272,235	27,224
Michigan	293,560		8,361	301,921	30,192
Minnesota	197,433		5,610	203,043	25,000
Mississippi					
Missouri	244,583		6,816	251,399	25,140
Montana	122,021		2,846	124,867	25,000
Nebraska	144,317			144,317	25,000
Nevada	95,850			95,850	25,000
New Hampshire	119,262			119,262	25,000
New Jersey	274,424		7,765	282,189	28,219
New Mexico	115,253		2,805	118,058	25,000
New York	602,619		18,321	620,940	62,094
North Carolina	200,862		5,380	206,242	25,000
North Dakota	120,946		2,819	123,765	25,000
Ohio	358,568		10,462	369,030	36,903
Oklahoma	176,374		4,608	180,982	25,000
Oregon	159,315		4,052	163,367	25,000
Pennsylvania	422,550		12,535	435,085	43,508
Rhode Island	124,273		3,104	127,377	25,000
South Carolina	149,735		3,754	153,489	25,000
South Dakota	120,264			120,264	25,000
Tennessee	195,534		5,217	200,751	25,000
Texas	338,381		9,825	348,206	34,821
Utah	123,072		2,873	125,945	25,000
Vermont	111,244		2,656	113,900	25,000
Virginia	182,400		5,068	187,468	25,000
Washington	183,582		4,865	188,717	25,000
West Virginia	152,912		3,849	156,761	25,000
Wisconsin	211,464			211,464	25,000
Wyoming					
American Samoa					
Guam					
Puerto Rico	145,507		3,632	149,139	25,000
Virgin Islands	50,110		1,153	51,263	25,000

¹ Original allotment revised by reallotment of May 1968 (see state letter of May 7, 1968).

² Computed under the formula for allotments in sec. 302 of the act but adjusted to cover only the 41 States requesting additional funds.

³ 10 percent of the final allotment or \$25,000, whichever is larger, except that the maximum administrative costs allowed on the original allotment is not reduced for a State which releases a portion of its funds for reallotment.

STATE ALLOTMENTS FOR FISCAL YEAR 1969 UNDER TITLE III OF THE OLDER AMERICANS ACT

State	Persons 65+, July 1, 1966 ¹		Percent distribution for allotments ²	Allotment for fiscal year 1969 ³	
	Number	Percent distribution		T ⁴	Maximum for administrative costs ⁴
Total, 55 "States".....	18,628,000	100.00	100.00	\$16,000,000	\$1,773,920
Alabama.....	289,000	1.55	1.72	275,200	27,520
Alaska.....	7,000	.04	1.02	163,200	25,000
Arizona.....	125,000	.67	1.31	209,600	25,000
Arkansas.....	211,000	1.13	.52	243,200	25,000
California.....	1,612,000	8.65	5.02	803,200	80,320
Colorado.....	172,000	.92	1.43	228,800	25,000
Connecticut.....	269,000	1.44	1.67	267,200	26,720
Delaware.....	40,000	.21	1.10	176,000	25,000
District of Columbia.....	71,000	.38	1.18	188,800	25,000
Florida.....	759,000	4.07	2.89	462,400	46,240
Georgia.....	328,000	1.76	1.82	291,200	29,120
Hawaii.....	38,000	.20	1.09	174,400	25,000
Idaho.....	64,000	.34	1.16	185,600	25,000
Illinois.....	1,057,000	5.67	3.64	582,400	58,240
Indiana.....	471,000	2.53	2.18	348,800	34,880
Iowa.....	345,000	1.85	1.86	297,600	29,760
Kansas.....	257,000	1.38	1.64	262,400	26,240
Kentucky.....	313,000	1.68	1.78	284,800	28,480
Louisiana.....	270,000	1.45	1.67	267,200	26,720
Maine.....	111,000	.60	1.28	204,800	25,000
Maryland.....	263,000	1.41	1.66	265,600	26,560
Massachusetts.....	603,000	3.24	2.51	401,600	40,160
Michigan.....	711,000	3.82	2.78	444,800	44,480
Minnesota.....	390,000	2.09	1.97	315,200	31,520
Mississippi.....	204,000	1.10	1.51	241,600	25,000
Missouri.....	530,000	2.85	2.32	371,200	37,120
Montana.....	67,000	.36	1.17	187,200	25,000
Nebraska.....	176,000	.94	1.44	230,400	25,000
Nevada.....	25,000	.13	1.06	169,600	25,000
New Hampshire.....	74,000	.40	1.19	190,400	25,000
New Jersey.....	641,000	3.44	2.60	416,000	41,600
New Mexico.....	62,000	.33	1.15	184,000	25,000
New York.....	1,875,000	10.07	5.68	908,800	90,880
North Carolina.....	363,000	1.95	1.91	305,600	30,560
North Dakota.....	63,000	.34	1.16	185,600	25,000
Ohio.....	956,000	5.13	3.39	542,400	54,240
Oklahoma.....	272,000	1.46	1.68	268,800	26,880
Oregon.....	208,000	1.12	1.52	243,200	25,000
Pennsylvania.....	1,199,000	6.44	3.99	638,400	63,840
Rhode Island.....	97,000	.52	1.24	198,400	25,000
South Carolina.....	173,000	.93	1.43	228,800	25,000
South Dakota.....	78,000	.42	1.20	192,000	25,000
Tennessee.....	343,000	1.84	1.86	297,600	29,760
Texas.....	883,000	4.74	3.20	512,000	51,200
Utah.....	70,000	.38	1.18	188,800	25,000
Vermont.....	45,000	.24	1.11	177,600	25,000
Virginia.....	327,000	1.76	1.82	299,200	29,120
Washington.....	302,000	1.62	9.75	280,000	28,000
West Virginia.....	183,000	.98	1.46	233,600	25,000
Wisconsin.....	445,000	2.39	2.11	337,600	33,760
Wyoming.....	29,000	.16	1.07	171,200	25,000
American Samoa.....	1,000	.01	.50	80,000	25,000
Guam.....	1,000	.01	.50	80,000	25,000
Puerto Rico.....	158,000	.85	1.40	224,000	25,000
Virgin Islands.....	2,000	.01	.50	80,000	25,000

¹ Estimates for the 50 States and the District of Columbia from the Census Bureau's Current Population Reports, series P-25, No. 384, Feb. 13, 1968; estimates for the remaining "States" supplied by the Census Bureau.

² Computed under sec. 302 of the act providing for allotment of: (1) one-half of 1 percent of the total appropriated under sec. 301 to American Samoa, Guam, and the Virgin Islands, and 1 percent to each of the remaining 52 "States" (for a total of 53.5 percent of the appropriation); and (2) an additional amount to each "State" equal to its proportion of the total 65+ population in the 55 "States" applied to the remaining 46.5 percent of the appropriation.

³ Based on assumption that the Congress will appropriate the total amount in the budget request.

⁴ Computed under sec. 304 of the act providing for 10 percent of the allotment or \$25,000, whichever is larger.

Mr. STEIGER. Will the chairman yield?

Mr. BRADENAS. Of course.

Mr. STEIGER. May I also ask if there is an update of what I think is included in the hearings of last year, available as to the amounts used by each State for administration, that is, the 10 percent of \$25,000.

Miss SWITZER. Yes.

(The information follows:)

TITLE III RESOURCES UTILIZED FOR STATE AGENCY OPERATIONS

	Fiscal year 1968	Fiscal year 1969
Total.....	\$916, 724. 53	\$1, 095, 348
Alabama.....		
Alaska.....	3, 601. 34	16, 427
Arizona.....	618. 70	10, 435
Arkansas.....	16, 000. 00	16, 000
California.....	54, 840. 00	80, 320
Colorado.....	16, 864. 55	25, 500
Connecticut.....	21, 200. 00	26, 720
Delaware.....	15, 000. 00	21, 750
District of Columbia.....	25, 000. 00	25, 000
Florida.....	29, 586. 00	30, 000
Georgia.....	20, 780. 00	29, 120
Hawaii.....	20, 176. 22	22, 390
Idaho.....	848. 67	14, 394
Illinois.....	26, 017. 39	30, 000
Indiana.....		
Iowa.....	22, 000. 00	29, 760
Kansas.....	9, 187. 81	10, 301
Kentucky.....	11, 527. 55	25, 000
Louisiana.....	25, 000. 00	26, 720
Maine.....	10, 514. 78	20, 000
Maryland.....	15, 000. 00	25, 000
Massachusetts.....	25, 155. 00	40, 160
Michigan.....	25, 000. 00	44, 480
Minnesota.....	25, 000. 00	31, 520
Mississippi.....		15, 000
Missouri.....	21, 382. 57	37, 120
Montana.....	10, 881. 00	12, 550
Nebraska.....	11, 470. 25	16, 500
Nevada.....	8, 237. 00	9, 750
New Hampshire.....	2, 345. 33	18, 151
New Jersey.....	28, 219. 00	41, 600
New Mexico.....	22, 500. 00	25, 000
New York.....	53, 570. 00	90, 800
North Carolina.....	9, 805. 00	30, 560
North Dakota.....	5, 465. 00	7, 500
Ohio.....	36, 903. 00	54, 240
Oklahoma.....	19, 296. 00	24, 340
Oregon.....	19, 000. 00	22, 400
Pennsylvania.....	42, 255. 00	63, 840
Rhode Isl and.....	24, 593. 37	25, 000
South Carolina.....	19, 400. 00	25, 000
South Dakota.....	4, 189. 00	5, 040
Tennessee.....	15, 000. 00	25, 000
Texas.....	24, 855. 76	50, 000
Utah.....	17, 798. 00	20, 491
Vermont.....	12, 165. 52	15, 000
Virginia.....	22, 836. 00	27, 385
Washington.....	17, 005. 12	22, 887
West Virginia.....	7, 917. 52	25, 000
Wisconsin.....	25, 000. 00	33, 760
Wyoming.....		
Guam.....		
Puerto Rico.....	15, 000. 00	25, 000
Virgin Islands.....	746. 50	25, 000
Samoa.....		

Mr. BRADEMAS. Another point I would like to raise has to do with the difference in the volunteer programs contemplated under the administration bill and the RSVP program contained in the bill introduced by Mr. Reid and myself.

Under our bill the administration on the aging would be authorized to organize volunteer programs in which older persons of any economic level, rich, poor, middle, would be encouraged to contribute their volunteer services.

But as I understand it under the administration proposal such persons would be able to provide their volunteer services only as foster grandparents or senior companions.

I believe you made the same point in your earlier observation, that our bill was in this respect broader than the administration proposal.

What I therefore would now ask you, Miss Switzer, is what is the rationale for limiting the role that might be played by, let us say, a retired professional man or executive in giving his talents to the community?

Why the limitations?

Miss SWITZER. The present foster grandparent program happens to be directed at the lower, marginal income family, and the senior companion might be less so but would still be primarily directed there.

But it seems to me that a broad volunteer program would have to include everyone, and should. It would be a desirable mix, as a matter of fact, to have all community levels of life represented.

It was our hope, since the foster grandparent program started out primarily as a part of the Office of Economic Opportunity's thrust, that it would be, by its very nature and sponsorship, directed more at the poor, less at other parts of the community, and that it would provide for what might amount to a stipend or a grant of money which would make it possible for people to participate in the program.

It seems to me that the addition to this, the new section that we suggested, need not be that restricted, that the senior companion, or call it what you will, could be broader, a broader kind of volunteer effort.

It couldn't be, because of the money restrictions around it, what your bill would call for, but it could be a broader effort and it could be organized in various ways.

It could have people in it that didn't have to have a dime to go anywhere. Maybe they would have their own car. Or it could pay the carfare of people. It could go all the way from that to the foster grandparent program.

But to answer your question specifically, I think if you are going to have a broad-spectrum volunteer program, there is no question in my mind yours is the concept that ought to be adopted.

The reason the administration hasn't yet adopted it is largely budgetary.

Mr. BRADEMAS. I understand. Well, I appreciate that very much, and I am sure Mr. Reid does as well.

Just two other quick questions.

Could you give us any comment on the administration's posture with respect to the area-wide programs, area-wide model projects, that our bill suggests in section 305, where the Secretary is authorized to make grants or contracts to and with State agencies to pay up to 75 percent of the cost of developing and operating statewide, regional or metropolitan or other area-wide projects for carrying out title III projects?

Is the objection on the part of the administration on this proposal principally budgetary as well?

Miss SWITZER. Yes.

Mr. BRADEMAS. But the concept is not one that you find objectionable?

Miss SWITZER. The concept is one that I think would be generally approved.

Mr. BRADEMAS. The last question that I would ask you, Miss Switzer, has to do with the role of the Administration on Aging.

In the report to our committee when the Older Americans Act was first enacted in 1965 is to be found the following statement: "The Administration on Aging headed by a Commissioner appointed by the President subject to confirmation by the Senate would have equal

status with the Social Security and Welfare Administrations. Thus, the older population people would be meaningfully represented in the upper echelons of the Federal Government."

At the present time, AOA has been placed within the Social and Rehabilitation Service which places it, if I correctly understand the table of organization of the Department, two steps removed from the Secretary.

Fortunately, Mary Switzer is running the Service, but would this kind of administrative arrangement be consistent with the intention of Congress in stating that the Administration on the Aging should be coequal with the Social Security and Welfare Administrations?

Miss Switzer. Well, I suppose we would have to say if you took an organizational chart approach it would not, but I think you have to also take into consideration what running a Department like HEW involves for the Secretary.

The Secretary no longer, really, can have the wide span of control that he had even when the Social and Rehabilitation Service was established. Other units lost some of their sovereignty in a sense, if you call it losing sovereignty, by having a person more directly in contact with the Secretary than the Commissioner is.

It is a matter of balance, it seems to me. It is a matter of the conscientious pursuit of the objectives of the mission of the organization by the head of the Social and Rehabilitation Service and by the Commissioner on Aging.

It ought to be possible to say, and I would be the one to have to say it, I guess, that the Administration on Aging ought to gain in terms of substance from other parts of the social and rehabilitation services programs more than it loses in the fictional, and many times it is fictional, direct access to the Secretary.

Direct access to the Secretary can be a myth. When the Secretary is busy and has a wide range of responsibilities, it very well may be that a person is really without a rudder if he cannot get to him, if he has to depend upon him for final decision.

I feel that the Administration on Aging has gained from the relationships which have been developed in the Social and Rehabilitation Service. While I am sure this wasn't the intent of Congress because I know very well what was the intent of Congress at that time, that intent isn't a frozen thing either.

We have to accommodate ourselves to changing times and changing ways. I would hope that we could prove that the presence of the Administration on Aging in the Social and Rehabilitation Service has lost it nothing in the year and a half it has been part of our family.

I think that for a person who has the ability to exert leadership, as the former Commissioner did and as the incoming Commissioner will, this is their mission. With the coordinative influence and effort that has to be put forth by the official charged with the total responsibility for administering all of the programs, they have the easy job, really, the fun job, the job that brings them out and gives them the opportunity to dramatize the program, backing it with the enthusiasm and excitement that always accompanies this kind of promotion.

Having held such a position myself in the Office of Vocational Rehabilitation, and having had to give that up in favor of this larger administrative responsibility, I can say that an individual who cares

very much about programing and whose talents seem to lie in the way of promoting program and all of that, suffers from the inability to concentrate in one area.

I think the Administration on Aging and some of the other units in the office are very lucky not to have to spend a lot of their time and energy struggling with the bureaucratic problems that have now been given to the Administrator to struggle with.

Mr. BRADEMAs. Thank you very much.

Mr. MEEDS.

Mr. MEEDS. Thank you, Mr. Chairman.

First of all, I would like to apologize to the witness, the chairman and members of the committee, for being late and not having had the opportunity to hear the testimony as I wished to.

Secondly, I would like to comment the very able Administrator, and a very fine human being, Mary Switzer, who has testified, to commend her on the testimony, which I have read.

Having said that, let me say, as one of the original sponsors of the Older Americans Act, that I have been greatly enthused at the aspiration contained in the original Older Americans Act, and I have been disappointed in the funds which have been made available to carry out those aspirations.

I am not blaming you people at all. It is primarily our fault.

I can recall upon passage of the act, and upon many of us going to our congressional districts and telling the older Americans the dynamic new things were going to do with this act, and then the failure to follow through with those, primarily, again, because of the lack of funding.

May I just ask what you think, Miss Switzer, would be necessary to really begin to fill this aspiration gap that I feel has been created in terms of funding?

Do you think we are anywhere near it with our authorization?

Miss SWITZER. I think your bill is nearer to it than the administration bill. I will say that. And I think that probably your bill contains about as much as the program could absorb in the timespan that the bill calls for.

I think you are absolutely right, however, and I have often discussed this with the former Commissioner on Aging. The program came into being in a tight budget stringency era.

A new program, especially, needs to be able to move along as fast as the momentum can carry it. I am sure that those who were forced to make it bear its share of the budget stringency in years gone by, as in the present year, have not done it with enthusiasm, or willingly.

I think you are quite right that in the ability to really mount a program the money is important but I think the commitment is more important.

I think one of the great reasons why Rehabilitation was able to make the progress that it made during the years when it got its first great boost was because year after year the Congress was willing, the administration was willing, to live up to what Congress said it would do if the States acted.

I think this kind of momentum is absolutely essential in a program like this to get it going. I think if we can get to that point, we would see all the difference.

Mr. MEEDS. Thank you, Miss Switzer.

Thank you, Mr. Chairman.

Mr. BRADEMAs. I find myself, Miss Switzer, in an unusual position, unless Mr. Reid has any further questions to ask.

Mr. REID. I wish to say that I do welcome Miss Switzer's support.

In general, Miss Switzer, do you favor the priorities in the Brademas-Reid bill if the budgetary problems can be resolved?

Miss SWITZER. Yes; I do, very much.

Mr. REID. Are there any areas where you are concerned, or where you would wish to amend?

Miss SWITZER. I think you brought up one or two that I think we have to enrich for the record, so to speak.

(Some of these points are covered in inserts supplied for the record.)

Miss SWITZER. Who brought up the question of the construction? I don't think we could do that even under your bill.

Mr. REID. Construction?

Mr. BRADEMAs. If my colleague will yield, I raised the question, Miss Switzer, that had been brought to the attention of Mr. Reid and me by some persons interested in this legislation, suggesting the possibility of authorizing the construction of multipurpose centers for older citizens.

I think I made the observation that authority for such a purpose was not contained either in the administration bill or in our bill, but I only raised it to get the judgment of Miss Switzer on the problem.

Is that what you were talking about?

Miss SWITZER. Yes.

Mr. REID. Then in summation, the concept, you think, in general, makes sense. It is a question of whether we can get the budgetary support.

Miss SWITZER. Yes.

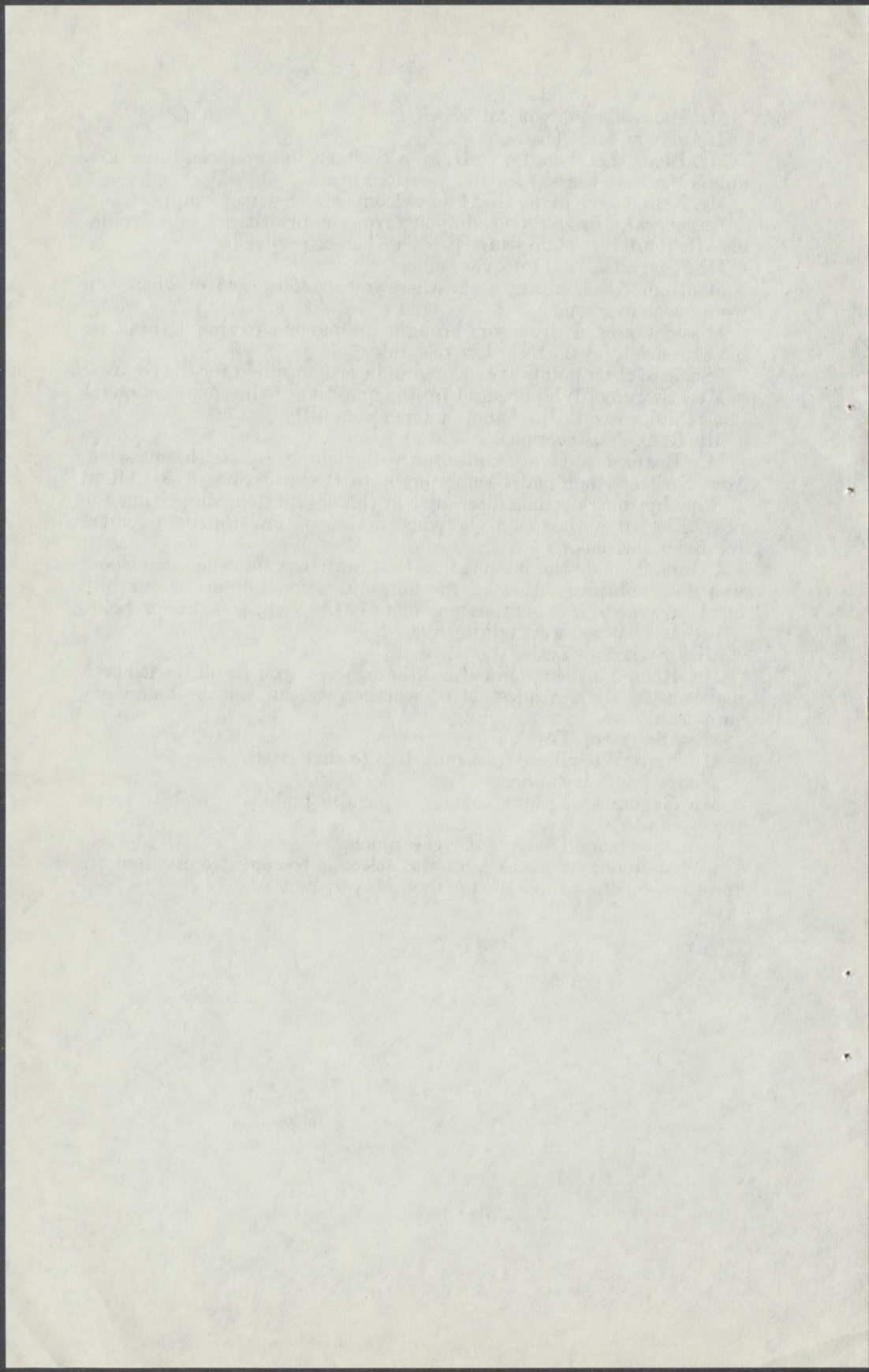
Mr. REID. We will address ourselves to that later.

Thank you very much.

Mr. BRADEMAs. I think that is a splendid point at which to recess the committee.

Miss SWITZER. Thank you very much.

(Whereupon, at 11:15 a.m. the select subcommittee recessed, to reconvene at 9:45 a.m., Wednesday, May 7, 1969.)



OLDER AMERICANS ACT AMENDMENTS OF 1969

WEDNESDAY, MAY 7, 1969

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

The select subcommittee met at 10 a.m., pursuant to recess, in room 2257, Rayburn House Office Building, Hon. John Brademas (chairman of the select committee) presiding.

Present: Representatives Brademas, Mink, Reid, Steiger, Collins, and Landgrebe.

Staff members present: Jack G. Duncan, subcommittee counsel, Marty LaVor, minority research assistant, Nancy Neilen, clerk, and Arlene Horowitz, staff assistant.

Mr. BRADEMAS. The subcommittee will come to order.

Today the Select Subcommittee on Education will continue its hearings on several bills to amend the Older Americans Act. We will be taking testimony today and tomorrow from a number of distinguished witnesses, most of whom will be speaking for organizations interested in the problems of older citizens.

The subcommittee is particularly pleased to welcome our first witness, our distinguished colleague, the gentleman from Florida, Mr. Pepper. Claude Pepper needs no introduction to the members of this committee, of course, but he also, I dare say, needs no introduction to anyone present here today.

There are few Americans who have dedicated so much of their time and energy helping meet the needs of our senior citizens as the distinguished gentleman from Florida. As the author of one of the bills which would amend the Older Americans Act, Mr. Pepper will, I am sure, be able to give us very valuable counsel in our deliberations.

Mr. Pepper, we are very pleased to have you. Please proceed in any way you wish.

STATEMENT OF HON. CLAUDE D. PEPPER, A U.S. REPRESENTATIVE FROM THE 11TH DISTRICT OF THE STATE OF FLORIDA

Mr. PEPPER. Mr. Chairman and members of the committee, I thank you very much for your kind words of introduction and also for the privilege of being here. I commend this distinguished committee for undertaking these hearings and seeking to do more to serve, I think, one of the most deserving segments of our citizenship, the senior citizens of our country.

Mr. Chairman, earlier this year I introduced legislation which will extend and expand the programs authorized by the Older Americans Act of 1965 which, like many of you, I supported at the time of their

adoption. As you know, this act makes possible a program of grants to States and local communities for the development and operation of projects which provides services to older people. The Older Americans Act of 1965 represents a milestone in legislation on behalf of Older Americans by setting forth a firm commitment on the part of the Congress and governments at all levels to help secure new opportunities for our older citizens so they may live out their lives with dignity and honor. The programs established under the Older Americans Act have produced meaningful and practical benefits for older people. I urge this subcommittee to give its full support to measures which will continue the efforts begun by States and communities to improve the lives of older Americans.

May I interpolate from my statement to say that we are gratified that older people are not expected today to go to the poorhouse, as they did in the days when I was a boy, in so many communities of America or to sit in the corner and smoke a pipe, sit off and be neglected.

I think we all recognize that we have far to go to give the opportunities for useful employment and delightful enjoyment which the senior citizens of this country, I believe, are entitled to have.

I believe, however, that we must go beyond the present programs and provide additional opportunities for the elderly in the communities in which they live. I have, therefore, introduced a bill, H.R. 8304, to amend the Older Americans Act of 1965 to provide for the establishment of a National Community Senior Service Corps and to authorize a special grant program for the planning, construction, and operation of senior citizen activity centers.

There are today in every community across the country community needs which are not being met—in hospitals, schools, day care centers, and a variety of other facilities and programs which provide services to people. Yet there are at the same time among our retired citizens thousands of trained and highly skilled individuals capable of contributing their talents, abilities, experience, and energies to the community, except for the lack of adequate arrangements for utilizing this wealth of untapped manpower. Many older people would welcome the opportunity to make a meaningful contribution to community life but are often, instead, forced into unwanted inactivity.

A National Community Senior Service Corps would utilize the talents of older Americans to meet many of the needs in communities which will otherwise go unsatisfied. My bill would provide for the support of local projects in the public interest which employed the skills of older people in public service projects. None of the persons utilized in these programs would displace employed workers, nor would they impair existing contracts for services. Older people could provide services in connection with school lunch and health programs, child care centers, vocational and classroom training, home health care, and a variety of other public service programs.

My bill also provides for the authorization of a special grant program to provide for the construction and operation of senior citizen activity centers. Senior centers, some of which have been operated by pioneering communities for a number of years, represent the most significant and promising new instrumentality yet devised to meet the many and varied needs of older people. A center facility, adequately

staffed and effectively operated, permits older people themselves to develop programs which explore their interests and provide new opportunities for self-improvement. Centers can provide intellectual and recreational stimulation, offer private, personal counseling, provide referral services, and offer information about other services available to the elderly in their communities.

Funds currently authorized under the Older Americans Act may not be used for the construction of these facilities, nor can funds be used for major renovation of structures suitable for center programs. Yet States recognize the need for centers and center programs. Over one-third of the funds now available to the States under title III of the act go for the planning and operation of center programs where facilities are available. I believe, therefore, that a separate authorization of funds specifically for center programs should be enacted to include moneys for the construction of centers where necessary. Many communities, anxious to begin a center program and to use such a facility as the focus of an aging program, simply do not have the resources with which to begin. My bill would provide the "seed" money to enable communities to begin developing these programs.

Mr. Chairman and members of the committee, as you know, my interest in programs on behalf of our older population has been long and continuing. I am satisfied to see that the programs made possible by the Older Americans Act are reaching older people right in their own communities, where these programs can benefit these Americans the most. I believe that this bill can do much toward sustaining the momentum—started under the Older Americans Act—toward the new day dawning for those who have helped to make our Nation what it is. To sustain this momentum is not only our solemn duty, but also is one of our most challenging responsibilities.

As the learned chairman would no doubt want to do, I would refer to Browning:

Grow old along with me!
The best is yet to be,
The last of life, for which the first was made.

I hope that this committee can make its own distinctive contribution in making that dream come rapidly true for so many Americans who so richly deserve it.

Thank you.

Mr. BRADEMAs. Thank you very much, Mr. Pepper, for a splendid statement.

Mrs. Mink?

Mrs. MINK. I want to join the chairman in commending you, Senator, for your wonderful statement. I agree with you wholeheartedly that if our programs for senior citizens are really to be as meaningful and productive as I am sure the Congress has intended that somehow ways must be found for providing the centers for the citizens to meet and and to conduct their programs.

In your statement you mention that your bill provided seed money. Would you explain how your bill accomplishes this without going into the provisions of the total funding for construction?

Mr. PEPPER. If the distinguished lady would look on page 7 of my bill, section 701, if you have a copy available there, I say:

There is authorized to be appropriated for the fiscal year ending June 30, 1969, and each of the next four years, the sum of \$10,000,000 for grants to States for paying part of the costs of constructing and equipping new centers or for expansion of existing centers providing recreational and other leisure-time activities and information, counseling, and referral services for older persons and assisting such persons in providing volunteer community or civil services.

It was contemplated that that which is relatively small we could work out an arrangement with the States so that I do not know whether we would have a uniform formula because there is a formula also provided here as to how the money should be apportioned among the States.

This is in section 702.

* * * each State shall receive an allotment which bears the same ratio to such amount as the population aged sixty-two or over in such States bears to the population aged sixty-two or over in all the States, as determined by the Secretary * * *.

Now, it would be that proportion available to each State and then I imagine that our Secretary would like to negotiate as it were with the States and try to get them to put up as much money as possible or the communities and the Federal Government would use those funds to participate in the construction of these centers and to stimulate the States and the local community to do a larger share than they are doing in constructing and renovating.

Mrs. MINK. Your bill does not contemplate a specific matching formula?

Mr. PEPPER. It only allocates that amount, a proportionate share.

The allotment of any State under the preceding sentence which is less than 1 per centum of the total of the allotments to all the States under such sentence shall be increased to 1 per centum of such total, the amounts required for this purpose being derived by proportionately reducing the allotments of each of the remaining States under such sentence, but with such adjustments as may be necessary to prevent the allotment of any of such remaining States from being thereby reduced to less than 1 per centum of such total.

(b) The allotment of any State under subsection (a) shall be available for payment of 60 per centum of the costs of any project (or such lower percentage of such costs as the State may request for such project) for construction in such State of centers described in section 701, but only if such State has a State plan approved under title III.

And so on.

Naturally, the Secretary would try to encourage the States to contribute as much as we could get them to contribute. We could go up to 60 percent of the cost.

Mrs. MINK. Mr. Chairman, one of my communities in the State of Hawaii has a senior citizen center and also an operating nonprofit corporation for the conduct of the programs, and so forth.

Recognizing one of the central purposes of the Older Americans Act, specifically title III, is to encourage community participation in the development of these programs, I find that the community organization which has been set up to run this center is hampered by the fact that Internal Revenue will not consider private contributions to the organizations as being deductible contributions on the individual or corporate tax returns.

Consequently, one of the real barriers in getting individual citizens and businesses and corporations to contribute to the operations of the center and renovations of the center is the failure of our total governmental effort to be placed in support of an act of this kind.

I wondered if you have any comments on that problem, if you have encountered any in your State.

Mr. PEPPER. I am glad the able gentlewoman mentioned that subject. Of course we are engaged now in reviewing whether we should review the total deductible contribution which a taxpayer may make, and I am thoroughly in favor of that being limited to a reasonable amount, but within the permissible percentage of a charitable deduction that may be made deductible. I think this ought to be in one of the eligible categories of contributions and, I think it might well be that we should draw that to the attention, in an appropriate form, to the Ways and Means Committee in the nature of an amendment to the Internal Revenue Act, that a contribution of a taxpayer toward the development of a community center for senior citizens pursuant to a State plan approved by the Federal Government would be a deductible subject of contribution within the overall limitations of deductibility.

Mrs. MINK. I would even go one step further to say that in keeping with our overall purpose of encouraging citizen participation in programs which the Federal Government has established as its policy, whether it be in the Older Americans Act or the poverty program or education, wherever a private citizen or a business contributes to the purposes as established or set forth by Federal legislation, then the private contributions toward such effort ought to be deductible on the return.

I am not singling out older Americans.

Mr. PEPPER. Within the overall limits of the total amount that may be deducted. I agree. I think it should be just as much deductible as any other contribution to a charitable or religious purpose. I am glad the able lady brought that up.

Mrs. MINK. I thank the gentleman for his response.

Mr. BRADEMAs. Mr. Landgrebe?

Mr. LANDGREBE. I don't think I am familiar enough with this program to ask my very good friend any questions at this time. I will defer to a little later.

Mr. BRADEMAs. Mr. Collins?

Mr. COLLINS. No questions.

Mr. BRADEMAs. Mr. Steiger?

Mr. STEIGER. No questions, Mr. Chairman.

It is good to have Mr. Pepper before us.

Mr. PEPPER. Thank you, happy to be here.

Mr. BRADEMAs. Mr. Reid?

Mr. REID. I am very happy to have a chance to listen to the testimony of the distinguished gentleman from Florida. It is literate, articulate, and is always a pleasure to have you here.

Mr. PEPPER. Thank you.

Mr. BRADEMAs. I just have one question, Mr. Pepper, and that is with respect to your proposed Senior Service Corps. In a bill introduced by the gentleman from New York, Mr. Reid, and myself, we have proposed something along the same lines; perhaps not quite the same. Our bill would establish a retired senior volunteer program, the purpose of which would be to encourage older citizens to engage themselves in community service activities on a volunteer basis, to be reimbursed for expenses, and the persons who would be employed as volunteers would not come solely from the category of the poor. Could

you tell us, Mr. Pepper, what kinds of persons would you contemplate would be employed in your own proposed Senior Service Corps, whether you would pay them, and what types of services they would engage in?

Mr. PEPPER. I thank you, Mr. Chairman, for the inquiry. My bill contemplates that the primary objective would be to give these people employment. That does not necessarily mean compensated employment; it means meaningful employment, satisfying employment. Now, there are some people who have intellectual interests which are such that if they are idle, they can well employ themselves with reading or contemplation or travel or something else. A lot of people who have led busy lives all their lives, when they come to a sudden end of their compulsory employment that they had to go through to make a living they find themselves very unhappy because they do not know quite what to do with themselves.

We have so many of them. And in our State, of course, there are those who are able to participate in games who are well enough off to live comfortably; they go out in their boat, they can fish, they can play golf, but even they have their problems of employment. I see very many of them who are in some of our largest national enterprises, friends of mine, who belong to clubs that I belong to at home, and they are very unhappy in the middle of the week because a lot of their friends can't play golf with them—on the weekends they are more available—but they are sort of lonesome out there on Tuesday and Wednesday, as it were.

Now, those people are people who have a marvelous accumulation of experience. I think statistics clearly indicate that of all of our groups of citizens they are the most responsible, most dependable, you can count on them to do a job that they undertake to do.

My bill contemplates some of it would be voluntary work, give them a chance to do something. A little bit ago I was riding along in a golf cart with a friend of mine who had a lot of money. He said, "Claude, I have been wanting to talk to you. I just want to do something." He said, "I don't need any more money, I don't want to be on any more boards, I am on plenty of those right now, but I just don't have a feeling that I am contributing anything. I don't find any way to occupy myself."

Now, there is a fellow that just would be looking for something if he could find something that would be meaningful and give him a sense of contributing to his community, and the like.

On the other hand, there are some of them who would need to be compensated. They live on such a miserably little, the people who are dependent on social security, as you know. I do not like to speak so disparagingly of any part of my district, a lot of people actually do not get enough to eat because all they are living on is the minimum of social security benefits, \$55 a month or \$70 or something like that. They have to forego necessities even for the mildest satisfaction of pleasure. People like that would need to be compensated, it would give

them an opportunity to earn a little additional income as well as to have a sense that they are participating in and contributing to their community.

Now, I went the other evening to see former Senator Harry Kain, whom some of you may remember. He is president of the senior service centers of Dade County where Miami is located. I went to a dinner and spoke at this dinner the other evening, and they have got seven of these senior centers over Dade County. They have been built by local HUD funds, the local communities, largely. They are partially sustained by our Community Chest, United Fund, and other voluntary organizations contribute to them. But it was thrilling to see some of these beautiful centers where they get warm meals at a low price and there is a certain measure of recreation. The activities of these centers are gradually being expanded. It is thrilling to see the satisfaction that so many of these senior citizens derive from participating in these centers.

Yet, altogether they could accommodate only about 4,000 people, and we have a population in Dade County of about a million and a quarter people and about 11 percent of them are senior citizens.

So you can see how relatively inadequately we are providing at the present time for these people. In some of our most congested areas, like South Beach, which some of you are familiar with, where we have the largest concentration of senior citizens, we have only the barest of these facilities, and so we have a great need.

To answer your question, Mr. Chairman, it would contemplate voluntary participation and at the same time fairly compensated services of these people.

Mr. BRADEMAs. Thank you again very much, Mr. Pepper, for your comments. We appreciate them.

Mr. Reid?

Mr. REID. I would just say to the gentleman from Florida we, too, are very anxious to see if we can get a volunteer program.

There are a great many people that have some of their most useful years ahead of them. We are considering at the very least to make sure that there would be compensation for expenses, carfare and the like, which I think is what is basically needed.

Mr. PEPPER. If you will just permit a personal reference, I am 68 years old and I imagine how utterly miserable I would be if I were not doing something. There are so many people who would like to have the same satisfaction of participating in some activity.

Mr. REID. The gentleman is one of the youngest Members of Congress.

Mr. BRADEMAs. Thank you, Mr. Pepper, for appearing before this subcommittee.

Another distinguished colleague from the State of Florida has asked to make a statement regarding this legislation, and at this point in the proceedings we will hear from the Honorable Charles E. Bennett.

**STATEMENT OF HON. CHARLES E. BENNETT, A REPRESENTATIVE
IN CONGRESS FROM THE STATE OF FLORIDA**

Mr. Chairman, I deeply appreciate this opportunity to appear before the committee hearing testimony to amend the Older Americans Act of 1965. I have a bill, H.R. 948, 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 H.R. 948, and in the 89th Congress sponsored similar legislation, which passed the Senate.

I have had a longtime 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 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, of 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 H.R. 948 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 lives. I know of one such person who will not personally benefit from the National Community Senior Service Corps, but who most probably will use it, if adopted, for others and 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 92 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 a large part of Miss White's involvement for over three-quarters of a century.

The 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. She recently 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 Sam Rayburn served as Speaker of the U.S. House of Representatives, he was 79. 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.

(The text of H.R. 948 referred to follows:)

91ST CONGRESS
1ST SESSION

H. R. 948

IN THE HOUSE OF REPRESENTATIVES

JANUARY 3, 1969

Mr. BENNETT introduced the following bill; which was referred to the Committee on Education and Labor

A BILL

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

- 1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*
3 That the Older Americans Act of 1965 is amended by re-
4 designating title VI as title VII and sections 601, 602, and
5 603 as sections 701, 702, and 703, respectively, and by
6 adding after title V a new title as follows:

I

1 "TITLE VI—OLDER AMERICANS COMMUNITY
2 SERVICE PROGRAM

3 "STATEMENT OF FINDINGS AND PURPOSE

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

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

10 "(2) that certain grave consequences of such en-
11 forced idleness are impaired morale and physical, men-
12 tal, and psychological health among members of this age
13 group who are forced to endure the frustration, feeling
14 of futility, and loss of self-respect;

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

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

25 "(5) that individuals aged sixty or over are capable

1 and qualified to perform services which would meet
2 many of those needs and that there is an important
3 potential national asset in the talents, abilities, experi-
4 ence, training, and energy of Americans in that age
5 group who have been forced into unwanted inactivity;
6 and

7 “(6) that providing this age group with opportuni-
8 ties for service will better their morale, will benefit their
9 physical, mental, and psychological health, can, in many
10 cases, provide them with needed income supplementa-
11 tion, and will be a means of providing services needed
12 by all age groups which are not now being provided.

13 “DEVELOPMENT OF PROGRAMS

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

19 “(b) The Secretary’s functions under this title shall be
20 carried out through the Commissioner.

21 “AUTHORIZATION FOR OLDER AMERICANS COMMUNITY
22 SERVICE PROGRAM

23 “SEC. 603. (a) The Secretary may enter into agree-
24 ments providing for the payment by him (subject to subsec-
25 tion (b)) of part or all of the cost of older Americans com-

1 munity service programs, approved by the State agency des-
2 ignated under title III, if he determines, in accordance with
3 such regulations as he may prescribe, that—

4 “(1) only individuals aged sixty and over will pro-
5 vide services in the program (except for administrative
6 purposes) and such services will be performed in the
7 community where such individuals reside or in nearby
8 communities either (A) on publicly owned and operated
9 facilities or projects, or (B) on local projects sponsored
10 by private nonprofit organizations (other than political
11 parties), other than projects involving the construction,
12 operation, or maintenance of so much of any facility
13 used or to be used for sectarian instruction or as a place
14 for religious worship;

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

18 “(3) the program will not result in the displace-
19 ment of employed workers or impair existing contracts
20 for services;

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

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

1 ice, which may be fixed by the sponsor of each individual
2 project, will be appropriate and reasonable, and except
3 in unusual circumstances no individual will receive pay-
4 ments in excess of \$1,500 per annum;

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

8 “(7) the program provides that the State agency
9 will administer or supervise its administration, will make
10 such reports to the Secretary, in such form and contain-
11 ing such information, as may reasonably be necessary to
12 enable him to perform his functions under this title, and
13 will keep such records and afford such access thereto as
14 the Secretary may find necessary to assure the correct-
15 ness and verification of such reports;

16 “(8) the program is closely coordinated with, wher-
17 ever appropriate, and makes the most efficient use of the
18 experience and programs of, the Department of Labor,
19 the Office of Economic Opportunity, and any other rele-
20 vant Federal and State programs; and

21 “(9) the program is developed, conducted, and ad-
22 ministered with maximum feasible participation of per-
23 sons who have attained sixty years of age.

24 “(b) The Secretary shall not pay, pursuant to an agree-
25 ment entered into under subsection (a), more than 90 per

1 centum of the cost of any program which is the subject of
2 such agreement out of funds which are appropriated for the
3 purpose of carrying out this title for any fiscal year which
4 begins after the fiscal year ending June 30, 1968. In de-
5 termining, for purposes of the preceding sentence, the cost
6 of any such program, the Secretary shall attribute fair mar-
7 ket value to services and facilities contributed to such pro-
8 gram from non-Federal sources.

9 "PARTICIPANTS IN OLDER AMERICANS COMMUNITY SERV-
10 ICE PROGRAMS ARE NOT FEDERAL EMPLOYEES

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

17 "EQUITABLE DISTRIBUTION OF ASSISTANCE

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

21 "PAYMENTS

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

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

3 "APPROPRIATIONS AUTHORIZED

4 "SEC. 607. There are authorized to be appropriated for
5 the fiscal year beginning July 1, 1969, \$9,000,000, and for
6 the fiscal year beginning July 1, 1970, \$15,000,000 to
7 carry out the provisions of this title."

Mr. BRADEMAS. Congressman Bennett, it has been a pleasure to hear your testimony. Thank you for appearing here today.

We will now hear the statement of our colleague, the Honorable John V. Tunney, of the State of California.

**STATEMENT OF HON. JOHN V. TUNNEY, A REPRESENTATIVE IN
CONGRESS FROM THE STATE OF CALIFORNIA**

Mr. CHAIRMAN. I appreciate having this opportunity to present my views on legislation which I have sponsored to amend the Older Americans Act of 1965 to provide for a National Community Senior Service Corps.

The number of older people in the United States today is equal to the combined population of 20 of our States. An American born in 1900 could expect to reach his 47th birthday; an American born today can expect to reach 70 years of age. The bill recognizes that millions of Americans over 60 are forced into idleness and inactivity by unemployment, compulsory retirement policies, or lack of opportunities for meaningful community service projects. Yet there are needs in every community 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.

Individuals over 60 are willing and able to meet these needs if given the opportunity. By enacting the Older Americans Act the Congress declared that it is the responsibility of governments at every level to assist senior citizens in achieving the full and free enjoyment of life.

The establishment of an older American community service program would further implement this congressional mandate. This program would authorize the Secretary of HEW to enter into agreements providing for the payment of the cost of older Americans community service programs approved by a State agency. The programs must utilize individuals 60 and over, be performed in or near their residence and contribute to a public interest or service that would not otherwise be provided. The program would include any necessary training of senior citizens required to insure the most effective use of their skills and talents.

This amendment, as well as the extension and expansion of the Older Americans Act would best allow our senior citizens to live out their later years in dignity and honor.

Mr. BRADEMAS. Thank you, Congressman Tunney for your fine statement.

The chairman would like to suggest that two of the remaining three witnesses come forth and each present his statement at this time, and then we can question both of them en bloc because they both have responsibilities in the same area.

Mr. Ronald L. Jensen, the executive director of the Advisory Commission on Aging, of the State of Nebraska; and Mr. Robert B. Robinson, president of the National Association of State Units on Aging, accompanied by Mr. Harry F. Walker, the executive director of the West Virginia Commission on Aging, and Roberta Brown, of the District of Columbia Welfare Department, Mr. Jensen, Mr. Robinson, Mr. Walker and Mrs. Brown.

STATEMENTS OF RONALD L. JENSEN, EXECUTIVE DIRECTOR, ADVISORY COMMISSION ON AGING, STATE OF NEBRASKA, AND ROBERT B. ROBINSON, PRESIDENT, NATIONAL ASSOCIATION OF STATE UNITS ON AGING; ACCOMPANIED BY HARRY F. WALKER, EXECUTIVE DIRECTOR, WEST VIRGINIA COMMISSION ON AGING, AND ROBERTA BROWN, OF THE DISTRICT OF COLUMBIA WELFARE DEPARTMENT

Mr. JENSEN. I would be pleased to summarize, Mr. Chairman, in the interest of time.

Mr. BRADEMAS. All right.

Mr. JENSEN. In appearing before you I represent my own State of Nebraska in a rather informal coalition of the States included in HEW region 6. Those are Minnesota, Iowa, Missouri, the two Dakotas, Nebraska, and Kansas. We have some things in common. Each of these States is fairly large geographically. Each of them has a smaller population base, smaller revenue base, and a proportionately larger number of senior citizens. It is difficult for us to support the kind of State agency that we feel is necessary to implement the original objectives of the Older Americans Act. I think that we have the confidence, as I look at my colleagues in the other States, the dedication, imagination, and initiative to do this job, but we do need additional resources. We need additional resources from our own State and we are going to need additional assistance from the Administration on Aging.

To me, the main thrust of the amendments which you are considering this morning are those measures designed to strengthen State units on aging. I refer to the revision of the administrative matching ratio from 50-50 to 75-25 which by requiring the States to maintain their same level of contribution would, in effect, double the resources available to our respective agencies.

Another point that I feel is very important—and I didn't have an opportunity to comment on this in my prepared statement because I had not been able to review the legislation introduced by yourself, Mr. Chairman, and Congressman Reid—that is the provision for a separate allocation for the support of State agencies on aging. I think this is highly important in that it gets away from this tradeoff psychology of administrative costs versus project grants. This is wrong because a viable State unit on aging should play a much broader role than just administering title III grants.

Now too often it has just been this, but it should be much more and with a separate allocation to support State agencies on aging admittedly for a broad range of funds and programs and activities we could get away from this idea that, well, when you spend a dollar for administration you are taking it out of the money available for project grants.

This is essentially what I had to say to you this morning. The State agencies must logically play the pivotal role in taking the original goals of the Older Americans Act and making them work on Main Street, making them a reality. To do this, if they need to be beefed up, strengthened, they need additional resources, this won't

do the whole job but I think it would bring us much closer to the attainment of the original objective of the legislation.

Mr. BRADEMAS. Thank you very much, Mr. Jensen.

Mr. Robinson?

Mr. ROBINSON. Yes; I would like to summarize, too, if it is the committee's pleasure, because it is a rather lengthy statement.

Mr. BRADEMAS. I would ask then that the statements of both witnesses be included in whole in the record.

(The prepared statements referred to follow:)

PREPARED STATEMENT OF RONALD L. JENSEN, EXECUTIVE DIRECTOR, STATE OF NEBRASKA ADVISORY COMMITTEE ON AGING, LINCOLN, NEBRASKA

Mr. Chairman, Members of the Subcommittee, my name is Ronald L. Jensen. I am the Executive Director of the State of Nebraska Advisory Committee on Aging. I might say that I am honored to have the opportunity to testify before this subcommittee which has done so much to strengthen programs and provide leadership in the broad field of aging.

In appearing before you today, I will confine my remarks concerning the proposed amendments to those provisions which are designed to strengthen state agencies on aging. In offering this testimony, I am representing not only my own agency but also a rather informal organization of the state units on aging included in the Department of Health, Education and Welfare Region VI. These states, in addition to Nebraska, are Missouri, Kansas, Iowa, Minnesota, North Dakota and South Dakota.

In commenting on the amendments, it seems appropriate to note that there has been quite general agreement on the part of individuals involved in the field of aging that one of the basic keys to programming services to meet the needs of the elderly is a vigorous and effective unit on aging within the governmental framework of each of the several states. It is true that there have been some procedural differences of opinion on how to accomplish this objective, but there does seem to have been unanimity as to its desirability.

In order to effectively strengthen state agencies, the several states will need to allocate additional amounts of their own resources to the task and will also need significantly expanded federal assistance. I believe that these amendments by revising the matching ratio for state administrative funds from 50/50 to 75/25, by requiring the states to at the minimum maintain their present administrative expenditure levels, and by authorizing the Secretary to establish some very basic definitions of the role and function of a viable state unit on aging, would do much to accomplish the objective of strengthened state agencies. And I believe that the attainment of this objective is absolutely vital to the achievement of the original goals which Congress set forth in passing the Older Americans Act of 1965.

The old, like the poor, the disabled and the nonwhite, have in the past been too often neglected when priorities are determined and resources allocated at the state, as well as national level. Remedying this situation with respect to the elderly will not only require new and imaginative efforts on their behalf, but also focusing the attention and concern of those responsible for many of our existing social, health, and employment programs on the plight of the aged.

I would submit that the pivotal role in this process must of logic be assigned to state government. But the states, like the cities, are attempting to respond to many needs and are going to need assistance from the broader revenue base and additional resources of the Federal Government, if they are going to assume anything approaching a leadership role in forging a more meaningful existence for the Older American.

If I may use my own state of Nebraska as an example, we have a 65 and over population of about 180,000 persons. At thirteen percent of our total population, this represents the third largest proportional number of older persons in any state. We are outranked, incidentally, by Florida and Iowa . . . in that order.

In an unpublished estimate, the U.S. Census Bureau has determined that our state's over 65 age group is growing almost four times as fast as our total population. Obviously, we face a serious problem in attempting to provide our senior citizens with the services and the opportunities to be of service which a lifetime of labor deserves.

At the same time, we are a small state, and meeting this challenge promises to severely tax our treasure as well as our imagination. For instance, my own staff consists of myself, a grant management officer employed on a part-time basis, and a secretary. This may seem like an incredibly small operation, but I would remind you again that I represent a state with a total population of something less than 1.4 million people. When Nebraska's staffing pattern is compared to other states on a per capita basis, it comes very close to striking the average. Nevertheless, we are saddled with the task of attempting to carry out the many and desirable functions of an effective state agency on aging with a professional and clerical staff of two and one-half persons. When one compares the task set before us by our own state legislature and the Congress, with the resources available to us for accomplishing that task, the situation would be almost laughable . . . if we were not talking about solving some very grave human problems.

For the coming biennium we have asked our legislature's appropriations committee to double the amount of state funds available for our agency. I do not yet know the fate of that request, but my hopefulness is somewhat tempered by the knowledge that our agency's request must, of necessity, compete with all the activities and problems across the entire fabric of Nebraska State Government. And even were our request honored in its entirety, it would still not provide resources sufficient to do a complete and comprehensive job of bringing the efforts of other, larger state agencies to bear on the needs of the elderly.

It appears to me, and this is a personal opinion, that there is some inequity in the current administrative matching ratio for the Older Americans Act when it is compared to other federal programs in the area of health, education, and social service. One can point to a number of state agencies receiving matching funds on a 75/25 or 90/10 basis; or in a number of cases, 100 percent federal funding. I would be the first to admit that the states have displayed some reluctance to undertake their full obligations with respect to the programs of the Older Americans Act. But at the same time, I would question why the states should be expected to carry a proportionately larger share of these obligations than with other federally assisted programs of this type.

Finally, I believe that while programs and services designed specifically and exclusively for the elderly are necessary and desirable, older people will not assume their full and rightful place in the economic and social life of this nation unless and until that role is somehow assured and protected in all of our efforts designed to meet human needs. Doing this will require in each of the states a strong and effective entity ready and willing to undertake an advocacy role on behalf of the elderly. That objective is as valid today as it was in 1965, and the provisions of these amendments would bring us measurably closer to its attainment.

PREPARED STATEMENT OF ROBERT B. ROBINSON, PRESIDENT OF THE NATIONAL ASSOCIATION OF STATE UNITS ON AGING

Mr. Chairman and members of the Select Committee, my name is Robert B. Robinson. I am the Director of the Division of Services for the Aging in the Colorado Department of Social Services, and also Director of the Colorado Commission on the Aging. I appreciate this opportunity to appear today as the President of the National Association of State Units on Aging.

The Association (NASUA) is composed of State Executives who are charged with the responsibility of carrying out the purposes of title III of the Older Americans Act and the Chairman or their representative of the State Commissions, Councils or Committees on Aging. Forty-two of the forty-eight States with approved State plans, the District of Columbia, Puerto Rico and the Virgin Islands are members of NASUA.

I have not had time to contact all of the State Executives or Commissioners, but I have polled the Executive Board of the association and several of the individual members. What I have to say represents the Board's viewpoints, and I am certain the overwhelming majority of the membership is in agreement.

We endorse and support H.R. 10767. The principles behind the Older Americans Act of 1965 were to develop programs which would assist older people in our country to live more satisfactory and worthwhile later years. In order to meet these objectives, the States and local public and private nonprofit organizations were asked to work together as a team in cooperation with the Administration on Aging in providing a network of services and programs which would meet the needs of older people.

Through the Administration on Aging the States were given the tools to implement the intent of the Congress. It is our responsibility at the State level to carry out the program and this we have done. Now four years later, we face a crisis. Will this program continue as the strong viable one that all of us saw as desirable or will it become fragmented and fade away?

As a State Executive I can say much has been accomplished, yet there is still much more to be done. We must move forward—not backward. With the reduction in the appropriation to \$13,000,000 in fiscal year 1970, we appear to be taking a backward step. This should not be allowed to happen. The increase proposed in H.R. 10767 will reverse the process and will aid the States to increase staff so they may more effectively cope with the day-to-day problems which arise.

Last year this Subcommittee heard testimony from Mrs. Eone Harger then President of the Association to the effect that the State agencies on aging need strengthening. This is still true today. Many States operate their programs for older people with three or less professionals. The paper work required to keep track of the expenditures of public funds, Federal, State and local seems unending. This is proper because we have a responsibility to the taxpayer and the governments to make certain public funds are used for the intended purpose and not wasted. At the same time, provisions must be made so that State staffs can devote more of their time to the total program for the aging in their States.

No program designed to help people will be effective unless there are qualified persons available for the job. This year, universities like Michigan, Southern California and Minnesota are turning out their first students who have been majoring in gerontology. These courses were made possible by grants through title V of the Older Americans Act. Without sufficient funds this type of support will be lacking and we may see a slowdown in courses which focus on the problems and needs of older people.

The addition of a fourth year of grant support is desirable for most of the title III projects. We support the concept that each project should be carefully evaluated before receiving another year's support. A flexible national standard or criteria should be developed so worthwhile projects can be continued. The term "flexible" has been added because of the many different factors which have to be taken into account in setting a standard which can be applied nationally.

What might be very worthwhile in one State or community might not even be appropriate in another section of the country. For example, one of our best title III projects is in a rural area where there is only one older person for each 56 square miles. Our Transportation and Friendly Visitor project in South Routt County has proven to be of tremendous value to the older people in a mountainous area. This project has three facets: transportation to and from a major community which is more than thirty miles from some of the isolated participants in the program; friendly visitors who regularly call on the older persons living far off the beaten path, many in homesteads they built themselves when this part of Colorado was truly a new frontier; and a telephone reassurance service which reaches those who are unaccessible because of geographic or climatic conditions. In this area a multi-purpose senior center, complete with professional staff and open 5 to 7 days a week, would be impractical. The project as it now stands is only possible because of the enthusiasm of its Director and the volunteers who provide the services.

Projects such as this one should not be allowed to fall by the wayside.

In some cases, three years is too short a time for a potentially worthwhile project to always prove itself to the community. Despite all of the assistance rendered by the Regional Staff of the Administration on Aging, by the State staffs and by concerned individuals in the community, new problems arise and additional time is often needed to make the program effective. An important phase in the first few years is the need to change the attitudes of the public in general and in many cases those older persons who should be participating in the programs. A project which does not have the support of the participants and the community will not succeed; however, given enough time and with the proper emphasis, this support can be developed.

One other factor we must take into consideration is the capability of the community to pick up any program and carry it forward. Many projects which have been developed are in depressed areas where the need is the greatest and the community resources are the least. How long continuing support of worthwhile projects should be considered is a subject that the Committee and the Administration might well consider.

The provision for statewide planning, coordination and evaluation of programs and activities under criteria established by the Secretary is good. This we have seen as one of our major functions, but because of limited staffs have not accomplished in all cases. We recognize it will increase the load on the already overburdened staffs of the State agencies, but it does point out again the necessity of increasing the State administrative funds. With new university trained personnel coming into the field, the State agencies will be better able to absorb them when adequate administrative funds are available.

The requirement that States maintain the same level of support as in the fiscal year ending June 30, 1969, is valid and necessary. Should more Federal funds become available, some States with limited resources might otherwise consider cutting back on their support. This would, of course, defeat the purpose of these amendments.

The separation of State grant funds and funds for Administration is desirable. This will assure that State agencies will not be pressured into taking from either area funds which should be used for grants or Administration.

The addition of the Trust Territory of the Pacific Islands is worthwhile if a viable program can be developed in the islands. We hope that programs will also be started in Guam and American Samoa. Wherever there are older people we know there is a need.

We strongly support the change in matching ratio to 75 per centum Federal funds and 25 per centum State funds. This will assist the States with less resources to add additional professional and other staff so they can provide a comparable level of services to those States with greater resources. It will help the smaller States retain competent personnel and reduce the turnover caused by the individual's desire to improve his own position. Some States have already lost valuable employees to other fields because of the lack of funds to properly reimburse them for their skills, knowledge and ability. This will also increase the funds needed to effectively carry through the planning, coordinating, evaluating and implementing role of the State agencies.

The addition of a new section authorizing the Secretary to make grants to or contracts with State agencies for the development and operation of statewide, regional, metropolitan area, county, city or other areawide projects is worthwhile. This would give State agencies more flexibility in developing programs and at the same time strengthen their position as the focal point within the State for aging programs. It will give them the opportunity to coordinate with other State organizations in the implementation of programs which might include two or more political jurisdictions. It will certainly provide a more unified approach in helping to resolve some of the problems of older people in metropolitan areas. It will strengthen planning on a statewide basis and increase the potential for the development of worthwhile projects for a greater number of older people. The separate authorization for funds for this areawide concept of model projects makes it feasible for State agencies to either assume the responsibilities itself or to contract with an eligible organization. The contract arrangement will still give the State agency the necessary administrative and supervisory control to assure that the objectives of the Act and the purposes designated by the Secretary are carried out.

The changes in titles IV and V appear to be basically for the purpose of clarifying the functions of these two sections within the Administration on Aging, and we find no fault with them.

State Executives have not had an adequate opportunity to review and consider in depth the implications of Part A of the National Older Americans Volunteer Program. The concept of volunteers being reimbursed for only out-of-pocket expenses was discussed during the Association's State Executive Workshop last summer. Based on those discussions and my contacts during the past few days, I am confident that nearly, if not all of the State Executives, are in support of the principle and concept set forth in this part of the amendment. Some of us will have difficulty in knowing just what can be included in "other out-of-pocket expenses incident to their services." Does this mean, for example, the provision of suitable attire so that the volunteer can participate in a program or perform a service? And who will make the determination of what an allowable expense is: the Administration on Aging, the State agency or the Project Director?

We are also concerned that with the trend towards earlier retirement, is the beginning age of sixty too restrictive?

We are in support of the placement of the Foster Grandparent Program within the Administration on Aging structure. The Administration has exercised super-

vision of the project since its inception and this has been one of the most effective programs yet developed.

We have one of the first such projects in Denver and it has demonstrated its value to the older people involved many times. It is heart warming to see the change that takes place—not only in the youngsters who are receiving the tender loving care but also the changes which become evident in the foster grandparents themselves. This program has given the foster grandparents an opportunity to prove to their satisfaction that they are needed and can remain useful members of society.

I would like to don my State hat for a moment and point out a problem that we have in Colorado with the income restrictions for participants in the program. The OEO income restrictions are so low that older couples in Colorado cannot participate, and one or two more cost of living raises in Colorado will force out all of the single participants. The amount of Colorado's pension is now \$128 a month or \$1,536 a year for a single person and \$3,072 for a couple. The OEO restriction is \$1,600 single or \$2,100 for a couple. We sincerely hope the Administration on Aging can look at this problem as it would be a shame to lose one of the projects because no one in our State over 65 could qualify.

With the Administration on Aging's concern being for all older people and not for just the economically deprived, there should be greater flexibility in setting the qualification requirements for the program.

We are in accord with the philosophy expressed in the Conditions of Grants and Contracts. Older persons in general do not want to compete with those in the regular work force or to displace those who need employment in order to maintain their families, but they do want their proper place in society. It is your and our responsibility to see they have an alternative of choices as to how they can spend their later years.

In summary, I can say that the National Association of State Units on Aging does support the principles contained in H.R. 10767. In actuality, we feel that all of the proposed legislation we have seen to date—Williams-Kennedy S. 268 and Mr. Hawkins H.R. 4580 and the Administration Bill—is in accord on philosophy. They differ only in the methods of meeting the objectives of the Older Americans Act.

We at the State level will provide the leadership if you will give us the tools to carry out the program.

Mr. ROBINSON. Right. We have asked Mr. Walker, the executive director from West Virginia, to come with us because he represents a little different State structure and Roberta Brown from the District of Columbia because she is within a welfare department and I, myself, within a department of social services as director of the division of services in Colorado within the department, and then also director of the Colorado Commission on Aging.

This way we felt that if the committee has any specific questions they might ask relative to the different operations within the States we would be well represented and could cover them for you.

We are here today, I think, to testify in support of your bill, the Brademas-Reid bill, H.R. 10767, almost in its entirety. We have a few questions that were raised in our own mind but we feel that the bill is good, it meets the original purposes of the Older Americans Act of 1965. We think it is necessary.

We were vitally concerned when the reduction was made by the administration to \$13 million. We feel this is an insufficient amount for the Administration on Aging and the State agencies on aging to carry on a worthwhile program. We look at that as a backward step, and I am delighted to see that in your bill this has been increased.

We are very concerned with the fourth year funding. I was interested to hear Miss Switzer's testimony yesterday where she gave the indication in the administration bill that we would probably be going more in the area of continuing support if and when standards were

established which would give States an opportunity to review each project and determine its worth.

As I have said in the statement, I indicated one of our projects in particular which is in a small rural area, it is a depressed area, a closed-down mining town to be exact, coal town. The only people left in the community are older people. The community itself cannot support a worthwhile project.

We have such a project there, it is meeting the needs of the older people, it is drawing national recognition and it is only carried on now because of the dedication of the director and because of the extreme interest of the volunteers.

I would like to mention that in practically all of our programs in Colorado we cannot operate them without volunteers. It is the volunteer that makes the program. If we can provide the volunteers, as you have provided the actual expenses incident to the job that they are to perform, then we feel this is very valuable. We hope and trust that there is a liberal interpretation on what you mean by out-of-pocket expenses and that it is not strictly 25 cents carfare one way and 50 cents for lunch if they are going to have a meal, but that you will be liberal in your interpretation and that the administration will be given that opportunity, too.

We agree with the proposals, as Mr. Jensen has said, for separation of State grant funds and funds for administration. Testimony yesterday brought out the fact that there was a possibility that political pressures or other pressures would be brought to bear in a State to take funds from either the State grant part or the administrative grant and use them in the other grants, and this is not good. We would like to see an idea supported by separate funds.

One of the major concerns that State agencies have is that good, valuable, competent employees are being developed within the agency and because of the lack of funds we don't always keep them. Competent people are being attracted to other positions in other disciplines and this to us is dangerous. We feel that the field is so new that we have to build up a reservoir of personnel who will be available to the State agencies; in order to keep them available they must be paid. Reduction in funds certainly won't pay to keep people on the staff.

The title IV and title V, as we saw it, was merely a housekeeping change and really is itself worth while and desirable and we see no problem with it. We support it. As you probably gather, we are in support of everything.

I would like for a moment to take my State hat and put it on and point out a problem that was touched on yesterday in testimony on the foster grandparents project. Under the OEO there are income restrictions on qualifications for older people to participate in this program. These income restrictions are, if I am correct, \$1,600 single and \$2,100 for a couple. In the State of Colorado we pay a guaranteed pension amount of up to \$128 a month for each individual in the family. Therefore, this gives an income of \$3,072 for a couple, automatically wiping either member of the couple out of the foster grandparent project. This we do not think is good. We hope the Administration on Aging would be given an opportunity to revise and take a good long look at the requirements and qualifications for foster grandparents.

In fact, the \$1,536 that a single person now receives is so close to the \$1,600 that one or two more cost-of-living raises in that State and we won't have a single person in the State of Colorado over 65 eligible to participate in a program like foster grandparents.

We feel that because of the administration's concern for all of the older people that this is an area that they can move in and possibly make changes, but I am sure that they are going to have to get direction from the Congress.

In summary, I would like to say that the National Association of State Units on Aging, which does represent 42 out of the 48 States which have approved State plans and three of the territories, including the District of Columbia, is in support and that I think I am speaking for all of them.

I had contact in the last 2 or 3 days with about 10 ranging from the larger States like New York and Pennsylvania to the extremely small States, and our State is very similar to Mr. Jensen's and we have 180,000 people over 65. I would like to make a brief comment on a couple of things that are concerning us which were not included in the testimony.

We are extremely concerned that the White House Conference on Aging has not been called. The States universally feel they need planning time to prepare for a good conference and that the delay in calling it is just knocking us out altogether.

I think we are available now for questions.

Mr. BRADEMAS. Thank you very much, gentlemen.

Mrs. Mink, we will ask you to begin the questions.

Mrs. MINK. Thank you, Mr. Chairman.

In your statement you mention the addition of a fourth year to the project support. Is it your position that only the addition of another year is sufficient?

Mr. ROBINSON. No. We would hope that this might lead to continued support in the project itself in the proposal, H.R. 10767. They do mention the fourth year and we felt we were testifying on that, but we would be supportive of the concept that some projects might need continued support.

Mrs. MINK. Now of the projects that have been funded until title III, how many clearly demonstrate an ability to be continued by the local community after the expiration date?

Mr. ROBINSON. If my figures—and I am trying to quote from what we heard yesterday, 407 projects will reach fourth year next year automatically, 187 will continue at the same or a higher rate of support by the local community 195 would probably continue but with a reduced effort because of the reduction in funds from the Federal sources, and 25 would not continue.

I would like to comment on this, if I may, and that is this is probably a very optimistic figure. At the same time, I would like to point to one project we started last year on a State grant program because in Colorado we do have State grants. Ours are limited to 1 year strictly as seed money to see if the project can go on. This project was picked up and continued by the community completely. I think that it is an indication if the community sees the need, sees the worth of the project that the community will step in, but many communities, though they may want to economically, cannot do it. It is not feasible.

Mrs. MINK. What is the ratio of local support in terms of dollars as against Federal dollars—

Mr. ROBINSON. Naturally, I am not prepared to answer that because I don't have the information.

Mrs. MINK. Are there such statistics available in the national association office?

Mr. ROBINSON. No; but I am sure—we have no office; I am the office. I am sure that within the Administration on Aging they would have this information for you.

Mr. STEIGER. Would the lady yield?

Are you talking about the dollar figures?

Mrs. MINK. The ratio, whether it is 2 to 1, or if it is even.

Mr. STEIGER. It is descending, 75 percent, 60 percent, 50 percent.

Mrs. MINK. No; I meant in terms of local support for the projects. As I understand title III it is only a seed concept where the Federal Government provides funds in the hope that the local community through increasing support demonstrates its willingness after several years to assume the entire cost of the project. I would, therefore, assume that as the years roll by the community is putting in extra dollars over and beyond what they might have been required to, and so my question was, is there such a demonstrated increase of support on the part of the local community in the projects that have gone 3 years?

Mr. STEIGER. If my colleague will yield further, it seems to me at minimum each local community in the third year puts up 50 percent of the cost of a particular project. I suspect at least in the cases, those in my district funded by the Older Americans Act, they are putting up more dollars than the straight 50 percent would require, not by a great deal, but in fact a greater share than 50 percent.

Mrs. MINK. I was just interested to know whether there was any such curve available because—I think it is true in my State that the participation has been quite admirable on the part of our communities to provide local support in terms of private contributions, aside from governmental support. I was hopeful that the national association would have these supportive figures.

Thank you, Mr. Chairman.

Mr. BRADEMAs. Mr. Reid?

Mr. REID. I would like to thank Mr. Robinson for his testimony and ask about one point that he raised. He expressed the hope that out-of-pocket expenses would be construed in the liberal sense.

What do you think should be covered in that kind of expense?

Mr. ROBINSON. Well, I think that, as we have heard, older people would need—if they are going to volunteer—an opportunity to appear in the position they are volunteering into, if you follow me, in a dignified manner. And an older person of limited income needs additional clothing, could conceivably need glasses to perform the job, might need teeth, or work on teeth, might need a multitude of things, might need heavier clothing. Say he is going to volunteer in a project which will take youngsters or others out for camping trips or up in the mountains, or so on, on hikes, nature trail, and so on, a heavy set of boots which in normal circumstances he would not need. As you can probably see, I am getting extremely liberal, but I would rather go to the extreme than to pinpoint it to something very narrow.

Mr. REID. I think our intention is to cover legitimate expenses incident to some serving in a voluntary way. It would seem to me that some of the items you mentioned would be appropriate.

How extensive do you think a volunteer program of this might be given reasonable interpretation of it? I personally feel there are a great many senior citizens who would like to volunteer and put themselves in a number of areas and have been held back by a lack of opportunity and by incidental costs of one kind or another.

Mr. ROBINSON. This is where we run into the difficulty nationally because each State is different. Each geographic area is different. In the metropolitan center area we have about 50 percent of the older people in the State of Colorado. There we could get intensive participation. We go out into the rural areas where maybe we have one older person for 50 square miles, the volunteer program would probably not be effective at all.

Mr. REID. How many do you have in foster grandparents?

Mr. ROBINSON. We have 76 in. We have a waiting list of 200 potential foster grandparents who would love to be in the program, who need to be in the program, but can't be because of lack of funds.

Mr. REID. How many might you involve in a volunteer program such as we have discussed?

Mr. ROBINSON. I think, using the foster grandparent 200 backlog, even though we were not paying a stipend we would probably involve 50 percent of them, and we would draw on others who don't want to work.

Mr. REID. What I was wondering, in addition to foster grandparents, if you had this additional volunteer program covering legitimate expenses, how many people, roughly, might be interested in the Denver area in participating in such a program?

Mr. ROBINSON. Sir, I think it would run into the hundreds because of the interest and the volunteerism that are in the federation of organizations of older people and the other activities in the community. I am certain that we could involve hundreds. In other parts of the State it might be minimal.

Mr. REID. But you think, in a nutshell, it could be a significant national program?

Mr. ROBINSON. I think it can be. I am speaking for myself now, not as president of the association. It is a tough hat to wear sometimes.

Mr. REID. I understand. Thank you.

Thank you, Mr. Chairman.

Mr. BRADEMAs. Mr. Steiger?

Mr. STEIGER. Thank you, Mr. Chairman.

There are a number of points which both of you have raised. No. 1, you are both saying that the provisions in the bill that is before the committee at this point which provides for an increase in the State agency support will be of real value to the State agencies giving you the resources to do a better job.

Mr. ROBINSON. Yes.

Mr. STEIGER. Is there any question about that?

Mr. JENSEN. I think you would find unanimity among the State executives on that point.

Mr. STEIGER. How much does the State of Nebraska now receive for administration?

Mr. JENSEN. From AOA?

Mr. STEIGER. Yes.

Mr. JENSEN. This year will expend \$16,000 in AOA, the administrative funds and the like amount from State general funds.

Mr. STEIGER. What about in Colorado?

Mr. JENSEN. We are at the maximum, \$25,000; AOA, \$25,000 State funds with an additional State grant funds of \$25,000.

Mr. STEIGER. So in your case you really are now \$75,000: \$50,000 from the State and \$25,000 from the Federal?

Mr. JENSEN. Not really, because the \$25,000 is committed for State grants, not for administration, and we are not permitted to use any part of that for administration.

Mr. STEIGER. In your testimony, on page 2, Mr. Robinson, may I simply say to you that I think as one who is sympathetic to the Older Americans Act and has been a supporter of it, while it is true that 10767 provides an authorization of \$20 million for that section, that is not an increase over the appropriation request of the Nixon administration nor is it any guarantee that the Appropriations Committee or the Congress, will in fact, increase the request of the Nixon administration.

Mr. ROBINSON. Unfortunately, we are aware of it but I prefer to be optimistic.

Mr. STEIGER. In this sense, I can only say to you that there does need to be a tempering in the optimism. I think the funds are extremely tight, not just in this program but in some the programs that have been before this subcommittee.

On page 3 you get into the question of the fourth year grant. As you know, the administration bill goes further than that and would provide that there would be a removal of the present 3-year limitation with the maximum Federal share continuing at 50 percent with no reimposition of a limitation. Does this perhaps more appropriately meet what you have suggested in your statement needs to be done?

Mr. ROBINSON. I believe so; yes, sir.

Mr. STEIGER. That is the provision that you would support given the fact particularly, it seems to me the State agency would be the determining agency in whether or not to continue that support at a level community.

Mr. ROBINSON. When this statement was written, of course, we had not seen the administration bill, but I think in this area we would be happy to go back to the 50 percent they recommend. We would be happy to go back to the State agency making the decision with no time limitation.

Mr. STEIGER. You were here yesterday for Miss Switzer's testimony so that there is a clear understanding that this is not to be used across the board?

Mr. ROBINSON. Yes. I think the fact that we say in our statement a flexible national standard of criteria should be developed would indicate that we expect some direction and guidance from the administration.

Mr. STEIGER. Mr. Jensen, do you want to comment on that?

Mr. JENSEN. Just that I think the fourth year should be extremely flexible. As the State executive you would not want to get locked into this or be subject to the kind of pressure in not responding for that

fourth year of support because not every project needs it, Congressman. I am sure there are those where it might tip the balance and bring in the kind of local support that would allow the thing to continue ad infinitum.

Mr. STEIGER. The administration proposal is that if they are not fourth, they could be fifth, sixth, seventh.

Mr. JENSEN. I am like Mr. Robinson, I had not had the opportunity to review that when I prepared my statement, but as long as the State could make the determination that would be permissible.

Mr. STEIGER. One of the provisions in the bill before the committee now is this new section to authorize grants or contracts on statewide regional projects. As I recall, that would be available not out of—I will ask the author of the bill.

Would that authorization come out of the present title III or would it be a separate authorization?

Mr. BRADEMAS. New and separate.

Mr. STEIGER. Then, lastly, can I ask for your comments on what is proposed in the volunteer program? I think there are a number of good things to commend that program. I am, however, somewhat concerned. The administration proposal which transfers foster grandparents says that that shall not take place unless either it has been offered to the State agency or the State agency has approved it if it is to go to someone else, a grant to another public organization. Is that a sound proposal in your judgment, to give the State agency that kind of responsibility?

Mr. ROBINSON. I think if you are looking to the State agencies to be the true focal point for programs in their State for aging that the State agencies must have this.

Mr. STEIGER. Would you recommend that the volunteer proposal be amended so that that kind of a provision would be included? It is not now.

Mr. ROBINSON. In 10767?

Mr. STEIGER. Yes.

Mr. ROBINSON. Yes; this would be one of our recommendations.

I think this is one of the problems that we as State executives have had nationally. In my State it has been no problem. I have had extremely good cooperation from everybody in the field. We are on board, we communicate, we have informal luncheons, we know what every other organization is doing. In some States, unfortunately, this has not always been true. I think the more strength that the State agency can be given, the better they are going to be able to carry out their jobs. We have had duplication nationally, I have been told, in some programs because agencies come in, organizations and others, and develop programs with the best of meanings, with full support there would be no difficulty but someone else, maybe a health department or some other agency, was working on the same type of project. We have had a duplication in meals on wheels or something of this type. Because of that, I think we must have knowledge of what is going on.

Mr. STEIGER. Well, I very much agree with you. I know in the State of Wisconsin there have been some questions that have been raised about programs that have been funded by other agencies or departments without reference to the State agency and yet in fact duplicate what the State agency was doing. So I appreciate your comment on that question.

You have raised the income problem. As you know, the foster grandparents program as it now is authorized by the Economic Opportunity Act provides that 90 percent of participants in the foster grandparents have to meet the income limitation. I would be somewhat concerned about changing those limits. I would, however, ask of you whether it would be in line with your thinking if one were to revise downward that 90-percent figure to what would be acceptable—80 percent, 75 percent, something like that, give it some flexibility for those who come close to that figure being able to participate in the foster grandparents program.

Mr. ROBINSON. Well, I think it would be an alternative that would be better than what we have now. I myself would like to see the income limitation lifted because I don't think that we are concerned only with the poor elderly in our programs, I think we are concerned with all of the older people in our States.

Mr. STEIGER. Yes, sir; I think that is true in every State. I don't dispute that. I think, however, one must be cognizant of what the purpose of the foster grandparents program was as it was proposed in the act and now as it is being transferred to the Administration on Aging.

When this subcommittee met last year on the Administration bill, there was quite a discussion about that question and, as I recall, Genevieve Blatt came up here and said, yes, they supported the transfer but were concerned that the focus not be lost; that is why I raise this question.

I think one might lose the focus if you lift the income limits and I am not prepared at this point to say if that is true.

Thank you, Mr. Chairman.

You have been very patient with me to take so long.

Mr. BRADEMAs. Mr. Collins?

Mr. COLLINS. I do not have anything.

Mr. BRADEMAs. I just have two or three quick questions, gentlemen.

Mr. JENSEN, you made a comment about your hope that in the State of Nebraska the State funds would be forthcoming double the amount of present State aid to your program for the aging. How much money do you get for aging programs from State moneys at this point?

Mr. JENSEN. For administration of our agency?

Mr. BRADEMAs. For administration of your agency and any projects that you have.

Mr. JENSEN. We don't have State grants for projects as Mr. Robinson's State does, so the funds that we get are to advance the administrative money that we get from AOA, and for this fiscal year that is \$16,000, so it gives us a total administrative budget of \$32,000.

Mr. BRADEMAs. Let me ask you a question at that point because I am one of the members of this committee who is always astonished about the speeches about States rights when so little is done by the States in the way of States responsibilities. I think you said in your testimony that in terms of percentage of population Nebraska is third in the Nation in the number of persons 65 and over, and yet you are saying that \$16,000 in Nebraska State money is put into the State aging operation.

Mr. JENSEN. That is right.

Mr. BRADEMAs. I should have thought it would be not unfair to describe that as a shameless and shocking statistic. Would you disagree with that description?

Mr. JENSEN. I better.

Mr. BRADEMAs. I find that absolutely foul.

Mr. JENSEN. Congressman, I commiserated a great deal over that myself, but I want to say this, when you take a look at that amount of money vis-a-vis the total population or even the number of total elderly persons and then take a look at the rest of the State, the ones I know, of the amount of money they are putting in for what we call staff work, we strike the average. So, you know, if you are going to make this condemnation, I would like to have it extended out.

Mr. BRADEMAs. I would not be at all adverse to extending it broadside to cover State governments generally. It seems to me fantastic that State governments, considering the importance of problems of the elderly, which we are certainly aware of here and of which local communities certainly are aware, that State governments should have been so extraordinarily unresponsive to the meeting of these problems. I do not think and I hope any of my colleagues here will disagree with me, that observation goes for Democratic State governments, Republican State governments, north, south, east, and west. I think it would be helpful if you could provide for the edification of the subcommittee from your own unusual vantage point information on the dollar amount of State moneys made available for aging programs both for administrative purposes, where appropriate for project purposes, and then some statistics on the percentage and numbers of the population in the respective States of persons 65 and over.

(The information requested follows:)

STATE MONEYS MADE AVAILABLE FOR AGING PROGRAMS

State	State funds for aging commission, fiscal year 1969	Population (thousands)	State expendi- tures per capita	65 plus population (thousands)	State expendi- tures per capita for 65 plus population
Alabama.....		3,450		294	
Alaska.....	\$25,000	272	\$0.095	7	\$3.57
Arizona.....	10,435	1,634	.006	127	.083
Arkansas.....	16,000	1,968	.008	214	.074
California.....	131,202	19,153	.007	1,643	.068
Colorado.....	27,000	1,975	.013	174	.159
Connecticut.....	34,560	2,925	.015	272	.121
Delaware.....	21,750	523	.048	40	.541
District of Columbia.....	30,321	809	.036	71	.425
Florida.....	30,000	5,995	.005	776	.037
Georgia.....	43,225	4,509	.009	334	.123
Hawaii.....	22,390	739	.033	40	.554
Idaho.....	14,394	699	.024	65	.224
Illinois.....	30,000	10,893	.003	1,098	.028
Indiana.....		5,000		476	
Iowa.....	29,760	2,753	.012	346	.082
Kansas.....	10,301	2,275	.001	259	.032
Kentucky.....	25,000	3,189	.008	316	.072
Louisiana.....	46,593	3,662	.012	278	.162
Maine.....	20,000	973	.025	111	.182
Maryland.....	55,899	3,682	.002	268	.202
Massachusetts.....	40,160	5,421	.007	603	.063
Michigan.....	66,465	8,589	.008	744	.086
Minnesota.....	35,000	3,582	.010	394	.083
Mississippi.....	15,000	2,348	.006	206	.075
Missouri.....	40,172	4,603	.008	548	.071
Montana.....	12,550	701	.015	67	.184
Nebraska.....	16,500	1,435	.012	177	.096
Nevada.....	9,750	444	.028	25	.390
New Hampshire.....	18,151	686	.024	74	.243
New Jersey.....	59,515	7,003	.008	650	.091
New Mexico.....	25,000	1,003	.024	64	.394
New York.....	172,936	18,336	.009	1,913	.097
North Carolina.....	42,038	5,029	.008	370	.111
North Dakota.....	7,500	639	.011	63	.115
Ohio.....	63,760	10,458	.006	973	.065
Oklahoma.....	24,340	2,495	.009	275	.082
Oregon.....	22,400	1,999	.012	210	.101
Pennsylvania.....	82,891	11,629	.007	1,208	.068
Rhode Island.....	31,328	900	.034	97	.328
South Carolina.....	26,836	2,599	.010	176	.154
South Dakota.....	5,040	674	.007	78	.064
Tennessee.....	45,000	3,892	.015	348	.123
Texas.....	50,000	10,869	.004	904	.054
Utah.....	20,491	1,024	.020	72	.283
Vermont.....	30,000	417	.078	45	.663
Virginia.....	27,385	4,536	.006	333	.087
Washington.....	22,887	3,087	.007	305	.062
West Virginia.....	36,500	1,789	.011	184	.192
Wisconsin.....	55,949	4,189	.013	449	.122
Wyoming.....		315		30	
Guam.....		(1)		(1)	
Puerto Rico.....	45,700	(1)		(1)	
Virgin Islands.....	25,000	(1)		(1)	
Average.....			.009		.096

¹ Information not readily available.

Then we could make some judgment on what kind of efforts are being made by State governments in the United States to respond to these problems. State governments seem to be able to find money for, you know, the highway programs, and a number of other problems of great importance.

Mr. JENSEN. Well, without coming to a head to head confrontation on this question, Congressman, it would be entirely unfair to say that is all that the State of Nebraska or Colorado or any other State is doing for the elderly. They run a program of State institutions, the public assistance, title 19, and the health department, of course, has many programs that serve the elderly. So I don't think you can pull that out and say that is all the State of Nebraska is doing for the

elderly. It happens that is all they are doing for the Commission on Aging and it is not enough.

Mr. BRADEMAS. I think your point is very well, sir, but I could make two other observations. One, a good many of the kinds of programs you just recited are, in large measure, funded with Federal dollars, they do not represent an enormous sensitivity on the part of State politicians in the State government to the problems of the elderly, but, rather, they represent an effort not to lose any of the Federal money for their States.

I am not quarreling with you, I am just observing that it seems to me this problem is so significant and so great in dimensions that we need to get help from the local communities, from the State governments and from the United States.

Mr. JENSEN. And I would agree.

Mr. STEIGER. If the Chairman would yield.

Mr. BRADEMAS. Yes; of course.

Mr. STEIGER. I might state that indictment of States and State governments about which the chairman and I have on occasion had discussions is one in which I will except the State of Wisconsin, with all humility, in large part because we have, for example, undertaken a most extensive tax relief program for the elderly. It was the first in the Nation and it is one that I sponsored in the Legislature, it is one about which I am very proud, and that is a State initiative in assisting older people in the State of Wisconsin. I think that to simply limit any view as to whether or not as far as in each of the States is concerned, is a narrow view, it is not a view which is fully consonant with all of the programs of which I am familiar throughout the Nation. So any information that we have, if we are going to have any meaningful information other than the State commissions on aging or across the board is to alter the programs carried out in the State.

Mr. BRADEMAS. I appreciate the remarks, gentlemen, and I am always glad to hear exceptions to the rule. I would be glad to make clear to the witnesses that really what I have in mind are State programs analogous to the Federal program that is under discussion here today. That is all I am talking about since we are not on the Ways and Means Committee and cannot get into taxes and all of these other clearly relevant matters.

I am also glad to hear you express your concern about the amount of money requested in the budget for \$13 million because I, too, share your view that it is not at all adequate, they spill that much over at the Defense Department on the way to work in the morning.

Well, I am very grateful to both of you as are other members of our subcommittee, and we appreciate your coming, gentlemen.

Our final witness scheduled this morning is Mr. David Jeffreys, director of national affairs of the National Retired Teachers' Association, and American Association of Retired Persons.

Mr. Jeffreys, would you like to come forward. You may wish to summarize your testimony and give members of the subcommittee a chance to question you.

Without objection, the entire text of your statement will be put in the record, if you wish.

STATEMENT OF DAVID JEFFREYS, DIRECTOR OF NATIONAL AFFAIRS, NATIONAL RETIRED TEACHERS ASSOCIATION, AMERICAN ASSOCIATION OF RETIRED PERSONS, ACCOMPANIED BY PETER HUGHES, LEGISLATIVE REPRESENTATIVE

Mr. JEFFREYS. Thank you, Mr. Chairman. I will be very pleased to do that.

I am accompanied by Peter Hughes, who is legislative representative on our staff in Washington.

I serve as a director of national affairs for the NRTA, and the AARP. I have had the privilege of working in the aging and retirement field for about 15 years including service on Secretary Fleming's staff prior to the 1961 White House Conference on Aging. Our associations' are voluntary membership organizations and at present we have a combined membership of just over 1,600,000 persons.

We are very grateful for this opportunity to continue our associations' very keen interest in and support of the Older Americans Act and to let the members of the committee know of our position on the legislation designed to extend, strengthen, and improve the act. Our interest in this legislation goes back to the White House Conference on Aging of 1961 in which we were very actively involved. At this conference, of course, there was a recommendation that there be an operating agency at the Federal level designed to deal directly with the problems of our old citizens. We supported this recommendation in our conventions in 1962 and 1964. We worked very closely with the late Senator Pat McNamara, and the late Representative John Fogarty in connection with the Older Americans Act.

Since the act was passed, we have given it our full support. We have continued to work not only at the Federal level but have done everything we could at the State level to strengthen the State commissions on aging. Many of our members serve on State commissions.

I am sorry that Mrs. Mink had to depart because in her own State of Hawaii one of our members served with distinction as the chairman of the State commission for a number of years. We have had local chapters operate demonstration programs in title III projects and we have worked with many other State programs. We also gave support to the extension and strengthening of the Older Americans Act in the last session of Congress when we supported the Senate bill 3677.

We feel today, that it is extremely vital that legislation be adopted to extend and strengthen the act, particularly since the authorization for the grant programs will expire on June 30—which is not very far away.

Specifically in regard to H.R. 10767, we are generally very much in support of the provisions of this proposed legislation. We feel that it will serve to strengthen and improve the act in a number of ways.

However, we want to keep in mind throughout, that the most important thing is to extend the act and the authorizations.

We were very much in favor of the title III provisions and the plan whereby the vast majority of money went directly into community programs with a minimum amount of money being used for State administration. We think this was good because it got programs going.

As Miss Switzer testified yesterday nearly a thousand of them have

been in operation but now we think the time is at hand when the States need to coordinate and consolidate their gains. We think that the States have been handicapped, that there is a lack of statewide planning and coordination and only a fair amount of interrelationship between some of the projects and programs at the State level. We think that this would be helped considerably if funds were available to the States for more comprehensive State planning. Also we believe that this would help bring about some imaginative, coordinated services at the State level.

We think the amendments suggested in the bill for title III would certainly strengthen the State agencies on aging.

We favor the proposal that the grant programs in title III be allowed to continue for a fourth year on a selective basis. We think that it would help bring about a better utilization of the Federal and State funds which have already been put into the programs. We would hope that a fourth year extension of these projects would enable the State agencies, with whatever help might be available from AOA, would do everything possible to aid local communities in developing a broad base of community support to continue their projects.

Mr. BRADEMAs. Could I ask you at just that point, Mr. Jeffreys, since you are on it, your comment on the fact that yesterday Miss Switzer noted that the administration bills would amend the act to allow title III projects to continue beyond the present 3-year limit at the discretion of State administrators rather than the Brademas-Reid bill which provides for 4 years, I do not know if you were aware of Miss Switzer's amendment, you may wish to address yourself to that other alternative.

Mr. JEFFREYS. I think our associations would support the concept that in selected instances it might be necessary to extend the program beyond the fourth year. Some of the title III projects are doing a good job in communities which are extremely short of resources which could be mobilized to take on a project even after a fourth year or a fifth year. So we certainly support the fourth year idea and can very well see that it might be necessary in selected instances, at the discretion of the States, to go beyond the fourth year.

We also support the amendments which would authorize the Secretary to enter into contracts with any agency in the research demonstration and training areas. We are very pleased with this. This section is of keen interest of our organizations. We are presently pledged to give our full support and encouragement to the Ethel Percy Andrus Memorial Gerontology Center located at the University of Southern California. This will be a memorial to our late founder and first president. We think that there is a great deal more which needs to be done in specialized training and research in the field of aging.

Mr. BRADEMAs. Does that observation apply also with respect to the areawide projects?

Mr. JEFFREYS. Yes, sir; it would. We would be very much in favor of the proposal for areawide projects.

On title VI we would give our most enthusiastic endorsement to the national older Americans volunteer program. We have been on record for a good many years, since before the White House Conference on Aging, as enthusiastically supporting service roles of older people. We think that the greatest untapped pool of talent and wisdom and energy

in this country is in the Nation's older people. Many times in the years past at conventions and at meetings of our legislative council we have endorsed this concept. We did so most recently at our AARP National Convention in Pittsburgh in 1968. At that time, incidentally, we had the pleasure of having one of your Members, Congressman Dent, as one of our featured speakers.

Many of our members, moreover, are following the associations' philosophy of the involvement of older people. Our members are involved in Foster Grandparents, Peace Corps, Score, Vista, Veterans' Administration volunteer service program, International Executive Service Corps, and many other community volunteer projects.

Congressman Steiger, I didn't realize that you were involved with the Homestead Tax Exemption Act when you were a member of the legislature in Wisconsin. Our chapters in Wisconsin did a great deal of work in helping older people learn about that program and in helping them fill out the forms and qualify for the exemption. This was done by our volunteers.

Another example of our involvement is the driver improvement program. Over the past 2 years about 500 of our volunteer instructors have helped to train more than 18,000 older people to become better and safer drivers. One of the most significant aspects of this program occurred just a few weeks ago, Mr. Brademas, in South Bend, when there was a Defensive Driving Week in which we were very pleased to participate.

We would however, like to suggest one minor change in the volunteer service portion of your bill. We would like to see the age limitation reduced to 55.

Incidentally, this happens to be the minimum age for membership in our associations. We feel that many of the early retirees are even more in need of involvement and meaningful activity at the community level than are some of the people of more advanced years.

We would assume that the administration would give strong support to this section of your bill because I think it would do a great deal to bring about what President Nixon referred to a number of times during the campaign. He used a phrase, "the small splendid efforts of volunteers at the local level; the kinds of programs that make the headlines in the local paper but might never make it into the New York Times or the Washington Post or Time or Newsweek Magazine."

We also feel that the continuation of the Foster Grandparents program is something we can give full endorsement to.

We know, Mr. Chairman, that your committee is considering a number of bills. We think the most important consideration is the continuation of and strengthening of the Older Americans Act. Our associations certainly feel that H.R. 10767 would accomplish our goals and your goals in the best possible manner.

Thank you.

Mr. BRADEMAS. Thank you very much, Mr. Jeffreys, for that splendid statement.

Mr. Reid?

Mr. REID. Thank you, Mr. Jeffreys.

I thought your testimony was pertinent and thoughtful.

I would like to ask you in light of your membership of 1,600,000, that figure plus, and your comment that you enthusiastically endorse the section of the bill the Chairman and I have introduced, title VI, retired service volunteer program, how many do you think might be interested in this concept nationally, given adequate compensation for appropriate expenses?

Mr. JEFFREYS. I think it could go beyond 1 million older people.

Mr. REID. I think that could be a very exciting program.

Mr. JEFFREYS. It is a very exciting program for our members and we see many, many opportunities to extend this kind of program, but it would help to have some kind of support at the Federal level, not only the moral support that we have been hearing from administration sources but some financial support as well to help get some of these things moving.

Mr. REID. We will endeavor to secure such support.

Thank you.

Mr. BRADEMAs. Just following Mr. Reid's question and your response with respect to some financial support, I will just make a rhetorical observation and ask you to comment. It seems to me, and that is why we wrote it into the bill, we have to have a certain amount of financial investment in order to make an RSVP-type program effective to provide for recruiting, publicity, and all the rest. Unless we are willing to make a rather modest investment in encouraging the kind of volunteers, that Mr. Nixon spoke about in that very perceptive phrase that you quoted of his, I should have thought that unless we are willing to make that modest financial investment we are just not going to be able to tap the potential resources up to the 1 million volunteers of which you speak, that it will only be a happy phrase used by campaigners in both political parties that rings well on the ear but does not really produce the outpouring of volunteers that I think all of us would like to see.

Would you disagree entirely with that?

Mr. JEFFREYS. I would not disagree at all. I would agree wholeheartedly. Just last Friday I had the pleasure of lunching with one of your constituents, Lester Fox, who conducts the project REAL in South Bend. I think a relatively small amount of money if it was made available to project REAL in South Bend would enable an imaginative and dedicated person like Les Fox to set up a really splendid volunteer program involving older people in South Bend.

Mr. BRADEMAs. I will, of course, be delighted to work with you on that one.

Mr. Steiger?

Mr. STEIGER. I have no questions, Mr. Chairman.

Mr. BRADEMAs. Mr. Collins?

Mr. COLLINS. I would like to ask something more about the age at which people would be involved in this program.

In your own group what is the membership breakdown, what age limits?

Mr. JEFFREYS. The membership of the association is open to any person who is 55 or over. Now, most of our members of course, are in the 65-plus category, having actually retired, but there is a trend toward more and more people retiring at an earlier age. Military retirees, civil retirees, union contracts getting a retirement age below 65,

there are lots of people in the 55 to 65 group who have just retired, many of them from lives of great activity and involvement in the community. I think that these are the people who might contribute a tremendous amount to a national volunteer effort if they were able to participate. The person who has just retired, after he spends 3 months fishing or rocking or whatever he thinks he is going to do in retirement, is very often the person who is most keenly interested in getting involved in a community program.

Mr. COLLINS. You do not think we might be losing some of our emphasis for the people that are over 65 by broadening it down to 55? You think it would be as effective with the senior citizens?

Mr. JEFFREYS. I think it would because the majority of people would still be the older persons, but I think we would be missing out on some of the most energetic and dynamic and interested volunteers if we left it at 60.

Mr. COLLINS. Do you think possibly they would want to take over the movement?

Mr. JEFFREYS. I don't think there would be any possibility of them taking over the movement. I don't think they are going to be that numerous. I would hate to see them being denied the opportunity of participating because of the age limitation.

Mr. COLLINS. I just hate to think of people 55 to 65 being considered the senior group.

Mr. JEFFREYS. The Labor Department refers to people 45 and over, I believe, as mature workers.

Mr. COLLINS. That is all, Mr. Chairman.

Mr. BRADEMAS. Thank you very much indeed, Mr. Jeffreys. We are very grateful to you for your statement.

The Chair would like to announce that the third and last day of hearings on this legislation will be tomorrow at 9:30 in this room. The witnesses will be Dr. Blue Carstensen, of Green Thumb; William Fitch of the National Council on Aging; William Bechill, who is the former Commissioner of the Commission on Aging; William Hutton of the National Council of Senior Citizens, and the Honorable Thomas Bradley, councilman of the city of Los Angeles.

(The prepared statement referred to follows:)

PREPARED STATEMENT OF DAVID JEFFREYS

Mr. Chairman, I am David Jeffreys, Director of National Affairs, for the NRTA-AARP. Our Associations have a combined national membership of more than one and one-half million older Americans. We are a non-profit, non-partisan organization of persons age 55 or over who believe that dignity, independence and purpose enable the older person to continue a life of meaningful activity, usefulness and service to others.

We appreciate this opportunity to continue the Associations' support of the Older Americans Act and inform your Committee of our position on legislation designed to extend, strengthen and improve the Act. The Older Americans Act, its spirit, purpose and intent, has had the fullest support of the membership of the NRTA and AARP. It began with the Associations' participation in the White House Conference on Aging, where creation of an operating agency at the federal level designed to deal directly with the problems of our older citizens was a major recommendation. It continued at our biennial Conventions held in 1962 and 1964 with the adoption of resolutions urging the implementation of that recommendation and supporting the efforts of the late Senator Pat McNamara and the late Representative John Fogarty in that direction. Upon passage of the 1965 Older Americans Act, the 1966 NRTA and AARP Conventions pledged the full support of the Associations in helping to promote the

Act throughout the Nation and in urging the states to create commissions on aging. Since that time, the Associations' membership and staff have diligently pursued the pledges of support. In several states, they have been among those responsible for the creation of state commissions on aging.

In a number of these states members of the Associations serve on state commissions and many more are active in local programs made possible under the Older Americans Act. Several AARP local chapters have operated demonstration programs under Title III grants. A number of others among the nearly 1500 local AARP chapters and retired teacher groups are participating in Title III programs.

Our Associations' support for the Act was further demonstrated during the last session of Congress, when we presented testimony before the Special Subcommittee on Aging of the Senate Committee on Labor and Public Welfare. In our statement, we urged the adoption of Senate Bill S. 3677, designed to strengthen and improve the Older Americans Act of 1965. We strongly urged that the proposed legislation be adopted so that the entire national program on aging would be at its strongest at both the federal and state levels in preparation for the White House Conference on Aging, scheduled for 1971. We feel that it is even more vital today that legislation be adopted at the earliest possible date to extend and strengthen the Act. For as we are all aware, the authorization of appropriations for the grant programs established by the Older Americans Act of 1965 expire on June 30 of this year. Keeping in mind the extension of the Act is of primary importance. I would like at this time to address my remarks specifically to the merits of the bill introduced by Mr. Brademas and co-sponsored by Mr. Reid, H.R. 10767.

The Associations are generally in support of the provisions of this proposed legislation and feel that it would serve to strengthen and improve the Act in several ways. The extension of the Act for three years coupled with the increase in authorization is, of course, as I stated previously, of primary importance to the Associations.

The Title III provisions of the Older Americans Act which place the primary emphasis on local planning, coordination, and demonstration projects had the fullest support of the Associations. We were in agreement with the initial concept that the maximum possible amount of federal money should go to communities for their programs, with the minimum amount of federal money being used for state administration. It was the grants to local communities which had the greatest impact on the problems of older persons. This was a wise provision as the program began and it has been effective in stimulating local action and development. However, the time has come when the states must be encouraged to consolidate and coordinate these many local gains.

During the latter part of May 1968, NRTA and AARP held meetings of Public Affairs Committees which are advisory to the National Board of Directors. These are fairly large Committees and geographically representative. Several members of these Committees serve on state commissions on aging and others are active in state programs. As they reported on local and state matters related to aging, it was evident that the lack of statewide planning and coordination was resulting in a number of local programs with little, if any, inter-relationship. This supports the observations made by our headquarters and field staffs as they have continued to be involved in state programs over the years. It was very evident that more comprehensive state planning would increase the effectiveness of Title III funds at the local level by eliminating the duplication of ineffective projects and by providing for imaginative, coordinated and related services throughout the state. The amendments to the Title III program as contained in this bill would strengthen the state agencies on aging and make this possible.

As national organizations who work closely with state units on aging for the betterment of older Americans, we see this as a considerable improvement in the Older Americans Act.

The amendment which would extend the duration of project support from 3 to 4 years seems most important. The ability to extend a project for the fourth year may mean saving state and federal monies already invested in project development should a crisis prevent full acceptance of the project by the state or community at the end of the third year. We feel that the state units on aging should have the authority to grant the fourth-year extension on projects on a selective basis. At the same time the state agencies should give every possible assistance in the development of a broad base of community support for further continuation of the projects.

The sections which authorize the Secretary to enter into contracts with any agency, organization or institution for training, research, study and the dissemination of information related to the purposes of the Act is a great move forward in strengthening the Act to provide services in the field of aging. NRTA-AARP are especially pleased with this provision since we have pledged our full support and encouragement to the Ethel Percy Andrus Memorial Gerontology Center located at the University of Southern California. The facility named for the founder of the Associations, the late Dr. Ethel Percy Andrus, will be engaged in scientific research and training in aging, similar to the types of programs outlined in the Amendment. We have felt for some time that such provisions for encouraging specialized training and research to deal with the problems of aging are of vital importance.

Title VI creating a "National Older Americans Volunteer Program" is one which the Associations can enthusiastically endorse. Both the NRTA and AARP have consistently urged service roles for older persons believing that older Americans have a great deal to contribute in experience, ability and concern for their fellow men.

In calling the 1962 NRTA-AARP Convention, the late Dr. Ethel Percy Andrus urged the membership to utilize the accumulation of judgment and skills the gift of time provided by retirement in "helping our communities build toward more beauty, less prejudice, better schools and a more sustained sense of public responsibility." On many occasions since the 1962 Convention, we have endorsed the concept of a national community service project for older citizens by resolutions adopted at subsequent conventions and by actions of our Legislative Council. Thousands and thousands of our members have followed the Associations' precepts of "independence, dignity and purpose" in serving in a wide variety of programs and projects, including the Foster Grandparent, Peace Corp, SCORE, VISTA, Veterans Administration Volunteer Service Program, International Executive Service Corps, and numerous community volunteer projects.

While we wholeheartedly support the intent of this proposal, which offers older persons a chance for meaningful involvement with the community, we would suggest a minor change to the proposed amendment. There are many members of the Associations who could be referred to as "early age retirees." Many of these persons are age 55 and over and possess the kind of professional experience and training, interest and desire needed in the volunteer service program and the Foster Grandparent program. Many of these early retirees express an even greater need to remain active and useful than do our older retired persons. We, therefore, propose that the age of individuals participating in the programs be set at 55 rather than 60 years of age. With the exception of this one point, we believe that the total concept of a retired service volunteer program is in complete harmony with the philosophy and goals of the Associations. This proposal would provide the opportunity for everyone with the time to offer and the desire to be useful to participate in social and community service, regardless of his economic circumstances.

The establishment of this permanent new program, as well as the continuation of the Foster Grandparent program, has the full endorsement of the Associations.

Mr. Chairman, in conclusion, I would like to say that while I have addressed myself to the specific provisions of one particular bill, we are aware that the Committee is considering a number of bills and recommendations.

The most important consideration is the continuation and strengthening of the Older Americans Act of 1965 and it is the considered opinion of the Associations that H.R. 10767 accomplishes these goals in the best possible manner.

(Whereupon, at 11:18 a.m., the subcommittee recessed to reconvene at 9:30 a.m., Thursday, May 8, 1969.)

OLDER AMERICANS ACT AMENDMENTS OF 1969

THURSDAY, MAY 8, 1969

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

The select subcommittee met at 9:45 a.m., pursuant to recess, in room 2257, Rayburn House Office Building, Hon. John Brademas (chairman of the select committee) presiding.

Present: Representatives Brademas, Hawkins, Mink, Bell, Reid, and Hansen.

Staff members present: Jack G. Duncan, subcommittee counsel, Marty LaVor, minority research assistant, Nancy Neilen, clerk, and Arlene Horowitz, staff assistant.

Mr. BRADEMAS. The subcommittee will come to order.

This is the third and final day of hearings on the various proposals before the subcommittee to amend and extend the Older Americans Act of 1965. Our witnesses today represent several organizations which have long been interested in this act and in the problems of our older citizens.

The chairman would like to note that yesterday the distinguished gentleman from Wisconsin, Mr. Steiger, and several other able members of the House, including the gentleman from California, Mr. Bell, the gentleman from Texas, Mr. Collins, and the gentleman from Idaho, Mr. Hansen, all of whom are members of this subcommittee, jointly introduced H.R. 11048, the administration proposal on the Older Americans Act to which Miss Switzer had reference in her testimony of the day before yesterday.

I have not had the opportunity to examine H.R. 11048 in great detail, but it is fair to say that it is not irreconcilable with H.R. 10767, the bill proposed by the gentleman from New York and myself. I am confident that the subcommittee, on the basis of the testimony we have thus far taken, will be able to act on the basis of the various proposals now before us, and to extend the Older Americans Act so that those who are now benefiting from its provisions will not be left in the lurch on June 30 of this year when the program is scheduled to expire.

Our first witness this morning will be Mr. William Hutton representing the National Council of Senior Citizens. Mr. Hutton is a long time and valued friend of this subcommittee and a tireless worker for the best interests of older Americans.

Mr. Hutton, we are pleased to have you with us and ask that you proceed in any manner that you wish.

STATEMENT OF WILLIAM R. HUTTON, NATIONAL COUNCIL OF SENIOR CITIZENS

Mr. HUTTON. Thank you, Mr. Chairman.

On behalf of the 2,500,000-member National Council of Senior Citizens, which as you know is a nonpartisan, nonprofit organization of over 2,500 older people's clubs and individual members, dedicated to seeking a better life for all older people of this country, I thank you for this opportunity to discuss proposed amendments to the Older Americans Act.

I am happy to report that the National Council of Senior Citizens can support all titles of the bill H.R. 10767, Mr. Chairman, which has been introduced by yourself and Mr. Reid of New York. We sincerely hope that this bipartisan legislative effort will find quick and strong support in this subcommittee, in the full committee and in the Congress.

We feel desperately that while the Administration on Aging set up under the Older Americans Act has made an important start in the stimulation of programs and services to meet the problems of the elderly, so much more remains to be done, the initial goals remain so far from achievement. There are many who feel progress by this Administration has been woefully inadequate, but all of us in the national organizations are united in the belief that the Administration must be given increased support.

Unquestionably, one of the reasons for the Administration on Aging's lack of progress has been the meager amounts of money allocated by Congress under the various titles of the existing law, particularly with regard to authorization of appropriations for State activities and grants for State and community programs on aging.

Another reason for the lack of progress, we believe, has resulted from administrative changes effected by the U.S. Department of Health, Education, and Welfare which have demoted this agency to a lower position on the department's power totem pole.

The National Council of Senior Citizens hopes that Congress will move quickly to provide the legislation and the money to strengthen the Older Americans Act. We also hope that members of this committee will seek to concern themselves with the status of AOA within the HEW hierarchy so that the Administration on Aging can win the visibility and status which the late Congressman John Fogarty had in mind when he introduced the bill which gave it life.

Mr. Chairman, those of us who were working closely with Mr. Fogarty and the late Senator Pat MacNamara when the original legislation was being designed were hoping originally for the establishment of a permanent Presidential Commission on Aging. We thought that from the lofty pinnacle of the executive department we could effectively stimulate action to meet the problems of older people throughout all Federal departments.

The fact that the numbers of Americans 65 years and over were increasing by over a third of a million a year was only one reason why attention must be paid. The increasing, even excessive, youth orientation of Government programs was another. The deteriorating economic position of the elderly was another.

We recognized that there were indeed many different kinds of problems facing the Nation's 20 million older men and women. We did not ever think that even a Presidential Commission on Aging could effectively tackle all these problems and begin to meet the varied needs, personal goals or desires of the many different groups of people who, in our organization at least, we are proud to call senior citizens.

But we hoped that the Presidential Commission would be able to bring its influence to bear on all the regular line agencies of Government and tell them that attention must be paid to the unmet needs of the growing numbers of older Americans.

We hoped the Commission would be able to stimulate the U.S. Department of Labor into development of broad scale community service employment programs for the elderly so that older Americans who were fit, willing and able to work could find a job, even on a part time basis. We knew that many of these elderly poor who were still fortunate to have good health preferred the dignity of a part time community service job to being forced onto public welfare rolls. We hoped the Commission would be able to identify issues, policies and programs for many other aging problems and stimulate appropriate Federal departments to action.

We wanted the Commission to be able to stimulate the Department of HEW in a number of areas. For example, it is largely being left to the Special Committee of the U.S. Senate to take the lead in highlighting the desperate economic plight of millions of elderly people who either live on grossly inadequate social security or on public assistance.

We hoped the Presidential Commission might convince the Agriculture Department of the desperate need for surplus food programs among the elderly poor.

The Declaration of Objectives for Older Americans which appears in title I of the Older Americans Act, designed originally for the proposed Presidential Commission, represents, we believe, the finest 10-point program for elderly people which has ever been written into law in any country on earth.

The sad fact is, we are nowhere near achieving any one of these goals. The truth is, this great Nation of ours lags miserably behind all the little industrial nations of Europe in treatment of the elderly.

We are not trying to say that the lack of progress is due entirely to the fact that we were not able to establish a Presidential Commission on Aging. We do believe, however, that subsuming the Administration on Aging in the lower hierarchy of the Department of HEW has not helped to solve these problems and we believe that both the executive and legislative branches of Government should move quickly to do something about it.

We are sorry older Americans had to settle for an Administration on Aging within HEW. Underfinanced and understaffed, the Administration on Aging has had a difficult time and it is not surprising that its best efforts have been in the areas of State and community grants. It is not surprising it has been less successful in stimulating new effective solutions on the problems of aging through the many echelons of HEW authority to reach other sections of that Government conglomerate which is known as the U.S. Department of Health, Education, and Welfare. It would be ludicrous for the lowly AOA to at-

tempt to stimulate the Department of Labor or other Government departments in these circumstances.

As a small example, one might wonder why the Administration on Aging has not been able to persuade the Department of HEW to take a meaningful interest in the investigation of aging itself that complex biological, psychological and social process which touches us all. While AOA might not be able to persuade HEW to budget money, which is desperately needed for aging research, one would have thought AOA would have enough influence to request a small name change perhaps.

The truth is, what little aging research now being done is being carried on by the National Institute of Child Health and Human Development. Until you know this fact, you can spend a lot of time looking for aging research.

Current total Federal expenditures for basic aging research come to about \$7.4 million annually or less than 5 cents per person. Because aging research has never been concentrated, never given visibility as a research area, many highly trained and dedicated researchers have overlooked the challenges in the field. Social scientists, physicians and gerontological experts agree that basic research into the process of aging could possibly lead to mastery over the process which makes men old. We need exploration into the mystery of the cell and the gene so we can unearth some of the basic data to unlock the secrets of body deterioration.

But so long as aging research is hidden in the National Institute of Child Health and the Administration on Aging is subsumed under the Social and Rehabilitation Services of the Department of HEW, it will take dynamic action by Congress itself to bring visibility to the problem.

The National Council of Senior Citizens hopes that Congress will do everything in its power to give better visibility to the Administration on Aging and to provide it with adequate funding to forge effective partnership between local, State, and Federal governments that can help make genuine progress in a new program of action on aging.

Last year, in testifying in support of the proposed amendments to the Older Americans Act, the National Council of Senior Citizens could not support authorization of title VI called "Service roles in retirement." It was the view of the National Council then that this was an employment program for the elderly and not a voluntary program. We define employment programs as those in which the worker is paid with relation to hours worked or services performed. The main objective of an elderly person joining such an employment program as we define it is primarily the question of income maintenance—though, obviously, elderly employed in these programs also benefit from job satisfaction, social contact, well-being, et cetera.

We see a volunteer program as that in which the workers are volunteers and there is no payment either for hours worked or for services performed. However, these volunteers may benefit from carfare reimbursement, lunch reimbursement, or other out-of-pocket expenses. In this kind of employment, the motivation is the therapeutic value of doing a job and giving service in the community. Volunteers for these jobs do not normally have an income maintenance problem.

It is the view of the National Council of Senior Citizens that where the Federal Government creates standard employment programs they should be administered by the Labor Department which is the agency best equipped by motivation and experience to administer employment programs.

We are aware, of course, that the Office of Economic Opportunity operates employment programs with antipoverty funds, but surely OEO was set up to be a front line outpost in the War on Poverty and its functioning as an administrator of employment programs is second to its mission of developing new tactics in the war on poverty.

On the other hand, the Departments of Labor and of HEW are permanent Government agencies, each has well defined areas of service. Manpower and employment fall squarely within the jurisdiction of the Labor Department. In our opinion, title VI, particularly (b), of H.R. 10767 is clearly a volunteer program. The workers are not being paid with relation to hours worked or services performed. We are happy that the Administration on Aging will be able to expand into this much needed area providing opportunities for volunteer employment. We believe that the older people of this country represent a great, unused natural resource.

These programs will present a wonderful opportunity to those elderly who are a little better off than those millions who exist solely on their social security income. For many of these, however, it would be unfair if they had to reduce their meager resources while on volunteer jobs. Receipt of lunch money and payment of carfare will, we hope, stimulate many volunteers in service programs in their communities.

However, we hope the National Council of Senior Citizens will soon be invited back by this committee to testify on the desperate need for expanded employment programs for the elderly in community service administered under the Department of Labor.

It has been estimated at various times by experts in the field that there are perhaps anywhere from 1½ million to 2½ million older Americans who are living below the poverty level and who are fit, willing, and able to engage in part-time community service jobs. Money earned from such jobs would benefit all, take many off the welfare rolls and help some people out of poverty altogether.

But only a few million dollars is now being spent in U.S. Department of Labor demonstration programs to employ a few thousand older people. The demonstration programs are exciting, are being administered at extremely low cost, and are bringing a tremendous response in every community. This country has an immediate need for a senior citizens community service corps employment program funded for \$100 million on a first-year basis.

The National Council of Senior Citizens has administered a community service corps program for the elderly under a grant from the Department of Labor since June of last year. We call it senior AIDES. We designed a program in 10 demonstration cities employing 40 older people on useful community jobs that would not otherwise be performed due to the lack of funds.

In some of the communities, we were swamped with eligible elderly citizens who needed a job to help keep themselves alive. We had more than seven applicants for every job we had to offer.

Last October, Congress, in making its appropriations for the fiscal year ending June 30, 1969, directed the U.S. Department of Labor to make available \$10 million over and above funds obligated in fiscal year 1968 to expand and extend the community service program.

Our initial funding in June 1968 for the 10 demonstration communities was only for \$1.1 million. When the congressional earmarking to expand and extend the community service program was announced, we submitted a \$5.8 million proposal to double the number of senior citizens employed in our existing programs and asked the Labor Department to expand the number of participating communities from 10 to 20 so we could employ 1,680 senior AIDES.

However, we learned from the Department of Labor that only \$1.8 million was available for expanding our community senior service program. We never found out what happened to the earmarked \$10 million. We were able to move into only four new areas and increase the number of senior AIDES from 400 to 840.

Permit me to present some exciting figures on the low administrative costs of this highly efficient program. Under our initial grant of \$1.1 million, the rate of administrative cost was 19.6 percent. With the expanded program we now have, and which is scheduled to end next March 15, we have been able to lower the administrative costs from 20 percent to 14 percent. Under the program of expansion, when we requested the Department of Labor to fund us for the employment of 1,680 senior AIDES in 20 communities, the estimated administrative costs would have been reduced to 8 percent.

We want to point out that under our senior citizens community service demonstration project, all senior AIDES are actually recruited into their community job through the local office of the State employment service and there have been some very interesting dividends.

Some of the publicity involved with our senior AIDES projects has encouraged some employers to ask the Department of Labor to find them elderly people for part-time jobs for which the employers would not normally engage a full-time worker. Some of our senior AIDES, unemployed for many years prior to joining our demonstration projects, won back their confidence and were able to take full-time jobs and reenter the labor force.

Perhaps more noticeable than anything to our senior AIDES is the new lease on life they have gained from an emotionally satisfying part-time job though they receive only \$40 extra a week.

We hope the members of this committee will recognize that volunteer programs such as in title VI of H.R. 10767 are needed and the National Council of Senior Citizens supports the addition of this concept to the Older Americans Act Amendments.

But employment programs for the elderly who desperately need income administered by the Department of Labor and which permits an older person the dignity of a paying job instead of welfare must also be given high priority.

Thank you, gentlemen. If you have any questions, I will be very glad to answer them.

Mr. BRADEMAS. Thank you very much, Mr. Hutton, for your helpful and provocative testimony. I have just two or three questions to ask you, sir.

You have been speaking about the employment of a community service program that employed older Americans, the AIDES program. Under what legislative authority is that?

Mr. HURTON. Well, in fact, sir, you may recall that the legislative authority was never really achieved for a National Senior Citizens Service Corps but the Secretary of Labor, Willard Wirtz, last year said that he was prepared to devote some of the money which he receives under the Economic Opportunity Act to start a demonstration program in the Senior Citizens Community Service Corps. So, part of the \$10 million which is received from OEO funds was used by the Secretary of Labor, Willard Wirtz, to initially start these programs.

The National Council of Senior Citizens operates one program. The National Council on Aging of New York has a similar program. Dr. Blue Carstensen is here as the director of Green Thumb that has another program of this type employing older people. Ours, which is now in 14 communities, employs older people in all kinds of jobs. We have older people working as library aides, as teacher aides in schools. We have them working in Outreach programs, going from senior centers into the communities to find those lonely older people disengaged from society, living in lonely rooms, who really are eligible and entitled to services which are available under Government departments but they don't know anything about them.

We have discovered blind people who did not know that they could get a pension; people over 75 who did not realize that under the Prouty amendment, for example, they are entitled to social security. In Outreach programs we have even got some older people who are now studying computer work in the adult education program in the State of Rhode Island and doing extremely well working part time feeding the whole data of those in the States who require adult education into the computers. Others are going out and interviewing high school dropouts and persuading them to go back to school.

There are something like 64 different types of jobs which are performed by older people over 55 in these various community service programs.

Mr. BRADEMAS. I wonder if you could give us any comment on a matter that came up in the hearings yesterday; namely, the extent to which State governments provide support for State commissions on aging in the United States, either administrative support for the agency and/or for projects?

Mr. HURTON. I think it has been very spotty. Up to now I am afraid that most of the work which is going on in State commissions on aging has been based on the funding received from the Administration on Aging and they have not really contributed to the State themselves. Some staff has been given but very little outside of staff help.

Mr. BRADEMAS. You also alluded to the problem of the underfinancing and understaffing of the Administration on Aging. As you are aware, the President's budget calls in fiscal 1970, I think, for \$13 million for programs funded under title III of this legislation. Have you any comment on that?

Mr. HURTON. Yes. I think it is inadequate as most of the allocations are inadequate. The fact is we are talking about an area in

which you have 20 million older people who represent one-tenth of this Nation's population. Half of these people are living on social security and nothing else. Even the half which is not living on social security and are a little better off are suffering from all the psychological problems of growing old. These people need help.

The money which is being allocated by this Nation for tackling just the problems of the elderly poor is inadequate. Most of the countries of Europe are giving so much more in this area. I believe the last time I looked we ranked about 25th—below Malta and little Ireland—in the percentage of our national income devoted to social welfare.

Mr. BRADEMAS. Thank you very much.

Mr. Reid.

Mr. REID. Mr. Hutton, I like your enthusiasm and I appreciate your thoughtful, articulate presentation.

I note on page 5, title VI, our RSVP program, and our hope here is that it would be possible for many senior citizens to volunteer and for the Federal Government to pick up appropriate expenses including carfare and the like, liberally interpreted. This does not direct itself to the point you have just been making, but would not the RSVP program make a substantial difference in your judgment?

Mr. HUTTON. I hope it would, sir. Programs of this type have not been tried. There really has not been enough attention paid. I am optimistic that just providing lunch money alone would stimulate many people who now cannot give service but who are willing to do so. Tragically when people reach 65 in this country, when they have learned so much and they have got so much to offer this great land of ours, they are thrown on the shelf and no opportunities are created to help them to continue to serve their country. Just giving them carfare might enable them to do it, giving them lunch money an extra additional thing. Not all the older people require income money. Many of these people are in a position to volunteer.

Now, of course, health is also a factor. Not all the people who could afford to volunteer can give the time because of health reasons. I would guess that just as there are about $1\frac{1}{2}$ to $2\frac{1}{2}$ million elderly people who need work and would be willing to work on a full part-time basis and who need the money, I suspect that there are at least another million and a half to 2 million who would be willing to give their volunteer time, if only they could afford carfare or lunch money.

Mr. REID. I thought, as I mentioned earlier, with liberal appropriate expenses which would cover cost to and back from wherever they were working, it would cover lunch money of course, it might cover some health expenses that might be involved such as heavier clothing if they were working outside; whatever was incidental—not unnecessary but was incidental to their volunteer service—would be provided.

In terms of the other area you are talking about, how does your program senior AIDES work and what do you think about that suggestion?

Mr. HUTTON. I think it is sensational. I think the first evidence is that clearly there are many, many older people who are now existing on low social security and public assistance who would much prefer a job of 4 or 5 hours a day for 5 days a week and receive \$40 or \$50 a week in remuneration and have the dignity of being a working man

or a working woman. This has been denied them right now, they cannot get it.

I recommend here, and clearly I think we need, a community service employment program for elderly people, people 55 or over. I think that we could start on a first-year basis of \$100 million and do real practical work in the community, get lots of people involved. We are demonstrating now that older people can work and can do a lot. I am sure that in many of these demonstration areas even if the Government was to stop in a year or so providing the funds that these people have provided so much worth to their community in doing these jobs that the community would find ways to raise the money.

I think that this kind of program in most areas has to be demonstrated all over the country and not merely in 10 or 14 places. I believe that we really need it in a thousand communities of this Nation. I believe that in the communities where it is working they are thrilled with the results, they are seeing older people enjoying their lives, getting a much better kick out of life.

Mr. REID. Just to get a few specific parameters on this, part of the problem I assume relates to the retirement practices of the statutes that may exist so that a certain number of these people have been forced into retirement.

Mr. HUTTON. And by being forced into retirement forced into poverty. That is an absolute corollary to that.

Mr. REID. Now this group of a million or a million and a half at the moment that you are talking about, essentially their income is largely social security except from some modest earnings or savings that they might have, is that correct?

Mr. HUTTON. In the main, social security plus and/or public assistance. Some of them need to have public assistance.

Mr. REID. How do you structure a program of this kind without getting into a program that involves direct employment, minimum wage and all the other elements that might apply?

Mr. HUTTON. Currently, for example, in each of these 14 demonstration cities we have contracts with nonprofit agencies—it might be the local united fund, it might be some other nonprofit agency within the community. We asked them to join with us in seeing whether or not in that community there are perhaps libraries who would be willing to utilize people, whether there is a church meals on wheels program which could use older people to help drive cars for such a program—jobs which would not normally be done by the private entrepreneur but which if money was available in the community they would be very willing to put older people to work on.

Now we pay these older people according to the nature of the work and their skills involved anything from \$1.60 an hour up to \$2.90 an hour and they work for 4 hours a day. Normally older people cannot work much longer than that and they do not like to work much longer than that, but for 4 hours a day 5 days a week they can make a terrific contribution.

Mr. REID. How many do you have in this program now?

Mr. HUTTON. We now have 840 in this program.

Mr. REID. Has the community put up matching funds or provided funds for this in many cases?

Mr. HUTTON. Not matching, sir, but the community puts up 10 percent. In each of our areas we have 60 senior AIDES working. Now where there are 60 senior AIDES the annual amount of wages to be paid the workers would amount to about \$200,000. So the community is responsible for finding \$20,000 in terms of a local director, supervisor for the program and possibly an assistant, a clerk and an office and the requisites to handle the program. All the supervisory and administrative work is done by the local community.

In some cases it is the community itself, like in Rhode Island the Education Department, because all the AIDES are working in the adult education program. In Milwaukee it is the local antipoverty agency, but the city of Milwaukee has put out the money. In other cases it is the united fund which has done it, but in all of the cases the communities themselves have contributed 10 percent of the cost.

Mr. REID. Broadly speaking, aside from the counties, have both business and labor contributed to this or tried to further the concept?

Mr. HUTTON. Yes, they have, sir. We have had great cooperation from the local people on both the labor side and the business side. In fact, our newest programs, we would not have gotten them off the ground but for the business element and in another area we would not have gotten it off the ground except for the Department of Labor.

Mr. REID. Thank you, Mr. Hutton. You are a good advocate.

Mr. HUTTON. Thank you very much.

Mr. REID. Thank you, Mr. Chairman.

Mr. BRADEMAs. Mr. Reid is right. I wish I had you campaigning for me in my district.

Mr. Bell.

Mr. BELL. Mr. Hutton, I, too, want to add my words of appreciation for your fine statement and the articulate way you have presented it.

I note you made a comment relative to the \$13 million for title III that that was not adequate for the administration bill.

Mr. HUTTON. Yes, sir.

Mr. BELL. I probably agree with you on this. However, I think this administration, in all fairness, is trying to do what it can in this area. Of course one must recognize the fact that there are many other problems to contend with, such as education and poverty and so on. So basically it gets down to a case of priorities.

Now you apparently believe that this has higher priority than most of the other projects, is this correct?

Mr. HUTTON. When you say "most of the other projects," obviously they are intertwined in many cases.

Mr. BELL. That is true.

Mr. HUTTON. You see, of the poverty section we have something like 28 million people who are living in poverty according to the accepted standards of the Department of Labor. Now of those 28 million there are certainly seven and a quarter to seven and a half million who are older people—so that they represent in point of fact one-quarter of those living in poverty. They have not been given a fair shake at all in the antipoverty program.

I don't have to tell you, Mr. Bell—I may be able to pronounce my words correctly but I was never able to make any impact on Mr. Sargent Shriver who spent \$100 on programs for the young as against \$1 on programs for the elderly, even though he knew and his staff

knew that more than a quarter of the people involved in poverty were older people.

Now I agree that the emphasis on breaking the cycle of poverty and youth is an important one but must it be so important that it takes \$100 for youth programs and only \$1 for older people? The hard case of this is that for many older people, say a guy 57 whose son is 17 or 19, his son can pick up a job through the Job Corps very easily but the father at 57 is unwanted and is unhelped by Government programs. This is what we are talking about.

Mr. BELL. I am sympathetic to your concept there. In other words, you feel that the previous administration to a great extent established a pattern by which the older American was——

Mr. HUTTON. The previous administrations, Mr. Bell, all the way back. This country has not paid attention to the elderly, and I hope that maybe there is a chance for it to do something now.

Mr. BELL. Thank you.

Mr. BRADEMAs. Thank you very much, Mr. Hutton, for being with us.

Mr. Harold Wright, would you please come forward? I understand you are the president of the Indiana Farmers Union. I am very pleased to welcome you as a citizen of my own State and a leader in agriculture in Indiana. I also welcome Dr. Blue Carstensen, national director of community development for the Farmers Union. He is also national director of Green Thumb.

Would you please go ahead, Mr. Wright?

**STATEMENTS OF HAROLD WRIGHT, NATIONAL FARMERS UNION,
AND BLUE CARSTENSEN, NATIONAL DIRECTOR, GREEN THUMB,
INC.**

Mr. WRIGHT. Thank you, Mr. Chairman. I want to say that it is certainly an honor and a pleasure for me to have the privilege of appearing before a distinguished fellow Hoosier.

Also, Mr. Chairman, I would request that this testimony be entered into the record.

Mr. BRADEMAs. Without objection it will be so ordered.
(The statement referred to follows:)

PREPARED STATEMENT OF HAROLD WRIGHT, NATIONAL FARMERS UNION

I am Harold Wright representing the National Farmers Union, a general farm organization. I have a dairy, soybean, and corn farm in eastern Indiana. I am president of the Indiana Farmers Union and serve as a member of the board of the National Farmers Union and chairman of the Indiana Farmers Union Green Thumb Advisory Committee. Farmers Union has many older members and concerns itself with the problems of the older people. In addition, our Farmers Union sponsors a Neighborhood Youth Corps in 32 counties in Indiana. We are concerned about our young people as well as our older members.

National Farmers Union worked for the passage of the Older Americans Act and for the renewal of the act 2 years ago. However, last year we came before this committee asking that the Older Americans Amendments proposed by the administration be rejected. They were unsatisfactory because of the failure to work out interagency relations and coordination of the various programs in order that there would not be duplication and overlapping. I believe that we can make progress this year.

The Administration on Aging, created by the Older Americans Act, has fulfilled many useful and important functions to bring special focus on the potentials and

problems of older people. First and foremost, it has assisted the State governments in developing their own programs on aging. These programs have been most significant even though Indiana has been reluctant to participate. Farmers Union does believe that this aid has enabled State governments to begin to fulfill their responsibilities more fully toward older people. It has helped State governments to develop programs for and with older people, and to coordinate and improve the existing programs. The experimental and demonstration programs under the Administration have been well received and have been of great value to older people. Most have focused upon lower income people. Many of the Senior Citizens Center programs started by this act have been a wonderful service to older people.

The Administration on Aging has also created the foster grandparents program with OEO funds, which has been well received and must be continued.

The assistance given to universities and colleges under the Older Americans Act for training personnel in the fields of gerontology, has been excellent. We have had two students from the University of Minnesota gerontological training program as placements in our Green Thumb program.

While there have been one or two projects around the country which have been questioned, by and large, the programs have been sound, well-received, and of high priority.

Although we would like to comment about some other aspects of the program, here are Farmers Union's specific recommendations for the Older Americans Act.

1. Farmers Union urges that the Older Americans Act be continued for 2 years.

2. If the Congress does nothing else in reviewing this act, the Congress should direct that the Administration on Aging be as a separate administration in the Department of Health, Education, and Welfare, reporting directly to the Secretary.

It was clearly the intent of the original two Older Americans Acts (the legislative history is extremely clear) that the Administration has ignored the views of Congress, all the State commissions on aging, all the national, professional, and senior citizen and major lay citizen organizations concerned with the problems of aging. Placing the Administration on Aging under the Social and Rehabilitation Service tends to dominate and color the thinking of the agency and tends to limit the programs.

3. The law should also recognize the President's Council on Aging and give it additional authority and leadership roles. We like the ideas involved in the Lavore paper suggesting that the Vice President be the Chairman of the Council and that it were to help in transferring funds and functions to other agencies where it is appropriate, with the Administration on Aging remaining the focal point, the experimental unit coordinating and stimulating roles which are so vital for the Administration on Aging.

4. We urge that the experimentation and demonstration program under the Older Americans Act be divided into two parts, one of a more permanent nature—the other of a short-term demonstration nature, with equal funds. These funds should be given an increased authorization, leaving the problem of whether there is adequate funds in next years budget to the appropriations committees.

5. We urge that a new section be added to encourage the rehabilitation of Senator Citizens Centers. Older people are now meeting in centers which are unsafe, unpleasant and unsuited for older people's activities. Funds are desperately needed to help renovate these centers. As much as possible, older people should be employed to help in the renovations. Our Green Thumb crews have been assisting in the renovations of some of these centers. They really did need repairs and rehabilitation. There are still many more in need of repair and rehabilitation.

6. The most controversial area is that of title 6 concerning the foster grandparents and other programs. We support the idea that the foster grandparents program be placed under the Older Americans Act along with sufficient moneys to expand its operations within its current framework of operation, which limits it to institutional settings such as hospitals, children's homes and other institutions.

We also urge that the Administration be given new authority and the funds to develop a national volunteer senior service program, which is in keeping with President Nixon's recent announcement to stimulate volunteer service.

Many of the 20 million older people do have time; they have more time than any other group for volunteer services. They have the need to be useful. However, since approximately half of the people who have retired and over 65 are either in poverty or on the brink of poverty, it is impractical and perhaps

unethical to ask them to spend money out of their pocket in order to be volunteers in service. For this reason we urge specific authorization be given to pay for out-of-the-pocket expenses and perhaps a hot meal for the volunteers. This should include provisions for transportation or transportation costs so that more older people can participate.

One of the reasons that many older people do not volunteer today is that in many institutions there are no provisions for the recruitment, training, supervision and encouragement of volunteers. Volunteers need encouragement including recognition and awards, as well as continuing encouragement by staff members. In such a new program, of national volunteers, a good proportion of the new staff for recruitment, training and supervision should be older persons themselves and wherever possible, it would be well to recruit them from the many competent older low-income persons. We have found in our Green Thumb experience, that the best field supervisors do come from the older age group, and specifically, among the older age, low-income persons

This limitation of Title 6 to institutional settling such as Foster Grandparents have already been operating. Leaving the Department of Labor to operate the adult worker training programs would seem to be a good division of responsibilities and would prevent the overlapping and duplication and conflict which was inherent in last year's bill. With a new set of administrators, we believe better relationships can now be established.

Our staff has talked with both Assistant Secretary Weber and Commissioner Designate Martin, indicating our concern for early meetings with the Department of Labor and the Administration on Aging to resolve the difficulties which have plagued the relationship between the two units of government. Both have indicated their willingness to have early meetings. We would hope they could meet and resolve this relationship before this Committee acts.

We would like to propose that the President's Council on Aging establish an employment and training subcommittee headed up by a representative of the Department of Labor with representations from Administration on Aging, Office of Education, Office of Economic Opportunity, and perhaps the Department of Agriculture and the Civil Service Commission.

7. We strongly urge that the Committee on Education and Labor proceed to work on an Adult Employment Opportunities bill. This could be done in any one of three ways. The first is the expansion of Title-I B of the Economic Opportunity Act to specifically authorize additional work programs including a Senior Citizens Service Corps. The second, which we understand Senator Gaylord Nelson will soon introduce, is a new adult work program which would include a major program for older adults as well. We understand he expects to start hearings shortly after completion of the Economic Opportunity Act in the Senate. The third alternative would be to add a new title in the Older Americans Act, which would transfer part of the Nelson Amendment monies and responsibilities and hopefully, expand it to a title in the Older Americans Act, which would specifically be delegated to the Department of Labor. The widespread support in Congress and the press, the support of State and local public officials, as well as the broad community support (reflected in the Harris Poll that 78 percent of the American people favor adult work programs), does indicate the time is ripe for new adult employment programs. There is a taxpayers revolt; it is real in Indiana. Many of our farmers are banding together to protest and in fact on some cases threaten to stop payment on property taxes. Any expenditure of public money, care must be taken that it does have broad support. Senior citizens adult work programs must have this kind of support. We strongly support the expansion of adult work programs for senior citizens and heads of families. We would say that the kind of bill which was presented last year in the Clark-O'Hara Bill was too massive and involved the outlay of too much money even though it would be desirable. A bill which would authorize perhaps \$200 million in new monies would be a most adequate start.

8. We would like to urge that the Congress direct the Administration on Aging to experiment within its own staff and with the projects which it funds the possibilities for the utilization of older and retired persons in part-time assignments, rather than full-time assignments as traditionally set forth by personnel departments of the federal, local, and state agencies. A congressional directive in this instance will help overcome the normal resistance to part-time employment which many older persons prefer and work best at. Personnel Departments are particularly stubborn about this because of other directives they have concerning job slot restrictions, personnel numbers, etc. Such a pilot project may open

up new potentials for part-time employment in many agencies which are now blocked because of personnel policies.

9. Farmers Union urges that specific authority be given the Administration to transfer money to agencies of the Federal Government in order that the Administration on Aging can work cooperatively with other Federal Agencies. The White House Conference on Aging in 1960 was a good example of how much better cooperation is possible by transference of money and staff. The White House Conference on Aging staff monies came into the Administration on Aging. They gave money to the Office of Education, Department of Labor, the Public Health Service, and the Welfare Administration for the selection of a staff person jointly agreed upon to be housed in each of these agencies. This offer built more cooperation and goodwill than all of the inter-agency meetings that have been held.

10. Although not a part of the Older Americans Act, we would like to urge a substantial increase in Social Security be provided by Congress. The average couple, retired in 1950, could count on their Social Security income to meet half of their monthly living expenses. The same couple in 1968 (and many are still living thanks to advances in modern medicine) could not meet even one-third of their monthly living expenses with their Social Security income. In addition many had life savings decimated by medical expenses prior to the advent of medicare. Something must be done to prevent the gap between income of the young and the old from becoming greater.

Additional comments on the Older Americans Act—We would hope that the effort of the Administration on Aging to encourage food and nutrition services would be stepped up as suggested by Congressman Reid in Tuesday's testimony. We commend Congressman Brademas for his questions on Tuesday relative to the status of the Administration on Aging Commissioner. The law says that the AOA Commissioner should have the same status with other Commissioners in the Department.

I am afraid that the Department of Health, Education, and Welfare is in violation by subsuming the Administration and the Commissioner under the Rehabilitation and Social Services Administration. If direct access for the Commissioner on Aging was a myth then it was a failure of the Secretary of Health, Education, and Welfare to read the intent of the law and of the congressional committees. The facts are that HEW has placed a different priority and a different status on the Administration on Aging than the Congress placed in the law.

We also feel that Miss Switzer has not given a fair proportion of her time to the problems of aging, but has chosen to put most of her time on the other responsibilities which she has. The Congress must assert itself if it expects the Department to listen. This is not to lessen our respect for the fine work that Miss Switzer has done in the Rehabilitation Service and other areas, but rather it is the lack of attention that aging has received in the Department of Health, Education, and Welfare hierarchy.

Mr. WRIGHT. Mr. Chairman, I am Harold Wright representing the National Farmers Union, a general farm organization. My brother and I operate a dairy and feed grain farm in eastern Indiana. I am also president of the Indiana Farmers Union and serve as a member of the board of the National Farmers Union and chairman of Indiana Farmers Union Green Thumb Advisory Committee. Farmers Union has many older members and concerns itself with the problems of older people. In addition, our Farmers Union sponsors a Neighborhood Youth Corps in 32 counties in Indiana. We are concerned about our young people as well as our older members.

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focus on the potentials and problems of older people. First and foremost, it has assisted the State governments in developing their own programs on aging. These programs have been most significant even though Indiana has been reluctant to participate. Farmers Union does believe that this aid has enabled State governments to begin to fulfill their responsibilities more fully toward older people. It has helped State governments to develop programs for and with older people, and to coordinate and improve the existing programs. The experimental and demonstration programs under the administration have been well received and have been of great value to older people. Most have focused upon lower income people. Many of the senior citizens center programs started by this act have been a wonderful service to older people.

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While there have been one or two projects around the country which have been questioned, by and large the programs have been sound, well received, and of high priority.

Although we would like to comment about some other aspects of the program, here are Farmers Union's specific recommendations for the Older Americans Act. Mr. Chairman, these recommendations are kind of involved. I do have our representative here from our national office and at a later time I will call on him to make these recommendations because he is more acquainted with the details than I am.

At this time I would like to make a few observations that a poor farm boy from central Indiana has observed in his travels and the State of Indiana in particular I would say.

As I stated earlier, Farmers Union has always been concerned with the problems of our older citizens and our younger citizens as well. I had the privilege of appearing before Congressman Perkins' committee yesterday making recommendations on the extension of our OEO program and at that time I heard a young lady from southern Indiana appear before the committee telling how one of these programs had helped our younger group of citizens in Indiana.

It has been my observation over the years that some of our problems have been created by our society in changing from an agricultural to an urban or an industrial society. In my observations I have viewed in an agricultural society that the people tend more to take care of their young through the older citizens doing this and in turn the younger citizens will take care of the older citizens when the time comes.

When we move to an urban society, a fluid society where we are told that the average worker only stays in his job approximately 5 or 6 years at a time and then moves on to another area of the country, we do not have this older family person to fall back on to help us out. It has been my personal experience to observe this within my family. I know my grandparents had a major effect on my upbringing because when I was a youngster my parents were busy in our farm activities

and did not have the time that they should have to help give me the proper training. I myself am experiencing this now in that my daughter is in college and my wife and I are in turn helping out to raise our granddaughter and we hope we are having some good influence on her upbringing. We find that in a lot of cases in an urban society today where this is not possible because the grandparents may be 500 or 1,000 miles away from their grandchildren.

I know of no way of correcting this in our society but I just wanted to point out that this is one of our problems in changing from an agricultural or a stable society where people live for the major portion of their lives maybe within 50 or a hundred miles of the place where they were born to one where people often live across the country from the place they were born. This is one of the problems we are going to have to face as we continue to change as a nation.

I think perhaps our Foster Grandparents program has shown that there is a need for the talents of older people to help with children. These older senior citizens are willing and able to help out with children and others when the family is unable to care for them and I think this program should be continued.

I sincerely hope that this committee will recommend and do everything within its power to keep these aging programs out of the realm of the welfare area. I think it is human nature possibly to have a dim outlook on welfare. When you mention welfare among any of our people, nobody likes to be on the welfare roll or even the term "welfare." If we could keep aging away from "welfare" it would enhance the work training program. Where the person works his way out of poverty under the Department of Labor, it has a much better acceptance.

Work opportunities rather than welfare is our approach.

This is the approach that we have tried to use in the operation of our Green Thumb project in Indiana and it has worked real well in my opinion. It is giving these older senior citizens an opportunity of being of service to their community, to get out and earn a little income and to help sustain themselves it has worked real well.

I have one additional comment that I feel compelled to make. In our rural areas the problems we have been discussing have been created to a certain extent by the lack of adequate farm income over the past years. Farmers Union was a strong advocate of including our family farmers in under the Social Security Act. We were not successful in getting this done until the mid-fifties.

Our farm income was declining in the late fifties. The base period of income under which these farmers entered this program was quite low and therefore their payments under social security are very inadequate. We would certainly hope that we could see a way of substantially increasing the social security payments to all of our citizens in this country.

If we could increase the amount that people could earn outside social security, it would be of great help.

This Nation has made some decisions which in my opinion will make a lot more rural people eligible for these antipoverty programs in the future. Decisions have been made which will lower farm income by approximately more than a half a billion dollars. This is loss of a half a billion dollars of net farm income. This is money that the family farmer cannot afford to lose.

If my prediction is true, there will be a lot more rural people move off of our farmlands possibly into Los Angeles or New York or even our urban areas of Indiana. They will not be prepared for or trained for the jobs that are available to them there. They are going to be creating some more urban problems. I feel that we already have too many programs now.

Mr. Chairman, at this time I am going to call on Mr. Carstensen who is our director of community services of Farmers Union to comment on the testimony I have submitted.

Mr. BRADEMAS. Thank you very much.

Go right ahead, Mr. Carstensen.

Mr. CARSTENSEN. Thank you, Congressman Brademas and Congressman Bell.

Before I testify on the details of our testimony I would like just to commend Congressman Bell for his long work in the adult education field and also note that that was the first successful delegation and transfer from the War on Poverty. In this bill we are talking about a delegation and transfer of the Foster Grandparents. I think that these two examples show that delegations can be carried out successfully if they are done with care and when they are appropriate. I just want to commend you for your long work in this field.

If there is any one single thing that this committee can do in this new Administration on Aging bill, the Older Americans Act, it is the action to make it an independent agency within HEW. Every organization in the field on aging, every commissioner on aging in any of the States, or practically everyone else agrees that this is the most important action to take. I would urge if you do nothing else in this act, you do restore its independent status in the Department of Health, Education, and Welfare.

I worked in the Department both on the special staff on aging and the White House Conference on Aging and as assistant to the Under Secretary. I am aware of the difficulties of administering HEW and the need to streamline its complex operation yet this is the one area in which streamlining has been tried and which has been unsuccessfully administered over a long period of time.

I feel that the Kennedy-Johnson administrations flaunted the intent of Congress when they subsumed the field of aging and the programs on aging first under welfare and now under welfare and rehabilitation. If you do nothing else but the act of insisting that the intent of Congress be followed—and spelled out loud and clear in this bill—it will be worth the effort and improve the program. This will again restore the confidence of the public in the field of aging and the senior citizens in this program and give it the kind of recognition and status and maneuverability, if you please, to really act on behalf of older people instead of being forced to follow the lines of rehabilitation and welfare.

This is no reflection on Miss Switzer or on any of the people that have been involved except I think the bureaucracy in the Department of Health, Education, and Welfare and the reorganization patterns have forced this program to be less effective than it would be otherwise.

We hope in this bill that the President's Council on Aging can be strengthened. We like the ideas that we hear. We have not seen the so-called "La Vor Paper" but we hear that it would give it additional status and recognition to the President's Council on Aging.

We would hope that a new program might be added to this bill. We ask that AOA encourage the rehabilitation of senior citizen centers. It would not have to be a very large program but at least it could be a start.

We have found in our Green Thumb program in our winter work when we are not working on the highways and working in parks and all the rest that we have Green Thumbers repairing some of the senior citizen centers. Many of the centers are really unsafe and unsound. Our older people just really do not have the kind of facilities that they need, and we would hope that some older people might be employed to help rehabilitate some of these centers.

We would like to see the Foster Grandparents program expanded. We understand there have been some cuts in cost in the tightening of the administration over the past year. We feel that this is in the right direction. We think there might be a few more actions taken. Foster grandparents should be expanded and its administration tightened up.

We strongly recommend the National Voluntary Service program, I say that because I believe I was the first person to advocate that the Federal Government initiate this program which would include the paying the lunch money and car fare to help older people. We found too many older people who just simply cannot afford to pay that car fare and a meal does mean so much to so many of them.

Over half of our older people in rural America are living in poverty. Many of these people, are very poor. If they cannot get jobs such as Green Thumb and some of the other kinds of employment, they will be attracted by the sheer attraction of having one decent meal. This means so much, to just have one hot meal. Many poor older people will volunteer just for that meal. That is a tragic thing to say but these are the facts.

Yesterday a group of our Arkansas Green Thumb workers appeared before this committee on the poverty bill. One of them is 92 years old. Believe me, they know what hunger is. Seth Mith is in his sixties, and he knows hunger. He had to give away his children because he just didn't have enough money to care for them. His physical attributes show the erosion of hunger. He is an older man who just simply could not get work. He would have starved to death had he not had the Green Thumb program. There are many more like this where even one hot meal a day will be of real value and help.

We find many more older people in rural America who do have enough money to get along and are not in the poverty category. They are not wealthy—in the \$2,000, \$3,000 income group. These people are in such a condition that they cannot afford the expense of going to volunteer service jobs though they would love to do something to make their contribution to the community, to make a contribution. This volunteer service program could provide that opportunity.

Our experience in Green Thumb showed that you could employ a lot of older people as part of the staff of the Volunteer Service program, especially in direct supervision work. We would hope that in the voluntary service program section you might put in some language in the committee report that would indicate encouragement to use older people in the staffing of this program.

We have been urging both the Department of Labor and the Department of Health, Education and Welfare to have an early meeting of these two departments so that we can have a better relationship between the Department of Labor and its Senior Citizen Service Corps and the Administration on Aging. We have some indication that it may take place soon.

There should be more cooperation and a coordination there that has not existed in the past. We would hope that a subcommittee might be set up for the President's Council on Aging which would focus on these training employment programs and perhaps headed up by the Department of Labor representative to see what can be done to encourage the cooperation.

As Bill Hutton said, we do need expansion of the adult work program. This can be done in any number of different ways. One of them is the expansion of title I-B of the Economic Opportunity Act. Another would be the kind of bill that Senator Nelson has been talking about for the expanded adult work programs. A third would be the Older Worker and Middle Aged Employment Act. Congress should move in one of these three directions.

We realize that there is a tight budget. We have heard this regularly. We have been talking with members of the Appropriations Committee on both sides of the aisle just recently, including some very importance members. They felt that in this one area adult work programs did represent a high enough priority if they were given a way that they could make sure that money went toward older workers programs. They, too, have felt that this area has been neglected, as Bill Hutton has said while many of the younger people have an abundance of work opportunities.

Here in the District of Columbia something like 143 manpower hour employment programs at the present time. Yet I believe there is only two that have anything to do with the older workers. What happens when a young man who is 18 or 19 or 20 can get a job or get training just like this and his father who may be 60—cannot get a job, cannot get training, and is blocked in every way? How can you expect the young man to have any respect for his father if he has all the answers and his father has none, and he has all the alternatives and the father has none?

It is a very important consideration in planning all these work programs, that we don't destroy the family and the family unity and the family authority by an overboard emphasis upon youth. In Indiana we have completed a tour of the neighborhood youth program. They are fabulous programs, but let's not go overboard and abandon the families and the older members in a rush to do something about the needs of young people.

We can think of several places that tax loopholes could be closed or farm loopholes and save the money to do this. While it may not be possible this year to appropriate all the money because of the Vietnamese war, we hope the President is successful in closing that war and bringing it to a conclusion. As soon as it is finished there should be the authorization already on the books. You are talking here in terms of a 2 year bill. We certainly hope that we will not continue the war for 2 years. There should be authorization on the books so that when the money is available the Appropriations Committee can move.

I just would like to add two more comments in relationship to testimony already given by Miss Switzer. One is on the food and nutrition service. Older people can be very helpful in creating food programs and helping. We have been working with Congressman Quie and Congressman Steiger in starting a new green light program which we hope will do for women what Green Thumb has done for men. We think that we will be able to go ahead. One of the things we want to do in the green light program area of nutrition and food programs is assist low income families, encourage them to start gardens, to restore some of the knowledge and use of home canning that has sort of dropped by the wayside in many areas. We hope that we will have this program in operation relatively soon.

The final thing I just would like to say is that I do not believe that the Department of Health, Education, and Welfare bureaucracy will ever give aging its right place in the span of Federal programs until Congress directs that it does have this kind of status. I just feel that when it is put in with welfare and rehabilitation, the crises and the problems in welfare and rehabilitation and the current priorities in the department are going to bury aging and it is never going to receive the kind of just treatment that it should have.

Thank you, Mr. Chairman.

Mr. BRADEMAS. Thank you very much, Mr. Carstensen.

I have just three questions on the very thoughtful statements that both of you have given the subcommittee.

One of my own concerns is to our common State of Indiana. I understand that we are one of three States in the Union that does not participate in the Older Americans Act program. Do you have any comments on that problem?

Mr. WRIGHT. I will let Mr. Carstensen comment.

Mr. CARSTENSEN. The Indiana State government under different administration has been slow to act. We have seen some softening recently. There have been some discussions with some of the people in the new administration. The lack of action by Indiana does point out the importance of title III, the research and demonstration programs that can operate where the State government does not feel it has funds to proceed on a matching basis. We still have some hopes with the new Governor.

Mr. BRADEMAS. You say you have some hopes with the new Governor?

Mr. CARSTENSEN. Yes.

Mr. BRADEMAS. You are the first fellow that I have run into that has made that observation.

Mr. CARSTENSEN. Prior to his election he had offices across the hall from our Green Thumb office in Indiana. Some of it rubbed off from Green Thumb and may have given him a different attitude toward older people than we have had in the past Governors. We have done a little brainwashing there and I hope he will be a little more sympathetic.

Mr. BRADEMAS. You may not be aware, Mr. Carstensen, that in the campaign last year Mr. Whitcomb, then the Republican candidate for Governor, said by way of criticizing his Democratic opponent that he had failed to include Indiana in the Older Americans Act. I want to make very clear to my colleague from California this is a bipartisan undertaking.

Mr. Whitcomb said that were he elected Governor he would see to it that Indiana participated in the Older Americans Act. Whereupon a few weeks later following his election, the general assembly—by the way, controlled by his own party in both chambers—overwhelmingly voted an enabling act authorizing participation by Indiana in the Older Americans Act but now Governor Whitcomb vetoed the bill. So I am interested to hear that you support Green Thumb, but the Governor of Indiana has given a red light on the Older Americans Act for the citizens of our State.

I am also struck by your observation that you feel that in its action subsuming the Administration on Aging into another operating service in the Department of Health, Education, and Welfare that in effect the outgoing administration flaunted the intent of Congress. Do you have reason to think that the new administration may change its position on this matter?

Mr. CARSTENSEN. Not unless Congress directs, and this is what we are urging, very specifically that this be treated as an independent Administration within the Department of Health, Education and Welfare. Although I do say this: I don't know how the Congress can say it any more clearly than it did the last time around, but maybe if you try again they will get the message. It was supposed to have had the same status as other administrations, as you pointed out in your questions the other day, but it never achieved that. The bureaucracy went to work and placed it under rehabilitation. This is not to say that Mary Switzer is not a very competent person in her field but she just had other areas of responsibility that preoccupied her time.

Mr. BRADEMAS. I have just one other question. In your testimony you urge that Foster Grandparents be placed under the Older Americans Act with sufficient moneys to expand its operations within its current framework of operation which is limited to institutional organizations such as hospitals, nursing homes and children's facilities. Both the administration bill and the Brademas and Reid bill would move in this direction. The major difference between the two is that the Brademas bill continues the name under Foster Grandparents and the administration adds the words "senior companions."

Now the clientele to be served would, under the Administration, include older persons receiving institutional care in hospitals, nursing homes, intermediate care facilities, or homes for the aged as well as the institutionalized children who receive care under foster grandparents.

Would you feel that this constitutes more an expansion of the Foster Grandparents idea or a logical extension?

Mr. CARSTENSEN. We do not have any objection to the use of the change in name. However, the most important thing, and this is what we are still waiting for: I have talked with Assistant Secretary Weber and designate John Martin to urge the Administration to get together and divide the area and make a very clear delineation. This is what we have been asking. What we asked last year is that the two departments figure out which institutions they will be serving, what areas, and to divide the area so they won't compete for the same nursing homes and institutions and so forth. This is the most important thing.

We would hope, and we have said this in the testimony, that before this bill is passed, before the Congress lets loose of it, that these two departments will get together and work out a common agreement. A slight expansion proposed here is not the thing we were talking about last year. In the bill last year they were willing to open the door and put up a completely competitive program with the Department of Labor and they just simply would not get together to resolve and prevent any overlapping.

So again we would strongly urge that the Administration act right now to get together and get agreement and come to the Congress with an understanding as to how they are going to operate.

Mr. BRADEMAS. Thank you very much.

Mr. Bell.

Mr. BELL. Thank you, Mr. Carstensen and Mr. Wright, for your very excellent testimony.

I hope your friend from Indiana will not try to inject partisanship with the Governor of Indiana. However, we have to recognize that there are Republicans and there are Democrats that do not agree with some of us here. Mr. Wallace was a Democrat, very independent.

At any rate I do think this gets down to the matter of priorities. I think the problem is probably in the administration and previous administrations. Up to 20 million people are over 65. Do you have any figures or guess as to how many of those would be in the state of poverty?

Mr. CARSTENSEN. Yes. There are two problems in this. One is the way the poverty criteria is set up, it does discriminate against older people in the way the formula is worked out, and it also discriminates against farm people. We have been working with Congressman Quie and Congressman Perkins and they both agreed to try to get a common formula that makes more sense than the formula now used.

Also, the current formula is dated, it has not really been updated in terms of inflation. A person who has got \$3,000 today or \$1,000 or \$500 is a lot poorer than he was a few years ago.

So given the inadequacies of the formula, I will just talk about rural areas. There are about 8 million who are in the small towns and rural areas in this country, and out of the 20 million older people there are fully 4 million who are in deep poverty and one or two million more who are right on the verge of poverty and in the shadowy area depending on which formula of poverty you use.

We are now operating Green Thumb in 150 counties from New Jersey to Minnesota and Wisconsin clear to the Texarkana area. We have yet to find a rural county in America where you can't find large numbers of very poor people who are desperately eager to work their way out of poverty, large numbers. In some counties you may have as many as 50 to 100 waiting in line in order to get a job that pays \$1,500 a year. Now anybody who wants to stand in line for a job that pays \$1,500 a year is below the poverty level. That is poverty. I don't know whether anybody up here on the Hill would wait in line for a job that pays only \$1,500 a year and involves hard labor and out swinging an axe or using a power saw or a shovel.

Poverty is the biggest problem of our older people today. Rather than giving them money through welfare or a guaranteed income the vast majority I have talked with in the last 10 years—literally tens of

thousands of older people—who would prefer a job or social security. These are the alternatives older people want and need.

The 93 year old who was in there yesterday, is a very proud man. He is able to earn his own way. He is a little slow at times but he is right in there plugging and he does a good job down in Virginia. We now have four who are over 90 years of age working in this program. They are all very proud men. Many of them would rather starve than go on public welfare. Seth who was in there yesterday was starving. He was eligible for public welfare and yet he would not go into public welfare. He was certified by the doctor as being malnourished and he would not go on welfare. He wanted a job. He has done a good job working to beautify and make his community better. They have built a park there that is contributing to the economics of the community as well, Folk Festival in Arkansas.

Mr. BELL. As you indicated, probably more than 50 percent of the people in the 65 age bracket are suffering under poverty. Is there a similar percentage in the cities?

Mr. CARSTENSEN. I think it is higher in the rural areas.

Mr. BELL. You think it is higher in the rural areas?

Mr. CARSTENSEN. Yes. Most of our people have not qualified for Social Security and the farmers just didn't get into it until late. They have not had the private pension plans. You rarely find a man in rural areas with a private pension plan unless he was a Government employee or a retired railroad worker. You find a few telephone workers but by and large most of the people we find just simply don't have any kind of pension plan whatever.

Mr. BELL. Mr. Hutton indicated that in the poverty program itself funds relative to the aging lagged far behind—\$100 to youth and \$1 to the elderly. Why is that? Do you think it is because the elderly people have not demonstrated and have not been involved in crime and so forth? Is this a good part of the reason?

Mr. CARSTENSEN. Yes, it is partly because they don't riot. I think this has been a major factor. There has been another factor, too. The Federal Government itself is one of the worst discriminators against older workers. The laws that have been passed by the Congress have not been implemented by the Federal Government to remove discriminative practices against older workers. This is something that warrants attention.

Mr. BELL. You advocate legislation to prevent discrimination because of age?

Mr. CARSTENSEN. You have it on the books, it is a matter of getting—

Mr. BELL. Getting it enforced.

Mr. CARSTENSEN. Yes. The Civil Service Commission is the place that really should take the lead on this. This discrimination showed up in OEO. I have testified on it before the full committee 2 years ago. You found very few gray hairs over in OEO, especially in its formative period. We felt there was need for some more persons with a different perspective.

Sargent Shriver attracted a number of bright young men. This is what he was trying to get. In the rush of getting this type, he not only got bright young men but he got mainly urban types. So he got

bright young urban types and they were very highly oriented toward the urban minority youth.

I seem to recall that somebody did a study that showed that the out-of-school young people between the ages of 16 and 20, the so-called hard core, is a very small number. I cannot remember the exact figures but it is something like 30,000, or 40,000 in the whole country, a very small number.

I think they have an incorrect perspective. Dr. Levine, who was OEO Assistant Director for the program analysis, said to the Advisory Committee to OEO on senior citizen programs—"if we had twice as much money for OEO we still would not have any money for older people."

Mr. BELL. I assume that you made some kind of a study of this nationally. Concerning poverty among the elderly in rural areas, is this particularly in States where there is a considerable amount of poverty such as the South; Mississippi, or is it rampant in any particular area?

Mr. CARSTENSEN. Well, let me base it first on our own experience in Green Thumb. In the 14 States we are working in now we found the worst poverty in the States of Arkansas and Wisconsin.

Mr. BELL. Arkansas and Wisconsin?

Mr. CARSTENSEN. Yes. Poverty is not limited to any particular area. We see some very deep poverty in southern Indiana among older people that is incredible. You just would not expect it to be there. We found it in New Jersey, we found it in New York, we found it in just every part of the country. There are some very tragic situations. We first thought we would have to limit our program just to certain counties in rural areas because you would not find enough Green Thumbers in some counties. But we found it did not make any difference where you put Green Thumb, you could always find enough older people that were poor.

Mr. BELL. Would you say a larger proportion of the rural minority are poor or is it about equally divided?

Mr. CARSTENSEN. Many of the young people are working, men and women, and particularly the women are working, the young mothers, because job opportunities have opened up, the secretarial shortage is so great. Many of the older Negro grandparents are involved in taking care of the kids, they have a vital economic role in their families.

This is what we found in Indiana. We had real difficulty in southern Indiana in finding Negro older people who were not either involved in babysitting or had jobs. So I think in some ways the Negro older person might be better off except perhaps in the Deep South where we have poverty just generally and the whole families are desperately poor than among the white where the young people have moved off and left and they are sitting there alone without a farm, without any operation, without job opportunities, without anything—no pension, low social security and all the rest.

So in sheer numbers the numbers are so overwhelmingly in terms of the white that it cannot be said that it is a predominantly minority problem. I think percentagewise it might be a little greater but not significantly so.

Mr. BELL. That is all, Mr. Chairman.

Mr. BRADEMAS. Thank you very much.

Thank you, Mr. Wright and Mr. Carstensen.

The next witness is Mr. Bechill. Mr. Bechill served 3½ years as the Commissioner of Aging and in that responsibility gave outstanding leadership to the new administration. I think Mr. Bechill is one of the citizens in our country who can claim to take great pride in his concern, his knowledge and his leadership that he has given to the entire country in the field of dealing with the problems of our older citizens. We are particularly pleased to have you come before us this morning, Mr. Bechill.

**STATEMENT OF WILLIAM D. BECHILL, ASSOCIATE PROFESSOR OF
SOCIAL WORK, UNIVERSITY OF MARYLAND**

Mr. BECHILL. Thank you very much, Mr. Chairman.

In the interest of time I will try to summarize my comments.

Mr. Chairman, the bill which you and your colleague Mr. Reid have jointly introduced as well as other bills introduced to date include major provisions to strengthen the range of opportunities and services available to older people in our Nation.

There are four principal strengths that I see in the legislation. First, one of the major objectives of H.R. 10767 and other measures are those provisions that would strengthen the leadership capability of the State commissions and agencies on aging in their efforts to develop more comprehensive statewide and local programs for older people. It is through their efforts that 1,000 community programs for older people have either been started or expanded during this period. This is a noteworthy record, and it has been carried out by State agencies whose average staff size is small.

There are two provisions in H.R. 10767 which are particularly important if the States are to move ahead in the areas of statewide planning and coordination and to build a stronger framework of community planning and services.

I am referring to section 4 which adds a new requirement that makes explicit the responsibility for statewide planning, coordination, and evaluation and also provides a separate authorization of funds for this purpose.

Section 5 of the bill again is a separate section of the title which directs the Secretary to make grants or contracts to the State agencies for up to 75 percent for areawide model projects in fields requiring priority efforts to provide energies of broader opportunities for older people in the State.

Both of these provisions were included in the bill passed last year by the House. The only essential difference is that the House-passed bill of last year tied the statewide planning funds to the present formula grant provisions of title III of the act and the areawide model project authority was proposed as a new section to title IV of the act.

While I understand and respect the thinking that placed the areawide model project authority under title IV, I continue to believe that it is more appropriately placed as a part of a broadened title III program. This provision is designed to give the State agencies the ability and experience to mount significant programs to help them better achieve the purposes of title III; namely, a comprehensive network of community planning and services for older people.

H.R. 10767 and other bills introduced all call for increased authorization to extend the present title III provisions of the act. Several hundred thousand older Americans now benefit from the community programs that have been developed under this title. I believe there are many millions of older Americans who should have greater access to the types of services that have been developed to date. At the same time, there are many communities in the Nation who could benefit from having increased funds available to develop a coordinated and organized community program geared to the major needs of their older residents.

Mr. Chairman, let me take some of the mystery out of the words "services and planning." To me, there is great practical value in promoting the development of a senior center where older people can live a life of activity rather than isolation or an information and referral service where effective information and help can be given to older people and their families rather than none at all through lack of knowledge about available community resources.

There is nothing exotic about an interested group of citizens, representatives of older people, and representatives of public and voluntary organizations in a local community sitting down together for a serious discussion regarding the major needs of older people in their community, the resources available to meet them, and setting priorities and firm plans of action to meet any gaps in services that exist.

In brief, I support the expansion of the title III community grant program. I believe that the State agencies would continue to provide responsible stewardship and would be able to direct the use of the grant funds into more comprehensive community programs in the future.

The third key objective of the various bills under study by the committee is the extension of the title IV and title V grant programs for research, development and training grants. I endorse these provisions without reservation even during this time of genuine concern with financing of Government programs.

One compelling reason for this step is the serious need for more adequately trained personnel that was documented in a report presented to the 90th Congress, "The Demand for Personnel and Training in the Field of Aging." This study estimated that there are now about 300,000 persons working in various programs serving older people and forecasts that this number will increase dramatically to one million or more persons by 1975. It particularly identified the need for trained personnel that exists in such areas as State and community services, retirement housing, recreation and long-term care programs. The report also included a number of specific recommendations for consideration by the Congress.

The title V grant program of the act has already had a substantial impact. For the first time, there is a major commitment and interest on the part of colleges and universities and other training institutions to develop meaningful programs of study in the field of aging. There is a growing nucleus now of people skilled as teachers, researchers, community organizers and planners, senior center directors, housing and social care administrators. Their ranks need to be expanded in the years ahead if we are to meet the challenge.

On the other hand, I do not wish to minimize the importance of research and development. There are a number of highly critical and highly visible problems confronting older people where further research and development efforts could provide useful information to policymakers and persons working in the field. In future years, I would hope that the title IV program could give greater attention and emphasis to such areas of policy research as well as more intensive evaluation of present programs developing for older people currently under a wide variety of public and private auspices.

For example, we need to have a more solid base of information and knowledge about the various specialized living arrangements for older people that have developed during the last two decades or so, about the values of senior centers for various groups in the older population, about the kinds of services most needed by minority group older people, and further efforts to identify the preferences of older people developing in the areas of family relationships, communication, transportation, and as a consumer of goods and services. These are all critical areas of importance to many older people today. Each are engendering problems that press for early solution but whose solutions are not on the immediate horizon.

In strengthening both the title IV and V programs of the act, the Congress may wish to make its wishes known regarding those areas which you believe should receive major priority. While I can only speak as an individual, I suspect that you would receive good response from the organizations active in the field, the Administration on Aging and other Federal agencies, and many others in the educational and scientific community.

Mr. Chairman, the last part of my proposed legislation in H.R. 10767, the National Older Americans Volunteer program, I want to give my enthusiastic support to the provisions to the title and the way it has been constructed. However, I would request that the committee give consideration to broadening the proposed part B of title VI in H.R. 10767 to include both the Foster Grandparent program and the senior companion program that was proposed in last year's House passed bill.

The Foster Grandparent program has demonstrated the general viability of a role for older people in providing person to person services in health, education, and social service settings serving children. I believe that there is an equal need to expend this basic "person to person" service role to those settings primarily serving the isolated or institutionalized older person. During my last weeks as Commissioner, I was aware that the administration was considering proposing a Foster Grandparent-senior companion program, modeled along the lines of last year's legislation, and I understand from subsequent discussions that it will be recommended by the administration. I would hope that it would receive your favorable consideration upon introduction.

Speaking as an individual who has spent most of his career in programs for the aging, I believe the ultimate passage of the proposed new title will have great meaning to the older people of the Nation. I believe that there is a growing feeling among many older people today that society is shutting them out from any meaningful participation or useful social role upon retirement. If we are candid and frank about it, this is a serious indictment of much of our present thinking and

stereotypes about older people. Without meaningful activity and purpose in life, there develops alienation, loss of status, and downgrading of self-respect.

The proposed new title would be a dramatic and highly visible way to reverse this trend. At the same time, it would give many retired older people a wider range of options and opportunities than now exists in participating and contributing their experience and skills to vital areas of community service.

In my written testimony I also refer to one additional area for consideration by the committee. This, I believe, was also raised by Dr. Carstensen and possibly others, and that is to consider some amendments to the act that would provide funds for the renovation of multi-purpose senior centers.

Mr. Chairman and members of the committee, thank you again for this opportunity. I have great respect for the members of this committee who in the past were very helpful and supportive of the programs of the Older Americans Act. You have the elements before you of a most constructive bill for the older people of our Nation.

I will submit my full written statement for the record.

(The statement referred to follows:)

PREPARED STATEMENT OF WILLIAM D. BECHILL, ASSOCIATE PROFESSOR OF SOCIAL WORK, THE UNIVERSITY OF MARYLAND

Mr. Chairman and members of the subcommittee:

I appreciate this opportunity to present my views on H.R. 10767 and other bills which have been introduced in the House of Representatives to strengthen and improve the Older Americans Act. Since the Committee already has received substantial testimony on the detailed features of these proposals, I thought it might be helpful to comment on what I believe are among the most significant features of H.R. 10767 and the other measures under study by the Committee.

Before doing so, however, I would like to publicly record my personal support for the Commissioner-Designate of the Administration on Aging, Mr. John Martin of Michigan. Mr. Martin is a person of great integrity. He has a deep and sincere interest in the needs of older people. I am sure that he will bring constructive direction and leadership to the programs of the Older Americans Act.

Mr. Chairman, the legislation which you and Mr. Reid have jointly introduced, as well as other bills introduced to date, include major provisions to strengthen the range of opportunities and services available to older people in our Nation. There are four principal strengths which I see in the legislative proposals before the Committee.

STRENGTHENING THE LEADERSHIP CAPABILITY OF THE STATE AGENCIES

First, one of the major objectives of H.R. 10767 and other measures are those provisions that would strengthen the leadership capability of the State commissions and agencies on aging in their efforts to develop more comprehensive statewide and local programs for older people. Title III is the "mainstream" program of the Older Americans Act, and the States carry a broad and pivotal responsibility for its administration. During the last 3½ years I know from my own experience that the States, who have implemented the program, have worked hard to carry out these responsibilities. It is through their efforts that 1,000 community programs for older people have either been started or expanded during this period. This is a noteworthy record, and it has been carried out by State agencies whose average staff size is small.

H.R. 10767 includes two provisions that are particularly important if the States are to move ahead in the areas of statewide planning and coordination and to build a stronger framework of community planning and services. Section 4 of the bill adds a new requirement that makes explicit the responsibility for statewide planning, coordination, and evaluation of programs related to the purposes of the Act and provides a separate authorization of funds for this purpose. Section 5 of the bill would authorize, as a separate section of Title III, the

Secretary to make grants or contracts to the State agencies for up to 75 per cent of areawide model projects in fields requiring priority efforts to provide needed services or broader opportunities for older persons in their State.

As you know, both of these provisions were included in the bill passed last year by the House. The only essential differences were that the House passed bill of last year tied the statewide planning funds to the present formula grant provisions of the Act and the areawide model project authority was proposed as a new Section to Title IV of the Act.

While I understand and respect the thinking that placed the areawide model project authority under Title IV, I continue to believe that it is more appropriately placed as a part of a broadened Title III program, since it is designed to give the State agencies the ability and experience to mount significant programs to help them better achieve the purposes of Title III, namely a comprehensive network of community planning and services for older people. Similarly, I believe there are advantages to a separate authorization for statewide planning, evaluation, and coordination, and I would urge your careful consideration and support of both of these features of H.R. 10767.

EXTENSION OF COMMUNITY GRANT PROGRAMS UNDER TITLE III

H.R. 10767 and other bills introduced all call for increased authorization to extend the present Title III provisions of the Act for support of community services and planning programs. Several hundred thousand Older Americans now benefit from the community programs developed under the Act, but there are many millions of older Americans who should have greater access to the types of services and activities that have been developed to date under Title III. At the same time, there are many communities in the nation who could benefit from having increased funds available to develop a coordinated and organized community program geared to the major needs of their older residents.

Let me take some of the mystery out of the words "services and planning". To me, there is great practical value in promoting the development of a senior center where older people can live a life of activity rather than isolation or an information and referral service where effective information and help can be given to older people and their families rather than none at all through lack of knowledge about available community resources. There is nothing exotic about an interested group of citizens, representatives of older people, and representatives of public and voluntary organizations in a local community sitting down together for a serious discussion regarding the major needs of older people in their community, the resources available to meet them, and setting priorities and firm plans of action to meet any gaps in services that exist.

In brief, I support the expansion of the Title III community grant program. I believe that the State agencies would continue to provide responsible stewardship and would be able to direct the use of the grant funds into more comprehensive community programs in the future.

EXTENSION OF RESEARCH, DEVELOPMENT, AND TRAINING GRANT PROGRAM OF THE ACT

The third key objective of the various bills under study by the Committee is the extension of the Title IV and Title V grant programs for research, development, and training grants. I endorse these provisions without reservation even during this time of genuine concern with financing of government programs.

I particularly believe that one compelling reason for this step is the serious need for more adequately trained personnel that was documented in a report presented to the 90th Congress, "The Demand for Personnel and Training in the Field of Aging". This study, which was authorized by the Congress in the Older Americans Act Amendments of 1967, estimated that there are now about 330,000 working in various programs serving older people and forecast that this number would increase dramatically to 1,000,000 or more persons by 1975. It particularly identified the need for trained personnel that exists in such areas as State and community services, retirement housing, recreation, and long term care programs. The report also included a number of specific recommendations for consideration by the Congress that would strengthen training programs for various levels of technical and professional personnel, now working or who will be entering these fields.

The Title V grant program of the Act has already had a substantial impact. For the first time, there is a major commitment and interest on the part of colleges and universities and other training institutions to develop meaningful pro-

grams of study in the field of aging. There is a growing nucleus now of people skilled as teachers, researchers, community organizers and planners, senior center directors, housing and social care administrators. Their ranks need to be expanded in the years ahead if we are to meet the challenge of providing older people with services that are of high quality and are based on an intensive and objective understanding of the abilities, needs, and interest of older people.

At the same time, I do not wish to minimize the importance of research and development. There are a number of highly critical and highly visible problems confronting older people where further research and development efforts could provide useful information to policy makers and persons working in the field. In future years, I would hope that the Title IV program could give greater attention and emphasis to such areas of policy research as well as more intensive evaluation of present programs developing for older people currently under a wide variety of public and private auspices. For example, we need to have a more solid base of information and knowledge about the various specialized living arrangements for older people that have developed during the last two decades or so, about the values of senior centers for various groups in the older population, about the kinds of services most needed by minority group older people, and further efforts to identify the preferences of older people developing in the areas of family relationships, communication, transportation, and as a consumer of goods and services. These are all critical areas of importance to many older people today. Each are engendering problems that press for early solution, but, whose solutions are not on the immediate horizon.

In strengthening both the Title IV and V programs of the Act, the Congress may wish to make its wishes known regarding those areas which you believe should receive major priority. While I can only speak as an individual, I suspect that you would receive good response from the organizations active in the field, the Administration on Aging and other federal agencies, and many others in the educational and scientific community.

A SIGNIFICANT SERVICE ROLE FOR OLDER PEOPLE

Last, and possibly of the greatest significance, are the provisions in H.R. 10767 that would authorize the establishment of a National Older Americans Volunteer Program. I certainly support the twin basic purposes of the proposed new title, the development of broader opportunities for retired older people in volunteer service programs and giving permanence and increased support for an expanded Foster Grandparent Program.

However, I would respectfully request the Committee to consider broadening the proposed Part B of Title VI to include both the Foster Grandparent Program and the Senior Companion Program that was proposed in last year's House passed bill. The Foster Grandparent Program has demonstrated the general viability of a role for older people in providing person to person services in health, education, and social service settings serving children. I believe that there is an equal need to expand this basic "person to person" service role to those settings primarily serving the isolated or institutionalized older person. During my last weeks as Commissioner, I was aware that the Administration was considering proposing a Foster Grandparent-Senior Companion program, modeled along the lines of last year's legislation, and I understand from subsequent discussions that it will be recommended by the Administration. I would hope that it would receive your favorable consideration upon introduction.

Speaking as an individual who has spent most of his career in programs for the aging, I believe the ultimate passage of the proposed new Title will have great meaning to the older people of the nation. I believe that there is a growing feeling among many older people today that society is shutting them out from any meaningful participation or useful social role upon retirement. If we can cadid and frank about it, this is a serious indictment of much of our present thinking and stereotypes about older people. Without meaningful activity and purpose in life, there develops alienation, loss of status, and downgrading of self-respect. The proposed new Title would be a dramatic and highly visible way to reverse this trend. At the same time, it would give many retired older people a wider range of options and opportunities than now exists in participating and contributing their experience and skills to vital areas of community service.

OTHER AREAS REQUIRING STUDY

Mr. Chairman, I would suggest one additional area for consideration by the Committee. This is the possibility of amending the Older Americans Act to include funds for the renovation of multi-purpose senior centers. In a national survey completed early this year for the Administration on Aging, some 3,000 or more facilities were identified in the nation, and approximately 1,200 met the definition of a multi-purpose center. The data showed that many of these facilities were located in marginal physical quarters and had inadequate space to meet the needs of their growing membership.

The multi-purpose senior center is one of the healthiest developments to take place during recent years in behalf of older people, and centers are becoming in many communities the focal points for delivery of services at the community and neighborhood level. While there are several notable exceptions, it is my observation that the typical center that has developed, from a physical facility standpoint, is a depressing contrast to the modern facilities being planned for other age groups. Very simply, I believe that older people deserve better.

CONCLUSION

Mr. Chairman, and members of the Committee, thank you again for this opportunity. I have great respect for members of this Committee, who in the past were very helpful and supportive of the programs of the Older Americans Act. I believe you have the elements before you of a most constructive bill for the older people of the nation.

Mr. BRADEMAS. Thank you very much, Mr. Bechill, for a most valuable statement. I want to personally express my own appreciation to you for the counsel that you have given to me and Mr. Reid and to the other members of our subcommittee in connection with some of the ideas in the legislation that we are considering.

I have two or three questions that I would like to ask you. What about the question of an independent AOA? You would be the best man to comment on this, the question that was referred to by Dr. Carstensen and which came up in our discussions yesterday also; that is, has the administration flouted the intent of Congress in not having provided for an independent AOA?

Mr. BECHILL. I was just going to give you my personal opinion now.

Mr. BRADEMAS. Please.

Mr. BECHILL. I believe that the Administration on Aging would have stood more nurturing as an independent agency. I think that there were reasons that prompted the reorganization and those have to do with the range of responsibilities and pressures that go with heading the department in the Federal Government that carries the major responsibility for the health, education and welfare of the American people. I think the Congress ought to weigh the advantages and disadvantages at the present location of the Administration on Aging. There are some advantages. Obviously, in the view of many in the field, there are some disadvantages.

Mr. BRADEMAS. Would you give us a comment also on the question brought up by Mr. Hutton, his judgment that we are not doing nearly enough research in the problems of the aging?

Mr. BECHILL. I think that Mr. Hutton's comments were directed in the area of basic research that has to do with the biological and physiological aspects of aging. He is in the role and plays the role of a very strong and intelligent advocate. There has been a concern, however, I think, that the kinds of funds that have been available for basic research on aging have been limited. In part I believe that this might reflect the state of the art in the field, Mr. Brademas.

Also until very recent years there were few people interested in basic research in the biological process of aging. That has changed now and it is going to change even more dramatically in the future. I would think that on the whole his comments that there should be more funds devoted to basic research in aging are sound and constructive.

Mr. BRADEMAS. A couple of other quick questions. You know my own concern about the failure on the part of most State governments to provide adequately for supportive programs for the aged. Do you have any comments?

Mr. BECHILL. I think that I have had the same concern. I think that you have to recognize, at least from my experience, that State and local governments have had a difficult time in developing the kind of financing that they need to meet all of the various Federal, State and local programs that have emerged in recent years. I don't know whether that situation can change, frankly. I think the Congress ought to view any action taken under the Older Americans Act as first being sure that there are enough adequate funds available from the Federal Government so that the States have a sound structure and that the States have the ability to move ahead.

I think if the States had disability to themselves it would be more advisable to promote and work and, let's say, educate their State legislators, other people in State government and local government as to the importance of developing programs for other people. You would have somewhat greater acceptance, I think, in time of this basic responsibility by State and local governments than now exists. Most of the States now are putting in funds for personnel; very few have been able to date to put in funds that would match the development of community programs. I think in time that ought to be stressed and developed, but I think the Congress should not move back from its responsibility because of the limited experience to date.

Mr. BRADEMAS. How much money do you feel Congress should be spending for programs operated by the Administration on Aging? The Administration has requested \$13 million for title III whereas the Brademas-Reid bill asks for about \$20 million in the first year.

Mr. BECHILL. I certainly support the level that is recommended in your bill. I think that it still remains, Mr. Chairman, a very prudent amount. I believe that it would be used widely in all three titles of the act.

Mr. BRADEMAS. Finally, I am very glad to see your endorsement of the RSVP program, retired older people and volunteer service programs. You heard the question that I put to an earlier witness that we should extend the Foster Grandparent-senior companion program to provide not only for services to children but for older persons as well. I understand, though I have not had a chance to examine it carefully, that this is contained in the administration bill. I take it from your statement that you endorse this kind of proposal.

Mr. BECHILL. I certainly do. There are great needs for this kind of personal service, the meaning of companionship in particularly the institutions where many of our older people live. The same kind of extension of the present Foster Grandparent program and the same advantages of 1 to 1 relationship of an interested person with another person, I think that is a general role. I think general viability has

been established. We are not talking, I think, about anything different but merely an expansion of the same kind of program that are have now in the Foster Grandparent program only in this case to older people in addition to children.

Mr. BRADEMAs. Thank you very much, Mr. Bechill. I want to reiterate my own strong accommodation of the splendid leadership that you gave in your services to the Administration on the Aging and wish you very well in your new position of responsibility at the University of Maryland.

Mr. Hawkins.

Mr. HAWKINS. I just would like to underscore the views that you expressed in presenting Mr. Bechill. Having listened to him I think that he has done an outstanding job. I think it is very valuable for us to have the commission he is leaving to come back and to remain with us. I hope we will have the benefit of his testimony in the future years as we have had in the past years. Most helpful.

Mr. BECHILL. Thank you very much, Mr. Hawkins.

I might mention I wanted to express my appreciation to you, Mr. Chairman, and also to the person sitting to your left, Mr. Bell, because I know the three of you have done a great deal in your terms to support this program and other legislation on behalf of older people.

Mr. BRADEMAs. Mr. Bell.

Mr. BELL. Thank you, Mr. Bechill, for your very fine testimony. I compliment you for the way in which you handled the questions.

Mr. BRADEMAs. Mr. Hansen.

Mr. HANSEN. No questions, Mr. Chairman.

Mr. BRADEMAs. Thank you again, Mr. Bechill.

The subcommittee is now very pleased to hear the testimony of Councilman Thomas Bradley of Los Angeles. Mr. Bradley, would you please come forward? I am going to call on two distinguished members of this subcommittee to present you. I better yield to my colleague on my right here first, Mr. Hawkins, and then to my colleague on my left.

Mr. Hawkins.

Mr. HAWKINS. Thank you, Mr. Chairman.

I do not ordinarily have the great pleasure of presenting not only a friend but one whose councilmanic district does overlap my own congressional district and to that extent I do represent some of his constituents as well.

Mr. Bradley is certainly one who I think is the most distinguished citizen of Los Angeles, one who I think that we might model our own careers after because he seems to have prepared his next career before he had completed the earlier one. After an active law enforcement career he became a practicing attorney and has been very successful as a practicing attorney.

Then after practicing law he became a city councilman and has been certainly outstanding as one of the great city councilmen in Los Angeles history. Then during his incumbency in that office he seems to be launching at another career which I think he will be equally successful in achieving. In all of these positions he has been outstanding, and I may say that he has never forgotten the people who struggle along with him.

I have always enjoyed with him great cooperation on those problems that are Federal-city in nature. I hope that he may continue that

same friendship and that same association which I am confident he will.

I am certainly proud, along with my colleague, Congressman Bell, in having Councilman Bradley with us today.

Thank you for having invited him to testify, Mr. Chairman.

Mr. BRADEMAS. Mr. Bell.

Mr. BELL. I want to add my words to what Congressman Hawkins said relative to the man that I hope will be the next mayor of Los Angeles, and I think he will be, Mr. Bradley. I had the opportunity of campaigning with him and working with him and I found him to be most able, astute, honest, reliable, and forthright in his statements. I think he will be great in his next position in Los Angeles.

It is a pleasure to welcome you before the committee.

Mr. BRADEMAS. We are very pleased to have you, sir. Will you please go ahead?

Mr. BRADLEY. Thank you, Mr. Chairman.

Mr. BRADEMAS. I might say to you, by the way, I have just seen the latest issue of Evans-Novak political report which just came into my office this morning which predicts that you will be easily elected.

STATEMENT OF HON. THOMAS BRADLEY, COUNCILMAN, CITY OF LOS ANGELES

Mr. BRADLEY. That is a very perceptive document and I am delighted to have that confirmed what we have been saying for a long time.

Mr. Chairman, thank you very much for the opportunity to address this distinguished subcommittee. I want to thank my longtime friends Al Bell and Gus Hawkins for the kind words. I have watched them over the years with admiration as they have performed their duties and I know their concern.

Mr. HAWKINS. If the gentleman will yield, I hope he was not watching us when he was in law enforcement.

Mr. BRADLEY. If I discovered anything, you would have been caught. I was pretty good at it.

Well, I must say that we have great admiration for this service in the Congress and certainly for their concern about the constituents of their district and especially those that we now call the older Americans.

I am pleased to be here in Washington and to have the opportunity to talk to you this morning about a matter that is of great concern to me. I would like to say a word or two about the 250,000 men and women in Los Angeles who are over the age 65. We are concerned about how the public can improve the quality of life for them, how we can make it possible for them to continue to render valuable service.

They embody the laudable goal of involving older Americans, our senior citizens, in the process of solving the important problems of the city. I refer specifically to the National Community Service Corps concept, or national older American volunteers program as it is called in the Brademas-Reid bill.

I strongly support both aspects of the proposed amendments. I am especially pleased to see the potential for new programs in the city of Los Angeles which would bring the resources of our people to bear on the issues that trouble them. The senior citizens of Los Angeles are

anxious to become involved. They want to be called upon to help in the education of the next generations, in the transmission of wisdom and experience from one group to the next. They seek to help people of all ages who need medical assistance and a helping hand in daily chores.

This act would assist us in providing these opportunities; I have several specific comments.

First, I applaud the broadening of the language in the proposed title VI dealing with service roles in retirement. As earlier proposed amendments were written, the service roles which would qualify for inclusion in the program were fairly limited.

An inventive city, working closely with its senior citizens, could develop creative and useful service programs which might not have previously qualified. I would encourage language which preserves discretion to develop a wide-range program.

For example, many senior citizens of Los Angeles are interested in beautification projects. And as beautiful as Los Angeles is at present, it could be even lovelier.

Senior citizens are anxious to establish information service centers which would provide valuable guidance to older people who seek help from the large number of State, local and Federal agencies that have resources.

Senior citizens can be useful in schools, as teacher aides and tutors. Their experience and knowledge can be put to use in the classroom.

All of these could be important volunteer service projects, and we wish to make sure they qualify under title VI.

Second, I urge this distinguished subcommittee to consider authorizing grants or contracts which would permit city governments to buttress their services to the elderly. This opportunity for direct funding should go beyond the proposed creative metropolitan and areawide model projects.

For example, I have pledged that in the next city administration in Los Angeles there will be an advocate for the senior citizen who will have the following responsibilities:

He will devise a plan to lower bus and cab fares for senior citizens;

He will show how special park and recreational needs of the elderly could be met through the contribution or leasing of vacant land;

He will gather evidence concerning those who defraud the elderly;

He will make special recommendations regarding the housing needs of the elderly; and

He will publish consumer bulletins, offering consumer protection information especially designed for senior citizens who must make the most of a limited monthly budget.

I have proposed such an advocate for the senior citizens because I think Los Angeles can be a better place for the people who have built our city and contributed so much to it.

Congress has provided funding for State programs for the elderly and California has such a program. But I think there is also a need for the major cities, where there is an increasing number of men and women who are retired, to develop their own planning staffs.

The California Commission on the Aging, for example, does not have an office in Los Angeles even though Los Angeles has a quarter of a million residents over 65.

I think the city can do a great deal to develop those programs in Los Angeles which have already been begun by the Administration on Aging under the auspices of the Older Americans Act.

Some of the pioneering programs which I would like to mention are:

Senior volunteer services: A program which uses a mobile unit to encourage older persons to become involved in charitable work to help other older citizens as well as children who need help. The work of this program would be useful in shaping your proposed title VI programs;

The East Los Angeles Information and Referral Center: A program which provides useful help to elderly people in a heavily Mexican-American area of our city;

Operation Shut-In: A program which seeks out men and women in a poverty area of the city who need help in obtaining food and health services;

The Center on Gerontology at the University of Southern California: A program to provide training for professionals who are needed to staff programs or furnish services to the elderly.

There is a start in Los Angeles. But with a skilled and concentrated effort at city hall, many of the lessons learned in these programs can be spread throughout the city. We hope to create a city hall that is close to the people, that encourages participation, that is responsive to the needs of the people.

I think we will be able to do capable work with the senior citizens of the community. That is why I suggest that the act be amended to provide cities, as well as States, with the technical assistance and funds to develop comprehensive efforts.

Finally, I wish to commend the efforts of this subcommittee in its continuous inquiries into the problems of the aged. You have made the American people understand better the dilemma of growing old in the 1960's, the problems of inflation, of obtaining health services, of transportation and housing.

For all of these I want to thank you very much.

Mr. BRADEMAS. Thank you very much indeed, Mr. Bradley. I want to congratulate you myself on what seemed to be some very imaginative and constructive suggestions, and I am especially pleased to see such suggestions coming from a leader in city government.

I think your suggestion that you would, if you became mayor of the city, provide an advocate for the senior citizen, is particularly constructive. I must say that your final proposal in which you suggest that the Older Americans Act be amended to provide cities as well as States with support from the Administration on the Aging strikes a particularly responsive chord in me for two reasons: In the first place, I have been struck by the failure on the part of so many State governments in the United States to provide adequate leadership not only in programs affecting the aging but in education and health and a wide variety of other fields. Secondly, and perhaps more directly, my State, Indiana, is the largest State in the Union which has failed to permit participation of the State in the Older Americans Act programs.

What we might well do perhaps in our subcommittee, I have not

talked to my colleagues about this, is to come up with some kind of an amendment which I would be very pleased to have known as the Bradley-Brademas amendment that would at least provide that in those instances where a State government fails to make possible the participation of the State in the Older Americans Act programs that cities in that State or rural areas or other communities should be afforded an opportunity to do so in order that the neglect of the State government should not result in the older citizens of the State being penalized. Would that kind of thing make sense to you?

Mr. BRADLEY. It certainly does, and I certainly would be honored to have the name Bradley attached to the amendment.

Mr. BRADEMÁS. Thank you very much.

Mr. Hawkins.

Mr. HAWKINS. Councilman Bradley, I, too, would like to commend you on a very excellent statement which does, I think, contain some new suggestions.

Just one or two questions. The incumbent mayor of the city of Los Angeles in appearing before the Senate committee 2 years ago indicated in response to questions that the city of Los Angeles had few functions in the social welfare field. As a matter of fact, in response to the question you say that the city of Los Angeles had nothing directly to do with health, this was a county matter, that transportation was a special district matter, that education was also a special district matter, that welfare was a county matter and so on. Almost every function that appears to be relevant to model cities or to the establishment of a model city happened to be something handled by a jurisdiction other than the city of Los Angeles.

Do you share this erosion of the functions of the city? Do you view with some concern the inability of the city government to negotiate or to pass on to another jurisdiction these functions and to say that, well, we cannot do anything about them because this responsibility belongs to some other jurisdiction? Would you treat the older citizens that same way? Do you think that any of the citizens should be treated in that manner, to pass on to another jurisdiction complete control over those functions which are relevant to the citizens of Los Angeles?

Mr. BRADLEY. I don't see the legal separation or limitation on the jurisdiction as being any impediment to the leader of this city to engage in these programs, to use his persuasive powers to provide leadership in dealing with these matters that affect the lives of our citizens. We cannot separate a legal function in terms of its impact upon the lives of people who live in the city of Los Angeles.

I take quite a contrary view. I think the mayor does have responsibility, not legal or moral responsibility, to provide leadership, to get involved in many of these matters which may not be strictly within his legal jurisdiction. I think that is the test of leadership.

Mr. HAWKINS. Another question. I view the Older Americans Act certainly as one which commences at a very much earlier age than what I think we ordinarily seem to imply. Would you share with me the same concern that much of our problem today is due to the inability of persons, let's say, at the 45- to 55-age group, 45- to 65-age group, to provide adequately for their families and that this in turn does help to create the other problems such as separations and youth problems and so forth and that by commencing at a much earlier age to take care of the problems of the aging that we are not just simply solving the problems

of individuals but we are solving the problems of families and consequently to that extent reaching also the youth problem that is today one which plagues certainly the urban areas?

Mr. BRADLEY. You make a good point, Mr. Hawkins, and I think that this Nation must some day begin to realize that we cannot simply push aside those people who have reached the age of 40, 45, 50 and say that you no longer can provide effective service and therefore we are going to put you in the trashcan because that not only has an impact upon their lives but as you have just pointed out the implications are so far reaching that it touches even down to their children.

I think that we are going to have to begin to express some concern about it and come up with some programs that will deal with the realities. The realities of life are that in many cases persons of this age are not able to get jobs that support them at a level to maintain their human dignity.

Mr. HAWKINS. Thank you very much.

Thank you, Mr. Chairman.

Mr. BRADEMAs. Mr. Bell.

Mr. BELL. I want to compliment you, Councilman Bradley, for your very effective statement. I think that you recognize perhaps better than anybody the importance of your role if you become mayor. Some of these programs such as aid to the elderly are going to be passed by the House of Representatives, but fundamentally it is going to be mayors such as you who will make it possible for them to work effectively.

Relative to Mr. Hawkins' statement, the previous mayor—I am going to say the previous mayor advisedly—testified before a committee of the Senate that he himself as mayor did not have responsibilities in these areas. I think that is particularly important and I assume your attitude is somewhat different.

Mr. BRADLEY. 180°.

Mr. BELL. That is all I have.

Mr. HAWKINS (presiding). Mr. Reid.

Mr. REID. Thank you, Mr. Chairman.

I, too, would like to welcome you, Mr. Bradley, here this morning. I appreciated the thoughtful and imaginative character of your testimony.

On page 1 you referred to title VI of the bill that Chairman Brademas and I have introduced which would broaden service rolls in retirement. The RSVP program hopefully in the criteria of payments for expenses would be liberally interpreted and we are hopeful of making the record clear on that point so that it would cover not only carfare but perhaps health and other incidental expenses that are necessary. We are also hopeful that the program might catch the imagination of the country.

I note that in your comment you say:

As earlier proposed amendments were written the service rolls which would qualify for inclusion in the grant program were fairly limited.

Would you care to expand just a little as to the areas that you think properly could be enlarged here in this kind of a program?

Mr. BRADLEY. I think, for example, that to provide an opportunity for volunteer services in an expanded fashion is ever so important. I know that there are many older Americans in my community who desire the opportunity to serve. Just as our young people today are

eager to provide service on a voluntary basis, older Americans also want to feel that they still have an opportunity to provide some contribution to their community, they do not want to be cast aside just because they have reached their certain magic point in terms of age. I think that in every way that we can expand those rolls we are going to be better off and so will the persons covered.

Mr. REID. I personally think that many can have their most useful years ahead of them and that the ability and the opportunity to contribute to society is essential if our society is to be meaningful to 20 million Americans.

Would you care to list just a few of the specific in the city of Los Angeles, the kind of volunteer activities that might be valid and have not been tapped today?

Mr. BRADLEY. We are finding very useful programs in the school system of volunteers working as teacher aides, helping in the classrooms and on our playgrounds. We simply cannot provide enough paid personnel to do those jobs and we are seeking volunteers to assist us. The matter of providing such supervision and care for children whose parents are working, providing supervision and assistance to disabled older Americans who need this kind of care and help, are just some of the areas which I think this kind of voluntary service will be.

Mr. REID. I hope we will have a national program on day care centers. The United States has not moved in this area the way other countries have. I think that would be another area. If we had any restructuring of welfare, I think it has to include a major program in day care centers, but this equally would be an area where a number of volunteers would help.

Do you have any idea, just for purpose of illustration, as to the number of senior citizens in Los Angeles that might be able to volunteer?

Mr. BRADLEY. No, I do not have any figures off the top of my head that I could offer you. We simply know there are very many and I know that a substantial number of them would be very willing and eager to do this.

Mr. REID. Thank you very much, Mr. Bradley. Nice to have you here in Washington and testifying before this committee.

Thank you, Mr. Chairman.

Mr. BRADLEY. Thank you.

Mr. BRADEMAs. Mr. Hansen.

Mr. HANSEN. Thank you, Mr. Chairman.

I have no questions but I just take note of the fact that Councilman Bradley is engaged in a political campaign and demands must be made on your time. Therefore, we particularly appreciate your taking the time during this period to come and assist the committee in considering the legislation before us.

Thank you.

Mr. BRADLEY. Thank you, Mr. Hansen.

Mr. BRADEMAs. Thank you very much.

Mr. BRADLEY. Thank you very much, Mr. Chairman.

Mr. BRADEMAs. Thank you very much, Mr. Bradley. We appreciate your coming here with us.

The Chair wants to announce that the hearings will be kept open for a period of 10 days for any further statements that anyone may wish to submit.

The subcommittee is adjourned subject to the call of the Chair.

(Whereupon, at 11:58 a.m., the subcommittee adjourned, subject to the call of the Chair.)

(The following material was submitted for the record:)

AMERICAN FEDERATION OF LABOR AND
CONGRESS OF INDUSTRIAL ORGANIZATIONS,
Washington, D.C., May 13, 1969.

HON. JOHN BRADEMAS,
Chairman, Select Subcommittee on Education, Committee on Education and Labor, House of Representatives, Washington, D.C.

DEAR MR. CHAIRMAN: On behalf of the AFL-CIO I am writing to express our support for H.R. 10767, introducing by you and Congressman Ogden R. Reid of New York. As a strong supporter of the original Older Americans Act we applaud your efforts to extend and improve the program for older Americans.

H.R. 10767 in Title VI absorbs the Foster Grandparent Program which is presently administered by the Administration on Aging under a contract with the Office of Economic Opportunity and establishing a National Older Americans Volunteer Program and we support these provisions.

On May 7 Mr. Steiger for himself and others introduced H.A. 11048 introducing "Senior Companions" for older persons receiving institutional care in hospitals, nursing homes, intermediate care facilities, or homes for the aged. We do not believe it was ever intended that the Administration on Aging would be an operating agency in competition with other departments of the government. Title VI of H.R. 11048 injects the Administration on Aging into an area where it lacks both jurisdiction and experience. As drafted, Title VI establishes a manpower and employment program which falls specifically within the jurisdiction of the Department of Labor. That Department is already operating programs similar to that proposed by Title VI and we believe it would be totally unwise to establish a duplicate program.

The Older Americans Act of 1965 was a forthright declaration of our nation's concern for its older citizens. We believe it established a framework for coming to grips with their myriad problems. We support H.R. 10767 as a major step forward toward completion of this framework. We urge you and your Subcommittee to give favorable consideration to H.R. 10767.

Sincerely yours,

ANDREW J. BIEMILLER,
Director, Department of Legislation.

PROPOSED OLDER AMERICANS ACT AMENDMENTS OF 1969 (WITH PARTICULAR
REFERENCE TO ADMINISTRATION BILL H.R. 11048)

We see the necessity for, and no objection to, the extension of authorizations and the various provisions for state planning and coordination. However, we are concerned about Title VI of the Administration bill which sets up a new work program called Senior Companions. Insofar as this Title sets up a new work program, that is, paid employment, we think it undesirable and inconsistent with the objective of concentrating manpower programs in the Department of Labor.

In the past, legislative enactments have added job programs with little concern for coordination. This new small program would be another example of a piecemeal approach resulting in patchwork of programs both within and among several Departments and Agencies. Multiple funding sources, varying administrative systems and programs standards have prevented the development of an effective relationship with the States and local communities. Separate categorical programs impede the allocation of resources and may be unresponsive to local needs as perceived by responsible agencies in the community. Most important, individuals in need of jobs or job training, or work experience are confused in their search for help.

Pending its passage such opportunities for older persons and more are available under Title I B of the Economic Opportunity Act, through Community Senior Service Programs and Operation Mainstream conducted by the Department of Labor and also under the Manpower Development and Training Act and through Concentrated Employment Programs and the facilities of the United States Training and Employment Service. We understand the necessity for early action on extension of the Older Americans Act. We do not see any such urgency with respect to an expansion through a new Title establishing authority for a work program, or senior service programs or other operating programs.

We believe the Administration on Aging should continue along the lines of its original concept, with emphasis on its role as leader in programs for older persons, both governmental and voluntary and as a spokesman for older people. The addition of operating responsibilities and direct services can only divert the Administration on Aging from its primary mission and seriously compromise its role within government of fostering new and improved benefits and services by agencies concerned with health, housing, income, employment, transportation, food distribution, which already have facilities and competencies in these fields.

There has been considerable debate in hearings in the Congress but only hasty consideration within the Executive Branch, despite the existence of the President's Council on Aging established by Executive Order whose function is to make legislative recommendation on programs for older persons. The Council has not met in recent years but it is chaired by the Secretary of HEW; and would meet at his call. The Secretary of Labor, the Director of OEO, and the Secretary of Housing and Urban Development are all represented. An Executive Committee of staff has met fairly frequently but has never been given the opportunity to discuss such proposals. We believe that the use of this official mechanism and the opportunity for good staff work could long ago have led to a resolution based on informed deliberate examination.

Continuance of the Administration on Aging and technical improvements in its present Titles III, IV and V for state grants, research, demonstration and training have never been in dispute. What has been in dispute over a period of the last two years was the addition of a new Title providing for a new public service employment for older persons along the lines of Foster Grandparents (operated under contract by HEW) Green Thumb and Community Senior Service Programs and other Mainstream projects (conducted by the Department of Labor).

All these projects, by whatever name, "Service Opportunities" "Retirement Roles" "Senior Companions" pay wages to older persons, usually for part-time work at not less than the Federal minimum rate. This is their attraction—paid employment, a job. They are not simply reimbursements of out-of-pocket expenses for volunteers. The prime issue during the hearings held last year was Title VI. Most of the witnesses called it a program of employment. Volunteer services, and even paid employment programs on a demonstration basis or on a small scale can and are being financed by Administration on Aging funds under Titles III and IV. Responding to a question by Senator Williams in hearings on July 1st, the former Commissioner of Aging wrote "The emphasis of Title VI is on participation of low income older persons * * * therefore paid service rather than volunteer is stressed in this program * * *. Our primary efforts towards encouraging volunteer service are carried out through Title III of the Older Americans Act * * *."

Because this version of the proposal does not talk about employment but about personal or supportive service, it is easy to get the impression that it is a volunteer program. However, there is no question that the 90% of costs of operation of projects would mainly be used to pay wages to enrollees or employees. This has been true in Foster Grandparents projects. With respect to the Foster Grandparents program, this year the President undertook to transfer it from OEO to HEW along with Headstart. That decision has been taken.

The program of "Senior Companions" would fund jobs in hospitals, nursing homes, homes for the aged, and services to older persons needing some "special assistance." We are not sure what the latter phrase means but we point out that the Labor Department's training program under MDTA put a great deal of stress on health and health related employment. These include a wide variety of semi-skilled and entry jobs suitable not only for older persons, but also for persons of any age, and which in many instances require training. Assistance to persons under "special circumstances" could include home health aides, homemakers, physical therapy aides and a variety of other jobs, part time or full time.

The program is much broader than it appears. Older persons who will provide these services should be selected, recruited and trained in relation to the demands of their jobs. Such programs will be best performed through the facilities of the United States Training and Employment Service. Further, if these older individuals need and want to work for pay, they should have the opportunity of being exposed to the wide variety of training and job opportunities available through the Employment Service. Similarly, hospitals, nursing homes and other institutions will need younger people as workers also possibly some from the out-of-school youth corps.

The Department of Labor now, and as it would function under a Comprehensive Manpower Bill is responsible to public policy and priorities, e.g., emphasis on jobs for poverty areas, and delegation of responsibilities and program execution to the state and local levels. It should be pointed out that control or discretion for the State or locality is very weak under the Section 601 of the Administration bill. It is not even proposed that the Administration on Aging administer the program through the state units on aging as is the case when similar projects are funded under Title III of the Older Americans Act.

With respect to the emphasis on the poor or disadvantaged persons agencies will need only to show that they will provide a priority to persons of low incomes, but not that all or a preponderance of the jobs will go to such persons. Nor is it required that all such project applications come from agencies which will give such a priority. The Secretary will give these a preference but is not limited to such projects.

Further, it seems to be a strange order of priority if jobs are offered only to those who are no longer "in the regular work force," and not to some one who is actively but vainly seeking employment, and who may be of the same age and possible of lower income or with no income at all from retirement benefits. The phrase "no longer in the *regular work force*," is essentially meaningless, as applied to people who are seeking a job or are actually working.

There is no clear reason why the age floor is set at age 60, except to imply that this is not a group with whom the Department of Labor is concerned, and would mainly consist of persons in retirement. It should be pointed out that 30% of the aggregate of those age 65 and over is still from employment and close to 40% of men 65-69 and 85% of men 55-64 are in the work force.

It is clear that if an employment program on a large scale were being undertaken it would be placed in the Department of Labor. Rationally, also a demonstration program of substantial size should be tested in its normal environment, and particularly so when the employment program is made permanent by law. What particular competencies or facilities does the Administration on Aging offer for a paid employment program? Will it set up a new, separate line to the localities? If a public service employment program for older workers were to be enacted, going beyond demonstration programs such as Community Senior Service Programs and Foster Grandparents then the Labor Department should have such a program for several reasons:

A. The program is properly part of the manpower function since it provides employment for pay.

B. A Senior Service program can be administered most effectively and economically by the Department of Labor by reason of its present programs and facilities and other reasons, e.g., as one stop service based on one application, a compendium of programs and services, an array of jobs, consolidated agreements with sponsors, face-to-face dealings with workers and sponsors in 2,000 or more local offices of the United States Training and Employment Service.

C. Department of Labor should have the positive aspect of job creation along with the negative aspect of antidiscrimination enforcement; it should not be cast simply in the role of policemen.

D. The program is a vital part of a comprehensive approach to the needs of older workers.

Very recently, Senator Williams (and Congressmen Perkins and Hawkins) introduced S268—The Older Americans Act—Amendments of 1969 which omitted the controversial Title VI. We would prefer this approach. As a compromise that goes more than half way toward HEW's desires, Congress Brademas and Ogden Reid introduced H.R. 10767 with a Title VI to which we would not raise the same objection. Any further concessions should be revised.

STATE OF MINNESOTA,
OFFICE OF THE SECRETARY OF STATE,
St. Paul, May 2, 1969.

CHAIRMAN, EDUCATION AND LABOR COMMITTEE,
House of Representatives,
Washington, D.C.

DEAR SIR: As directed, I am enclosing herewith a copy of H.F. No. 689, Resolution No. 4, as adopted by the Legislature of this State.

Yours very truly,

JOSEPH L. DONOVAN,
Secretary of State.

H.F. No. 689, RESOLUTION No. 4

A RESOLUTION Memorializing Congress and the President to enact a law comparable to the "Older Americans Act Amendments of 1968"

Whereas, the Ninetieth Congress of the United States considered an act to be called the "Older Americans Act Amendments of 1968"; and

Whereas, that act would have provided much needed funds for senior citizen centers and other senior citizens programs; and

Whereas, the proposed centers and associated projects are highly desirable for the development of the proper programs of care for older Americans; now, therefore,

Be it resolved, by the Legislature of the State of Minnesota, that Congress and the President should speedily enact amendments to the Older Americans Act similar to the "Older Americans Act Amendments of 1968," H.R. 4261 of the Ninetieth Congress.

Be it further resolved, That the Secretary of State of the State of Minnesota transmit copies of this resolution to the President and Vice President of the United States, the Speaker of the United States House of Representatives, the Chairman of the Labor and Public Welfare Committee of the United States Senate, the Chairman of the Education and Labor Committee of the United States House of Representatives, and to the Minnesota Senators and Representatives in Congress.

L. L. DUXBURY,
Speaker of the House of Representatives.
JAMES B. GOETZ,
President of the Senate.

Passed the House of Representatives this 19th day of March in the year of Our Lord one thousand nine hundred and sixty-nine.

EDWARD A. BURDICK,
Chief Clerk, House of Representatives.

Passed the Senate this 15th day of April in the year of Our Lord one thousand nine hundred and sixty-nine.

H. Y. TORREY,
Secretary of the Senate.

Approved: April 30, 1969.

HAROLD LEVANDER,
Governor of the State of Minnesota.

Filed: April 30, 1969.

JOSEPH L. DONOVAN,
Secretary of State.

STATE OF NEBRASKA,
ADVISORY COMMITTEE ON AGING,
Lincoln, May 20, 1969.

JIM HARRISON,
House Select Subcommittee on Education,
Washington, D.C.

DEAR JIM: Enclosed you will find the information which Congressman Brademas asked for concerning State support of the State Commissions on Aging.

In submitting this information to you, I think that it is important to note that a state's support of its Commission on Aging does not constitute the sum

total of its expenditures on behalf of its elderly population. Additionally, I would like to point out that the total monies contributed by states to their State Commissions on Aging increased from \$1,396,500 in fiscal 1968 to \$1,800,100 in fiscal 1969. This would seem to indicate that the states do recognize the need for an additional effort in this area and are attempting to expand themselves accordingly.

Without begging the issue, I would like to also point out that on a per capita basis the smaller states are generally making a more significant degree of effort than the large population states even though the dollar amount of their effort may seem small by comparison. It should also be noted that in a number of states (Nebraska is a good example), there is a significant disparity between their need for programs for the aging, as shown by the proportion of older persons, and their ability to support such programs, as reflected by the size of the state's overall population. I feel that the latter statistic is probably much more indicative of the kind of revenue base which a state is likely to have.

At any rate, I hope that this information is of some value to the Subcommittee. I have checked the calculations involved, but at the same time would not bet my life that the document is absolutely free of error.

Thanks again for the opportunity to justify and also to submit this additional data.

Sincerely,

RONALD L. JENSEN,
Executive Director.

RESOLUTION

(Unanimously adopted by the Foster Grandparent Project Advisory Committee, Pinecrest State School, Pineville, Louisiana on the 14th day of March 1959.)

COMMITTEE MEMBERS

Mr. John C. Engelsman, District Manager, Social Security Administration (Committee Chairman).

Mr. C. E. Spotsville, Principal, Jones Street Junior High School.

Mrs. W. H. Breithaupt, Teacher, Alexandria Junior High School.

Reverend Howard W. Parshall, Chaplain, Pinecrest State School.

Mrs. Lessie LaPrarie, Foster Grandparent.

Mr. James D. Peterson, Director, Parish Dept. of Public Welfare.

Mrs. S. B. Berger, Retired Active Neighborhood Representative.

Mrs. Evie Taylor, Retired Pinecrest Employee.

Mr. C. R. Sanders, Project Director, Parish Council on Aging.

Whereas the "Older Americans Act Amendments of 1968" contained in the 90th Congress, 2d Session, House of Representatives, Report Number 1922 that accompanied H.R. 19747 and that it added a new title VI, Service Roles in Retirement, to the act; and

Whereas the "Older American Act Amendments of 1968" were not passed by the Congress; and

Whereas Senate Bill S. 3677 of the 90th Congress 2nd Session added a new title VI, Service Roles in Retirement, to the act; and

Whereas Senate Bill S. 3677 was not passed by the Congress; and

Whereas we believe had the "Older Americans Act Amendments of 1968" been passed by the Congress, these amendments, especially, the new title VI, Service Roles in Retirement, much would have been done toward improving and strengthening the Foster Grandparent Program: therefore, be it

Resolved, That the following concerns of this Committee be sent to appropriate Congressional Members for their consideration: First, that many mentally retarded children ranging in chronological age from the very young to well past 16 who are receiving institutional care could benefit from having a Foster Grandparent;

Second, That local area cost of living, physical condition, and individual need should be considered in establishing eligibility criteria for Foster Grandparents, and there should be enough flexibility to permit projects to employ as many as 20% of the number authorized to be those who cannot obtain employment elsewhere and who would benefit from being a Foster Grandparent, but who do not meet specific age or income requirements;

Third, That the non-federal share for financing Foster Grandparent projects is sometimes difficult to obtain, and it is understandable that this alone, in some cases, may be the only reason that a project could not be conducted. Since the program has proven its value, projects should now be 90% Federally funded on a continuing basis; thereby, making the projects much easier to manage financially. It appears that benefits being derived from conduct of the projects fully justify this percentage of Federal funding;

Fourth, That many elderly people are unable to participate in Foster Grandparent Projects simply because the distance they would have to travel to and from work is too great. Nearby suitable housing often is not available; therefore, construction of low-rent apartment type Federal housing might be well worth considering in order to get more eligible people in the projects;

Fifth, That there is a tremendous need for people to work with children in institutions, and many elderly people who are not considered poor, in regard to income, have a real need to become involved in doing something constructive; therefore, consideration should be given toward making some provisions for volunteer Foster Grandparents. It is believed there are many elderly people who would gladly volunteer their time and services if they had the opportunity to do so; and

Sixth, That the Foster Grandparent Program could probably be managed and controlled effectively and more efficiently if placed under a single agency. The Administration on Aging would most likely be the agency that is best equipped to administer all aspects of this type program since it is a program designed primarily for elderly people who are no longer in the labor market.

JOHN C. ENGELSMAN, *Chairman.*



